Conference Precedings

Cities Learning Together
城市之間同文館

Local Communities in the Sustainable and Healthy Learning City

Exploring tensions, connections and syntheses between:

- Central policies and administration, and local, collaborative action, involving public, private, academic and civil society sectors

- Economic growth and balanced social development

- Short-cycle problem-solving and long-term action to contain and reduce global warming

- The roles of local communities and neighbourhoods in addressing the big issues confronting cities

18-20 November 2013   Eaton Hotel, Hong Kong

Conference details: http://www.rmit.edu.au/eucentre
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Organised by:
the EU Centre at RMIT University Australia and
PASCAL International Observatory
Hosted by the Hong Kong Institute of Education

Cities Learning Together: Conference Precedings

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Preface

The Cities Learning Together conference was convened in Hong Kong in November 2013, by the EU Centre at RMIT in conjunction with PASCAL International Observatory and the Hong Kong Institute of Education. Together with seven other partners, the conference was designed to focus on major challenges facing cities and communities within cities, and to explore the ways in which learning can assist in addressing those challenges. The concept of 'learning cities' has been the focus of this kind of thinking for some time, initially in Europe, with strong support from the OECD and the European Union, and more recently in Asia. The PASCAL International Exchanges (PIE) program has been one site where these ideas have been explored directly, while UNESCO conducted the International Conference on Learning Cities in October 2013 in Beijing, China.

Cities Learning Together sought to facilitate a dialogue between east and west, specifically focusing on economic, green, health and social issues. In order to maximise the opportunities for conversation, people were encouraged to share their thinking on one or the other aspects of these topics in advance. The written contributions were designed to be relatively short and sharp, hopefully encouraging participants to read in advance. The structure of the conference was built around plenaries and workshops: 'whole Conference' discussions about the challenges facing cities, and four parallel Strands which explored the specific initiatives that have been taken in regards to Learning Cities, Green Cities and Healthy Cities.

This book brings to a public audience the 'Conference Precedings' which were shared prior to the conference. Over 60 papers on various aspects of Learning Cities and each of the Strands are included. We trust that you will find them to be as interesting as did the conference participants, and that they will facilitate ongoing discussions about cities, learning, and the action which is needed, to which all of us must contribute.

Professor Bruce Wilson
Director, EU Centre at RMIT University

Melbourne

November 2013

Cities Learning Together:
Local Communities in the Sustainable and Healthy Learning City

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Note from the Editor:
The ordering and grouping of the contributions in this Precedings journal is arbitrary. Many belong to two or more sections as we might expect. Readers are encouraged to browse through all sections and not just the one that most obviously interests them.

PART 1 – Introduction

1.1 Setting the Scene

Introduction - the Challenges facing Big Cities

Chris Duke

These Precedings inform Conference participants about issues and points of view to be expected at the *Cities Learning Together* Conference in Hong Kong on 18-20 November 2013.

Global challenges

Those managing and living in cities have to meet and solve huge fast-changing needs and problems. Few can be tackled successfully by any one agency working alone. Working together is essential but difficult. Local and national government departments usually work to their own traditions, agendas and targets. As complexity has increased these increasingly conflict with or contradict those of other departments. Local administration has to work to and with regional, national and now international governments. Just within the public sector, collaboration in creating and carrying out policy is essential, both horizontally and vertically, but difficult.

Moreover, governments and their departments cannot succeed alone. They require the efforts of active citizens as partners and co-producers of knowledge and solutions, not just 'clients'. The notion of civil society is prominent in many political traditions and systems. Attempted partnership between government and civil society however often disappoints. This results in friction, sometimes in civil strife, more often in alienation, withdrawal into factions, and fragmentation with individuals 'bowling alone'.

The Design of the Conference

This is a highly ambitious and demanding Conference. It requires those participating to take an active part. We need to work as a temporary learning community across *four dimensions* and keep the dimensions and connections constantly in mind.

Operationally we have the *four policy themes* on which the Programme is constructed: Economic, Green, Health, Wellbeing and Social Welfare, and Social. Half the time, the Conference will works in plenary, through Monday morning and all day Wednesday; half the time in groups constructed around these four policy arenas, on Monday afternoon and all day Tuesday.

Cutting across these themes, we identify three – or maybe four – kinds of *actors, players or doers*, prospective partners whose collaboration is essential: policy-makers and administrators especially at city level; civil society (CSO or NGO) leaders and

members with the 'private sector' as a contested or separate element; and higher education, specifically universities as a key to the knowledge society.

The third dimension is about *place*. This Conference is about localities – local communities, slums and suburbs: *the neighbourhoods* where people live and policies made at higher levels meet people's direct energies, the capacity to carry out and to thwart. Recognising the importance of locality and local community, we seek in the Conference Planning Group to hold to this focus throughout all sessions.

Finally we have *concepts and processes*: the means whereby understanding and communication take place, decisions are made and carried out, or not; the means by which change takes place. Processes are crucial to understanding governance. The danger is drift into abstractions. Then we neglect the practical and urgent crises and tasks that confront us. At a general level we must make practical sense of vital concepts: learning, community, lifelong learning, governance, the learning city; and of other problematic terms like social capital, traditional knowledge, the knowledge economy and society, innovation, sustainability, even partnership and collaboration.

Operationally participants need to group around the four themes in the first dimension of this matrix for half the time. These will also be the venue and vehicle to consider and apply each of the other dimensions as well.

Let us now look at these a little more closely.

Four Challenges for the Conference

The Call for Contributions for this volume identified NGOs and civil society as one sector, and the private sector separately. The rise of civil society is reflected in the large number of contributions to these Precedings about the work of NGOs. It is widely acknowledged in most countries represented in this conference that civil society plays an essential part in modern governance across a broad spectrum, from charitable good works and meeting welfare needs that the State does not meet to direct protest action. There is less clarity or consensus about different forms of public-private sector partnership. The private sector attracted no interest, despite widespread management discourse about corporate social responsibility (CSR) and marketing that stresses green processes and products.

1.   This takes us into one tough challenge for the conference: the *underlying ideologies* informing policy-makers and civil society activists alike, characterised in economic terms as neoliberal and Keynesian. The global financial crisis (GFC) from 2008 only sharpened an issue starkly defined by words and deeds in the 1980s: are government and the State a necessary evil to be minimised, or a means of stating and achieving shared values and purposes? The private sector is seen as the way forward for free expression of choice, successful action and especially prosperity; or as a vehicle to achieve sectional interests, through influence with government or by bypassing it via global financial markets. We might consider this missing sector as part of civil society; doing this in itself however seriously offends CSO activists.

To judge by these Precedings, the Conference will need to recognise these realities, which we can call philosophical or ideological, and manage its dialogue so as to identify strategies that can move beyond the dichotomies.

2.   If this is the first challenge, the second is demonstrated by *the uneven distribution of contributions*. The majority are classified as being about main actors or about concepts and processes, especially learning cities. Among actors the private sector as such is missing, while many papers look at the role of governments, of CSOs or of the universities. The concepts of lifelong learning and the learning city, region or neighbourhood attract much interest. There is less about the four chosen policy arenas themselves: the multiple environmental crises and Greening the City and the Neighbourhood; Economic issues, which may preoccupy governments but appeal less to CSOs; the area which we first called simply Health but later widened to include Wellbeing and Social Welfare; and Social Issues, which overlap with Wellbeing. In reality all four areas prove to overlap and interweave in terms of policy implications, long and shorter term objectives, and what succeed or fails.

3.   This points up a third challenge: *managing complexity*. It is impossible to group and order Contributions, and then the dialogue, in any one best way. Many authors rightly identify their papers as belonging under several headings. Their positions as allocated here are subjective and arbitrary. What matters more is our capacity to make connections and manage this same complexity during the Hong Kong deliberations. To succeed, the panels and following plenary discussions must be listening dialogues, not reiterations of information, views and prepared positions set out in advance. The Precedings as such are the starting point for dialogue, not the dialogue itself. We will succeed if by the end of the third day, by listening and interacting, we can draw the threads together and draw out conclusions for carrying out good policies.

Notwithstanding the predominance of papers about learning cities as an idea, and the general and specific roles of administrators, civil society and higher education, the design of *Cities Learning Together* invites participants to focus, in terms of application, on one of four key policy arenas; especially on the second day in a local and applied Hong Kong context, bringing to it their different ideas, experience, roles and approaches. Only in practical contexts can the link between policy and practice – and the common and disappointing breaking of that link – be understood and improved.

4.   The fourth challenge also picked out above is to sustain the *focus on locality within the city*. We can use the term neighbourhood, as in the mainly middle class 'neighbourhood watch', or locality, or community, or slum, or suburb. If we can succeed in sustaining this focus the Conference can make a new contribution to understanding and good practice. If not we risk dissolving into generalities.

We began conference planning with the proposition that the majority of the world's population is urban, that large and mega-cities, and new-scale city-regions, are multiplying, and that, short of global catastrophe, these demographic trends with their multiform consequences will continue inexorably. Massive migration, internally rural to urban and metropolitan as well as international, exacerbates the many infrastructural, social, economic and environmental problems that 'city fathers' must learn their way into solving. Often it may be the 'community' at local levels, where social capital

resides and local 'experts' have traditional wisdom, knowledge, skills and know-how, that finds the answers.

A further challenge - cities learning and acting

Indeed, grasping the larger meaning of 'learning city', *as a place that itself learns* and gets better at problem-solving and governance – that can learn from its own and others' experience and then do better – is a challenge that we seem for ever to avoid. So often, learning city or neighbourhood means no more than a place where different kinds of supported learning of individuals are encouraged and supported. Important as this is for good societies, neighbourhoods and living, it is a much smaller idea and policy objective. We may hope to subsume this and go beyond it, in *Cities Learning Together*.

We began also against a backdrop of accelerating ecological stress: problems fuelled by climate change which many apparent solutions to economic problems exacerbate rather than relieve; problems deeper, more vital and ultimately more life-threatening than GFC, for all the suffering and greater inequality which that has caused. None of our city neighbourhood focus detracts from the poverty and deprivation of the rural poorest of the poor, and the damage caused by widening wealth-poverty divides in many advanced and other economies - or as we should prefer to say societies.

There is a powerful contemporary narrative about *knowledge societies* (or as is more often is economies). Universities, well represented in our readings, are prominent players and a vital element in this. They too are complex, multifaceted, fast-changing, stressed by global and national demands, internally divided by different priorities; and like cities perhaps, unclear where their future lies. They tend to be more comfortable at some distance from the parochial messiness of daily city life. Yet they live in localities or neighbourhoods, many in cities too. For them the challenge is to balance conflicting demands, and from our perspective to connect and contribute to good practice at all levels, local as well as global, applied as well as abstract.

After the Conference

Three days of discussion can achieve only so much. But the outcomes of the Conference should ripple out through many media represented or taking part. These include academic and senior policy arenas, to which the monograph to be edited by Professors Rupert Maclean (HKIEd) and Bruce Wilson (RMIT), building on Rupert's Conference Report prepared with Dr Lorraine Pe Symaco (University of Malaysia), will make an important and lasting contribution. They include the powerful social media; the Websites of the many Conference partners and others; and the subsequent word-of-mouth on-the-ground words and action of individuals taking part.

In a phrase used by a political columnist about new legislation being rushed through parliament as political expediency (in the UK but it could be anywhere) 'it appears to be composed entirely of unintended consequences and little else'.[1] Given this accurate portrayal of much policy-making, from the most global to some of the local, let us see if we can do a little better.

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[1] Simon Hoggart on page 2 of *The Guardian* 4 September 2013.

The Coming Revolution of Public Services - and what it Means for Cities and Universities

Josef Konvitz[1]
Chair, PASCAL International Observatory

The Big Picture: Cities, Regions and Nation-States after 2008

The preconditions for a major revolution in public services are in place. Why?

- There is a capacity gap in the public sector and it will widen as retirements and budget cuts interact. There will be a shortage of trained people – demand will exceed supply; retirements from the public sector at local level will exceed losses in national governments.

- The old model of centralized, hierarchical, high-tech "plants" to deliver public services on a vertically-structured delivery model may not be able to cope with the complexity of society and particularly of ageing, and simultaneously to adopt more efficient, effective modes of service delivery.

- Changes in values and priorities linked to risks to cities and urban catastrophes – more frequent and costly in the past two decades - will call for cross-sectoral, cross-jurisdictional, multi-year programmes to be delivered through public-private partnerships, higher levels of civic engagement, and major research initiatives.

The global financial and economic crisis is not the only driver of change in the world of social welfare and work, but in the short term it is perhaps the single most important factor. A return to growth will not be enough to repair the damage of the crisis; this will fall heavily on the public sector, from health to education, from transport to the environment. At the same time, the public sector will have to adjust to long term social changes and assume a greater role in risk management and post-disaster reconstruction.

The challenge of shifting priorities must not be under-estimated. Governments expanded public services in the post-1945 era, often reflecting demand, at a time when public trust in government was still at an all-time high. Public trust however has been falling since the end of the Cold War in good times and bad; since 2009 public demonstrations have erupted in democratic and autocratic states alike. Governments are less able to provide services directly or even to direct how services should be provided. Promises made when the economy was growing will not be kept. No politician has a mandate when the electorate is highly polarized and the centre occupies less space than

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[1] Josef Konvitz completed this article in July 2013. He is completing a book on "Cities and Crises: What is different about the 21st Century and How to Make it Safer". Konvitz became Chair of PASCAL International Observatory in 2012. He retired from the OECD in 2011 as Head, Regulatory Policy; from 1992 to 2003 he held several leadership positions in urban affairs, often connected to sustainable social and environmental development. Konvitz frequently worked in countries facing economic crises or natural disasters (Turkey, Japan, Mexico) or implementing structural reform (China, Vietnam, Korea, Australia, Germany, the Netherlands, Sweden, Israel, Italy). The views expressed in this article are personal, and do not represent the OECD or its member countries.

extremist parties. Cutbacks imply a redistribution of risks and responsibilities in federal and centralized systems alike.

All states have lost a measure of sovereignty in this crisis. National governments, in their own self-interest, are encouraging greater decentralization but don't know how far to go. Rather than reduce entitlements and benefits, national governments may transfer more decision-making to sub-national levels (regions, states, metropolitan and city governments), making them responsible for matching revenues with outlays. Due to fiscal and regulatory constraints governments at all levels are faced with costly and often inefficient "unfunded mandates", obligations which must be met even at the expense of other, perhaps more critical, priorities.

Cities and regions, whether they seek greater autonomy or have it imposed on them, will have greater responsibility for public services. How will services be organized and delivered within city-regions? Relatively few cities out of the thousands in the world are trying to be innovative in areas which they can control. Whether cities and regions seize the opportunities at hand and exploit the greater room for initiative they will enjoy as nation-states retreat will depend in part on their collaboration with universities.

Tackling the long list

What social and human services do communities and places need to repair the damage of the crisis and to cope with a changing, ageing society, and with cities that are more vulnerable to catastrophes? The public sector will be called upon to lead on:

- *Risk management*: global, local, structural, which calls for **research** in engineering, management, the natural and physical sciences, environmental studies

- *Public services:* health, education, environment (especially water), heavily oriented toward *professional education as well as research*

- *Social reproduction / lifelong learning*: active youth, 24-40 year olds; active ageing, 65-80 year olds, calling on education and social sciences as fields for research as well as media for transmission.

These are highly regulated fields of activity, often marked by considerable problems of multi-level co-ordination, outmoded methods of compliance, poor management, inappropriate staffing policies, inadequate evaluation, and an incoherent policy mix.

None of this will be easy or simple. Maybe we know what to do; however, we don't know enough about how to do it. The 2012 OECD skills strategy calls on governments to:

- Prioritise investment of scarce resources

- Strengthen the case for lifelong learning

- Foster a whole-of-government approach

- Combine short-and long-term considerations

- Align different levels of government

- Include all relevant stakeholders
- Provide a global perspective.

This is admirable, essential – *but how realistic?* Implementation is where governments fall short. The impact of the crisis has made strategic governance reforms more important but also more difficult. (OECD, *Better Skills, Better Jobs, Better Lives: A Strategic Approach to Skills* (2012), p. 13)

This means:

- for **Governance** - knowing who does what, where; coping with regulation; working across sectoral and administrative boundaries - becomes critical. Public services includes the capacity for quality regulation, transparency, and very low levels of corruption (including abuse of public trust for private ends). Responsibilities are joint, which is why governance is so important:

- and that i**ndividuals** have responsibilities to learn, **institutions have** responsibilities to teach, and **communities and employers** have responsibilities to invest in organizational measures which put learning and skills to work and give incentives to everyone to improve them**.**

The challenge is what we make of this. Crises are a test of social resilience and adaptability. Blockages, stalemates and crises often provoke initiative and innovation, but this is a costly way to stimulate them. A better way – one rooted in the Enlightenment ethos of experience linked to the goal of progress – is to plan ahead for a social compact across social and cultural differences, linking one generation to another. A more resilient, confident and competent society is the best way to face risks, sharing responsibility with government but not demanding unreasonable levels of protection.

We don't have all the answers - yet - for local and regional development

Cities and regions are not averages of nations. National assessment results will not tell the authorities, employers, or citizens how their particular area performs either on its own, or in comparison with others. Cities and regions will be under pressure to measure, monitor and mentor – to create their own framework to promote lifelong learning.

The first step is to help decision-makers especially at local and regional levels to "put good ideas to use" by strengthening the demand for innovation and improving the fiscal, managerial and political capacity to see it through, even at the risk of failure (Peter Szanton, *Not Well Advised*, New York: Russell Sage Foundation, 1981, p. 155). Change starts with ideas and information, or better, strategic intelligence. Szanton's book reads as if it had been written yesterday, not in the after-effects of urban change and policy innovations in the 1960s and 1970s. Szanton looked back on many years of foundation and government support for relevant urban research and for programmes to bring the strengths of universities to bear on local and regional problems in the United States. He concluded that "city governments are particularly weak and constrained users of any advice, and are sharply limited in their capacity to act on recommendations for change" (p. xi).

Affirming that there is no shortage of good ideas – would this be debatable today? – Szanton argued that "the main constraint on better municipal performance…has been, and is, the political, managerial and fiscal incapacity to put good ideas to use" (p. 154). What can be done to make officials "less fearful of further innovation and better equipped to make it work" (p. 160)? There followed a list of recommendations, to search out and work with leaders, people who can implement, and brokers or agents of change whose task is "to persuade others to want what he sees as necessary; to buffer and absorb conflict; to accept blame and refer credit to others (pp. 156-57). A smooth and sequential series of steps on paper from analysis of a problem to submission of a report is simply far removed from the real-world situation in which urban innovation occurs successfully as the result of partnership in which roles and responsibilities may be blurred, experiments tolerated; implementation may encounter many obstacles, requiring negotiation.

Universities

Universities must prepare to lead.

The coming revolution in public services will place demands on universities equivalent to the shock of modern industrial technology in chemistry, physics and biology at the turn of the 20th century or to the impact of social science and economics after 1945 which transformed professional education. We need to build a new field, public economics, and globally.

Institutions of higher education, working internationally through teaching, research and community service, are in a position to take this agenda forward. Only increases in productivity can support the high cost base of public services and meet changes in values about what is important to protect. And productivity depends on human and social capital – the willingness to change, learn, innovate and adapt. No one will claim that the revolution in public services – which is key to the financial and social stability of nation-states for decades to come – depends only on universities. But no one equally can argue that it can be done without them.

Research, instruction and community engagement are needed:
- for innovation in public services,
- on how competition and accessibility affect the quality of services,
- on how to help people working in public services to make best use of available knowledge,
- on regulatory reforms that will improve the delivery of services at community level;
- on risk, vulnerability and resilience that help determine the kind of public services communities need;
- on new dimensions of security in the international order, and on ways to promote international co-operation and an adequate stock of public goods;
- on how to finance innovations and provide a long-term stream of financing for public services; and

- on how to improve evaluation and the capacity to share and learn from good practices.

This is a practical agenda for all universities, from the most prestigious and research-oriented to regional institutions where the emphasis is on teaching.

- Experimentation: undergraduate – through lifelong;

- Evaluation: criteria, timeliness, follow-up; a critical institutional culture;

- Empowerment: values and behavior which affect choices; modes of discourse; training the leaders to be better at innovation.

Internationalisation and higher education

The trend for internationalization in higher education has not been linked to the movement to strengthen the engagement of universities with communities and regions in their close proximity. This is strange. Universities can be found in virtually all cities and regions, whatever degree to which they are urbanized. It is self-limiting to think that institutions of higher education must concentrate on their local communities when they have expertise that can be applied beyond a home campus, or brought in from another institution, or even created jointly.

The internationalization of higher education can be measured in many ways:

- There were 2.5 million foreign and international students in universities in the OECD area in 2007, an increase of 90% since 1998; this figure represents 85% of the world's foreign students. Of these 2.5 million, 67% come from outside the OECD area. Between 1994 and 2007, the number of academics from abroad teaching in American universities increased 77% to 106,000; similar increases can be tracked in Europe, Japan and Korea. Europe is the largest host region in the OECD area, welcoming 1.3 million foreign students.

- The forms of cross-border engagement are evolving in tandem with the growth of numbers, bringing about greater diversification in this field. Direct investment, as when universities open campuses abroad, is one: by 2006, there were about 100 university campuses in foreign countries; New York University had 10 alone. There are regional clusters of campuses in the Middle East (mainly in Qatar and Dubai) and in South East Asia; more of these are partly funded by companies or governments in the host country; and there is growth in research and doctoral programmes.

- Capacity-building in the host region is one objective. There are political drivers, as well as competition to attract talented people. For the host city, a key objective is to develop a knowledge-based growth pole composed of multinational firms. The presence of institutions of higher education with established global reputations means that people can pass from university to the private sector, and that access to research and to talented faculty enlarges the pool of people with specialized skills. By attracting several top-ranked institutions within a short time period, a city-state such as Dubai or Singapore can hope to accelerate a process which took much longer in Boston, London or Munich. (OECD/CERI, *Higher Education to 2030*, v.2 *Globalisation*, 2009).

The transformation of the university – which happens only once every few decades and is the secret to the survival of these institutions which may date from the middle ages, the renaissance or the 19th century – *is putting in place a new model of economic and social governance based on extended, collaborative networks*. Applying this transformation to lifelong learning and community development will go far toward repairing the damage of the crisis – and helping cities sustain crises and shocks to come.

How can the internationalization of higher education improve the contribution that universities make to cities and communities?

I see two matrices:

- Topics for research that come out of specific contexts, problems
- Validating knowledge in different contexts, localities

We must challenge the presumption that universities should monopolize the process of engagement where their home campus is located. Should the University of Pittsburgh, a leader in this activity, develop projects in Philadelphia, in apparent competition with the University of Pennsylvania's own impressive West Philadelphia initiative? Isn't local knowledge and aren't local relationships critical? Look at it another way, however: many faculty have skills and knowledge that can be applied to the communities surrounding their campus, but engagement does not have the same rewards or attraction as co-operation further afield, internationally, and may not even be appreciated in the discipline if it came at the expense of hard research.

Universities have already shown how to exploit interstices in international systems, mobilising the craving for knowledge through innovations in how teaching and research are conducted. There is huge potential to give community engagement an international dimension:

- Institutions of higher education can help city-to-city transfers more efficiently than bureaucratically-confined programmes structured by national governments
- International education helps people develop several identities and loyalties based on institutional affiliation, place of work, country of origin, disciplinarity, and socio-political commitments and values
- Universities can support evidence-based interventions, mobilizing expertise to where it is needed
- In their international mode of development, universities in Europe and North America can help countries in other regions of the world develop solutions which fit their contexts better, and can help institutions there to become more capable of generating research and lifelong learning programmes.

Towards better policy-making in Hong Kong

Lam Woon-Kwong[1]
Convenor Hong Kong Executive Council

I'd like to start with a standard policy-making model - i) Strategic Vision, ii) Policy Formulation, iii) Consultation iv) Decision Making, v) Implementation and vi) Process and Impact Evaluation. I would like to focus on: Policy Making and Consultation.
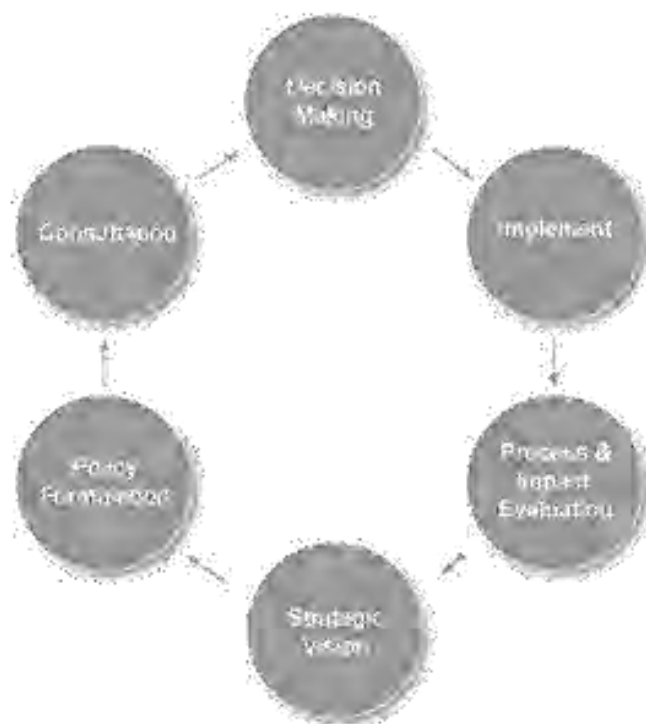
Better policy making is a universal need and the demand for it is not confined to Hong Kong. With half a century spent on the pursuit of various "ism"s and with a much better educated and informed public, many people around the world are getting sick of ideology. Instead, they want to know where the real "beef" is and if the "beef" is as good as governments have promised.

So institutions such as the OECD have come up with "tips" on what are the best practices for government policy making. On the surface, they look like "motherhood

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[1] This address was given by Mr Lam Woon-kwong, current Convenor Executive Council, HKSAR Government, as a guest speaker of the Hong Kong Democratic Foundation in 2011. Appreciation is expressed at being permitted to reproduce an edited version here.

and apple pie" stuff. But if you were to look at those papers in detail, you would find that making better "apple pie" is in fact very difficult.

Why would that be the case? I think partly because governments are conservative or at least staffed by conservative people. This, in itself, may not be a bad thing. But it breeds a "risk averse" culture, particularly in Hong Kong where civil servants have been deeply involved in the policy formulation, decision making and political process. Before the days when there were politicians in Hong Kong, senior civil servants - doubled up as quasi-politicians. They position themselves as the "no axe to grind" defender of the public interest. And all outsiders are unwelcomed intruders - representatives of special interests - with views that must be examined with a heavy dose of cynicism.

The typical way to handle policy making - from a risk-averse standpoint - is to form a committee. But having done that, decisions are often based on the views of a very small circle. From the "Planning Committee" come the "Preconceived Answers" hidden in the form of "Consultation Papers".

Another problem with the civil service is that talents are almost entirely inbred: the "revolving door" being very difficult to implement. And with a fast-changing world, our civil service lacks specialist expertise. And even if some officers may be trained to handle specialist policy areas, they lack the capacity to handle the complex policy-making process. So we end up lagging quite significantly behind in areas such as Information, Innovation, Technology and Creative Industries.

Another frequent trap, for permanent civil servants, now topped with a layer of political appointees, is to look for the easy way out. Often politicians are looking for a quick solution to rescue their declining popularity. Under pressure, there is no time for research and analysis. Policy makers jump to ad hoc conclusions in the hope that there will be at least some "band-aid" cure. But such an approach brings significant adverse consequences.

On the other side of the same coin, inertia is a problem for governments worldwide. All too often, policy issues are brushed under the "too difficult" carpet in the hope they will take care of themselves. In Hong Kong, the "Market" is often the excuse for inaction as it is assumed that the "Market" would take care of many ills.

Of course, vested interests are always at work too, for all governments. Hong Kong is by and large clean, but that does not stop the vested interests from trying to manipulate government officials and the media.

Indecision is also frequently at work. How often do we keep consulting and never decide? Healthcare reform is a "prominent" example. Let us hope some decisions are forthcoming for this round. When this is done too often, policy paralysis would be the outcome. And Policy Addresses and Budget Speeches would be void of meaningful policies.

I must emphasize that these problems are not peculiar to Hong Kong. Policy-making in the real world is messy, mundane and a very hard balancing act. But a key function of

government is to plan for the future. So it has to make policies to the best of its practical ability.

Governments tend to ignore the fact that we do not necessarily need to "reinvent the wheel". Often, the "wheel" is already there, what is lacking is the will power and the political capacity to get it done. I will now quote one example on successful urban planning in Hong Kong, as illustration.

The Kai Tak Planning Study

When I was one of the advisors of the Bauhinia Foundation, I supervised a special team to look into "Civic Engagement" as a means to improve governance. The study team was headed by Professor Joseph Chan of the HKU; it examined many policy successes and failures in Hong Kong and studied them carefully. The team actually came up with a very positive suggestion and a prototype - a model. This model, the Kai Tak Planning Study model, will probably be familiar to some of you. Urban planning is a complex process, and particularly so in Hong Kong because of the high value of the land and the density of the city. It is always in the "very difficult" category as it cuts across a wide range of interests and it always attracts conflicting views.

The study project first started in 1991. The purpose was to plan for the use of Kai Tak once the airport is closed down in 1997. Actually it took seven years for the various departments to come up with the outline zoning plan. And the 1998 proposal involved extensive reclamation both inside and outside the apron of the runway, resulting in a new town with 299 hectares of reclaimed land. Once it was published, there were universally negative feedbacks. People did not want a lot of housing there. They were also worried that all the reclaimed lands would be dominated by "roads" resulting in noise and air pollution.

Heritage preservation was not considered. There were sport lobbyists trying to build a new stadium there. There were others who argued for a new cruise terminal. There were also green groups who argued for a "Green Kai Tak". Topping it all, people were fearful of further reclamation to the harbour. Mr. C.H. Tung, had to ask for the plan to be done all over again.

A much scaled-down plan surfaced after another two and a half years. The 2002 Outline Zoning Plan envisaged reclamation of only 133 hectares and incorporated quite a lot of the public requests. But then the various harbour reclamation proposals had triggered one of the biggest public protests, resulting in the Court of Final Appeal ruling that Government must meet three conditions before land can be reclaimed from the harbour:
  · Compelling and overriding present need;
  · No viable alternatives; and
  · Minimum impairment.

Consequently, the 2002 Plan had to be redone again.

A very open approach was chosen for the subsequent planning exercise. A Harbour-front Enhancement Committee was established and it took the Committee two and a

half years to come up with this final 2006 Outline Zoning Plan for Kai Tak. All the reclamation was trimmed and yet all the requirements of the stakeholders were met.

How did they do it?
The Committee started with a very inclusive approach in their committee representation. One of the pressure groups, Society for Protection of the Harbour - the most vocal one that took the Government to Court - was also included. The business side was included. The Conservancy Association, Friends of the Earth, the Real Estate Developers Association, the Hong Kong Tourism Board and all the related professional bodies were there. Stakeholders were asked to nominate their representatives, which was a rather democratic process.

Instead of having to worry about sectoral interests dominating the discussion, they actually balanced each other out quite well in the process.

The Committee also managed to tap a big pool of professional advice - free of charge. For these professional bodies, once they felt that they could make genuine contribution, took it seriously. The professional bodies did not come with opinions of individuals; they came with prepared views after consulting their own profession. This makes the process much more meaningful. There were no hidden agendas, the meetings were open to the public and all papers were accessible to the public through the internet. The other thing was they were not managed by a secretariat staffed by Government officials. Instead, they engaged a private consultant to manage the entire civic engagement process, thus taking it away from bureaucratic control. And the Committee topped all of this by collectively nominating and appointing a trusted professor, LEE Chack-fan, to chair the committee. With a positive and experienced player at the helm, the whole process worked well.

For the consultation to succeed, there were other elements. They included, allowing the stakeholders and the public sufficient time to learn what it was all about and how the project would impact upon stakeholders. This approach allowed more considered response. The time it took was two and a half years. That sounds like a long time, but considering its repeated failures as in the case of WKCD, two and a half years was time well worth spending. The consultation must have resources too. Hundreds of meetings, focus groups and exhibitions were held. There was also the report-writing, all adding up to many work hours. The process cost a few million dollars, but if you consider the cost of the whole South-east Kowloon Planning project, what is a few million dollars?

Perhaps it was because the Government had lost the case at the Court of Final Appeal, so it appeared that there was really no unmovable agenda. But in the end, the outcome satisfied Government too.

Inclusiveness gave the consultation a high degree of legitimacy. The various group argued bitterly with each other at the beginning, but once they knew they were being taken seriously, they began to play a more positive role. Eventually, they built up credibility and trust amongst themselves and co-ownership of the project amongst all stakeholders. The result was a widely accepted plan, which is now being implemented. That was a well recorded success case.

In modern policy-making, Government must help conflicting stakeholders see the common goal and help focus their mind on a common set of objectives. But the best way forward is to leave the engagement process open and empower the stakeholders to make their own rules to resolve their differences through organized interaction, guided and arbitrated hopefully by a positive and trusted player at the helm.

But if the lesson has already been learned and the precedent for success is recorded, how did we end up in our present impasse? The problem is again complex but it boils down to the common syndrome: lack of genuine desire to be open, lack of will to engage the opposition and be seriously inclusive, lack of honesty to admit failures, and in the end lack of sincere commitment from the top.

And the most difficult point is honesty. In the days of "spin doctors", it is difficult to be honest. In my view, this is the worst "skill" of modern day government. Governments of course, have to present their own argument in the best possible light. But you must not "spin", because it often means lying or hiding the reality from the public. You can do it once or twice or even three times. But after a while, public credibility will be lost. Distrust, once embedded in the public's mind, will be difficult to eradicate.

The best policy for any government is to be honest. Honesty does not necessarily mean exposing your weaknesses and incompetence all the time, but it does mean that mistakes should be admitted when they are made, rather than trying to spin them into something "good". Government should accept that some policies cannot be taken on board when the public is not ready for it, or when the political environment makes it impracticable. But government should tell the public and not try to cover up the truth.

Science-Policy Interfaces and Academic Boundary-Spanners in a Global City: Can Internationalized Higher Learning Make Local Knowledge More Salient in Times of Crisis?

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Abstract

This discussion paper explores the challenges of universities embarking on building science-policy interfaces to increase the salience of public knowledge in times of global crisis. How can universities and their stakeholder communities create effective boundary spanners for prompt inquiry and response to emergencies when there is insufficient data and local resources are disabled? With increasing cross-border interdependencies in higher learning, science-policy interfaces acquire a meaning greater than simply interdisciplinary collaboration or knowledge transfer. Serving the public good in a crisis entails risk-taking in spite of political stigma, knowledge limitations and loss of life. The case of the 2003 Severe Acute Respiratory Syndrome (SARS) outbreak in Hong Kong illustrates some critical dilemmas faced by academics generating a wider network of knowledge for productive synergies across jurisdictional, cultural and professional boundaries.

Introduction

A university in the global city is a unique higher learning place, where the constructs of knowledge are generated and reinforced through unusual concentration, intersection and melding of human, financial and symbolic resources. Connected through professional networks (e.g., global banking, media, insurance, logistics, export-import, trade, etc.) and international transportation hubs (e.g., international airports, highways, railways, etc.), the university's stakeholder communities can operate as command and control centers of the global economy, mediators and gateways for international flows, and national competitive outposts (Sassen 2001; Taylor 2004) and can be disconnected from the immediate needs and welfare of their localities. Structured and stratified by a combination of local and global stakeholder influences, such universities can be predisposed to numerous disjunctions that can impair higher learning (see Oleksiyenko 2013).

These cities' prodigious scientific capacities can sometimes create the false impression that there are no unsolvable problems in these cities; the public can be over-confident about getting ready-made advice from authoritative sources of knowledge rather than constantly challenging such sources and contributing to a more interactive knowledge development interface (Chan and Leung 2007). Increasingly, however, higher learning goes beyond the traditional norms of dependence on academic knowledge, and more democratic science-policy interfaces emerge, as the globally connected places become increasingly vulnerable to rapidly spreading "global vices": e.g., communicable diseases, criminal activity, terrorism, drug use, or environmental pollution (Engels

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2005; van Rijswood 2010). When crises escalate in globally linked places, uncertainties and fears emerge; panic spreads worldwide along with the root problem – for instance, a virus. Knowing how to enhance the global city's responsive strengths and reduce public fears amid calamity can be essential for human survival, public order, and international stability.

Universities and their stakeholder networks can play crucial, but limited roles in times of crisis. The 2003 SARS outbreak in Hong Kong provides a dramatic illustration of what can happen when a mystery disease incapacitates political machinery, professional responsiveness and public knowledge. The collection of stakeholder (self) analyses by Christine Loh and Hong Kong's Civic Exchange public policy think-tank (2004) shows, for example, that political agencies can fail in conceptualizing and spreading useful public information or providing public support to reduce societal panic, an escalating death rate and other devastating effects, as was the case at the end of 2002/first half of 2003, when SARS spread from Guangdong in mainland China to Hong Kong, and subsequently to 11 countries across the globe.

Proactive community groups felt they needed to take matters into their own hands, organizing massive rallies to urge for school closures, the purchase of single-use medical gear, full disclosure of information about infected districts, and authentic epidemiological updates – all things that analysts claim the government was unwilling or slow to offer. In the context of the spontaneous and uneven responses by external stakeholders, universities' internal communities, outside of medical faculties, were often at a loss with regards to contributions that they could make in order to address the problem. What urged them to take risks, go beyond their usual responsibilities, and engage talents across different communities is discussed below.

Academic Boundary-Spanning in a Global Space

Globally-connected academic science emerged as a key instrument in managing the rapid discovery of the coronavirus during the 2003 SARS outbreak in Hong Kong. Narratives provided by Loh and her colleagues in 2004 point to numerous occasions when virologists achieved more and faster results when they were working internationally under coordination by the World Health Organization (WHO) in Geneva. Reputable research centers and frontline scientists in Hong Kong, supported by their colleagues in Europe and North America, emerged as critical analysts, providers of reliable information and problem-solvers in complex situations, when local stakeholders' analytical, decision-making and resource-allocation mechanisms were immobilized and had to be unlocked.

Networked internationally, local medical researchers proved highly capable of engaging cross-boundary expertise, mobilizing their infrastructural capacities, and applying human talent to identify the root cause of problems. For example, Professor Malik Peiris, Scientific Director of HKU-Pasteur Institute at Queen Mary Hospital in Hong Kong, and his colleagues Drs. Guan Yi, Leo Poon Litman and Chan Kwok-hung, made extraordinary efforts to collaborate with colleagues across divisions and institutions in Hong Kong and mainland China in order to identify, insulate and sequence the SARS coronavirus (Chan-Yeung and Loh 2004). The scientists exchanged their lab results with colleagues across East Asia and the Pacific to test and verify their hypotheses. Beyond offering their scientific expertise, the medical community

displayed exceptional courage tin becoming a hub of public communication. Teaching hospitals at two research universities – University of Hong Kong and Chinese University of Hong Kong – became centers of knowledge that few other institutions locally or globally could surpass at the time of the 2003 epidemic. These research institutions were at the core of the outbreak: the mysterious disease was something that local medical academics felt professionally responsible to confront and conquer.

Hundreds of local and international medical scholars, students and nurses in the teaching hospitals risked their lives to reduce the suffering of SARS patients. Many of academics became infected, some barely survived and others died. Doctors experimented on themselves to test various drug interventions. Many stayed in hospitals for weeks or months, away from their families, so as to protect their relatives and communities from infection, while giving as much attention as they could to their patients. The narratives associated with loss of life and devastation experienced by Hong Kong's closely knit family and societal structures remain painful to the present day. The SARS memorial in Hong Kong's Botanical Gardens offers a reminder of the tragedy, but also celebrates the heroic outreach and sacrifice of exceptional doctors and nurses.

Academic leadership was displayed in numerous venues: at front desks, bedsides, clinical labs, and conference rooms. For example, it took courage and command in the "culture of secrecy" that was pervasive at the time for CUHK Dean of Medicine, Professor Sydney Chung, to step up and publicly denounce the government for its failure to release an alert about the escalation of the mysterious disease beyond the hospital walls. Alumni and students launched fundraising campaigns and digital channels to compensate for the lack of immediate governmental action on providing medical supplies, as well as critical information, including identification of infected city areas, residential complexes, etc.

The WHO's proactive coordinating role in scientific collaborations was also essential in encouraging extraordinary actions in lieu of the limitations experienced by Hong Kong with regard to official international diplomacy and exchange of information (Lau et al., 2010). The engagement of Hong Kong scientists in the Global Outbreak Alert and Response Network (GOARN) made it possible to maintain a high standard and ensure the credibility of exchange reports. The WHO coordinator at that time applied special efforts to identify world-class centers with top expertise on human-animal interactive pathogens, as well as to engage people who "could share data and set aside Nobel Prize interests or their desires to publish articles" (Chan-Yeung and Loh 2004:46).

While virologists were deeply engaged in problem-solving, the SARS Expert Committee remarked that "there was a lack of clarity in the role of university staff in a hospital outbreak situation and failures of communication between HA, DH (Department of Health) and the university" (Loh 2004:241). The responses of the academics that had access to public media indicate that the traditional lateral communication in science and the top-down communication in administrative or policy matters came into conflict with each other. Scientists often had to break down the walls of the latter to be able to communicate or inform the public about critical matters. The absence of a sustainable venue for lateral communications in policy making and the reliance on ad-hoc committees also contributed to the problem of delayed or ineffective consultations at a time when responses needed to be fast, integrative and far-reaching.

Lessons Learned (and Not)

What has Hong Kong learned from the SARS pandemic? The degree of city's dependence on global trade and tourism came into stark focus, as the volume of international flights, retail sales, hospitality service revenue, entertainment, catering and student exchanges dramatically dropped in the spring of 2003. Cathay Pacific alone lost 75% of its market share and grounded 22 airplanes for a considerable period of time during the outbreak. Hotels, restaurants and shopping malls stayed practically empty for months. The economic impact lessons were thus learned very quickly and became a driver for many resolute actions, including those aimed at lobbying international agencies, restoring Hong Kong's global image, and fixing public trust in commercial venues.

The city also recognized that its proximity to rural and overpopulated areas of Guangdong province can pose a challenge when human and animal viruses intersect to create deadly pathogens that are resistant to medical intervention. The government of Hong Kong learned that rigorous control over cross-border traffic remains important. Public authorities increased hygiene regulations across the territory and enhanced access to, and supply of, hygienic products like hand-sanitizers in public places (clinics, malls, sports and entertainment halls, etc). Hong Kong's public became very sensitive to any new influenza outbreak, and it became the norm to wear face masks at the first sign of respiratory infection to shield others from transmission (something that very rarely happens in other global cities, unfortunately). The government refined and amplified a number of public information channels, from basic posters to web-based platforms providing timely communiques, updates and alerts on communicable diseases. The public posters also appear in numerous languages, with increasing translations in the regional languages (e.g. Tagalog, Thai, Indonesian).

Hong Kong's universities became deeply involved in building better global collaborative networks in public health. The HKU-Pasteur Institute, for example, uses its connections with leading labs in France and other countries to provide local scholars and students with opportunities for more active engagement with foreign colleagues and better understanding of scientific methods developed elsewhere. Public health received official recognition from scholarly communities in the city and the University of Hong Kong was able to establish the School of Public Health, which meant that more intensive research and teaching in the areas of disease prevention could be conducted locally. SARS became a case-study for a number of university courses and was introduced by university scientists into the biology curricula in local schools (Wong, Cheng and Yip 2013). The government and university executives also encouraged more robust engagement of university teaching hospitals and medical faculty members with their counterparts in the Pearl River Delta and Guangdong province. HKU and CUHK have established their own clinics in Shenzhen and consequently have direct access to the mainland population, disease samples, health authorities and learning networks.

Hong Kong still has a number of issues to resolve. Research by Fryer (2013) indicates that emergency plans in schools across the city remain underdeveloped. School principals are aware of the need to implement pandemic-related crisis mitigation plans, but this remains low on the priority list, given the overwhelming pre-occupation with competitive performance in schools and universities. The learning community seems to

be completely swamped by daily routine and a heavy work burden, which keeps most stakeholders short-sighted and unable to visualize an effective response to a future calamity. While some academic managers have a viewpoint on how educational activities could be sustained in the case of a pandemic given the vast opportunities associated with the rise of web-based technologies, competencies in crisis mitigation are not, as a rule, part of teacher training programs.

Highly dynamic and transient, the global city context often precludes long-term thinking or visualization of emergency plans: e.g., anticipated human resources, communication infrastructures, and other inputs rapidly change and may be inadequate when another SARS-like situation occurs. Meanwhile, the majority of research projects in universities continue to be driven by the old disciplinary paradigms, while connections between social and medical sciences are often confined to a research center or two, rather than being widely spread across disciplines, research projects, teaching initiatives and scholarly communities. Public health networking is just emerging and facing the danger of becoming institutionally bounded in the absence of an umbrella approach toward inspiring greater public, cross-professional and interdisciplinary engagement.

Academic institutions can become a platform for, as well as increase the value of policy forums. Policy discussions are becoming increasingly important for local, regional and global stakeholders as a means to explore each other's interpretative norms, investigation instruments and ethical concerns. These communication efforts acquire greater urgency not only in view of the differences between professional, civic and academic communities within global city networks, but also under the pressure generated by pervasive inequalities between the affluent and destitute regions of the world.

The policy discussions are particularly important given China's historical and political legacies. Handling sensitive issues in an open and frank manner can create an opportunity for cumulative effects (i.e., integrating political support and resources from numerous civic, governmental, industrial, and academic stakeholders) across jurisdictions in Greater China and Asia. Cross-border movement of communicable diseases is an important topic that can bring various communities around the same table, and generate common interests for joint responsibilities across the region.

Communities within Hong Kong are understandably eager for such debates to emerge sooner rather than later, as dense urban populations intensify pressures on limited medical resources in the region. The growing migrant flows from the countryside, generated by the restructuring of industries in Hong Kong's neighbouring Guangdong, also have an impact on hygienic norms in public places. Meanwhile, the outflow of medical talents from poorer parts of the region results in the deterioration of conditions and quality of medical support, research capacities, knowledge dissemination and hospital infrastructures in the less advantaged areas. The worsening epidemiological situation in the increasingly connected neighbourhoods signifies both the likelihood of faster mobility of problems, as well as opportunities for swifter solutions. The disadvantaged migrant populations (non-locals and ethnic minorities) in Hong Kong are eager for honest dialogue to prevent any possible blame-shifting or under-resourcing, which occurred in 2003 (Chan and Leung 2007).

Academically-grounded inquiry into the challenges of cross-border migration, learning, and preventive actions is rife with potential, given the opportunities for interdisciplinary explorations that academic environments can create. Nonetheless, the public health-related policy debates will likely be onerous. Challenging the jurisdictional advantage-disadvantage dichotomies is becoming increasingly difficult in the politicized global context. Civic, professional and academic communities in the developed and developing worlds often function under contradictory norms, standards and conditions. For example, the global economy provides many low-income countries with opportunities for growth, and harsh criticism of inadequate standards in governance, public information and control of epidemiological situations can be construed as undermining the aspirations of the poverty-stricken communities to take part in the global exchange of services, production, innovation and learning experiences.

Moreover, cultural norms differ with regards to what constitutes a good standard for cross-border exchange. For instance, the regulation of improper domestication of highly-mobile animals (e.g., birds or cats living on farms, and in close proximity with humans, or travelling across farms, villages and larger residential areas) could be justified from the viewpoint of epidemiological control. However, the introduction of migration restrictions for certain population categories may be viewed as culturally insensitive, given that most rural cultures cultivate close relations between the human and animal worlds, and some attribute religious meanings to such relations.

There are also a number of movements inside urban communities to support the latter. In recent times, a growing mass of urban consumers has begun to advocate for organic food production to counteract the public health repercussions associated with overcrowding, poor sanitary conditions and overuse of antibiotics (that are used on livestock in sub-therapeutic dosages) at factory farms. Beyond concerns about food-borne illnesses, the emergence and spread of new pathogens, as well as reduction in the effectiveness of antibiotics in human patients, these consumers are apprehensive about the links between chemical-laden food and rising mortality rates from chronic diseases. While urban consumers call for improved agriculture practices, the burden of blame for public health problems should not move all the way to the rural areas - global cities are not epidemiologically fail-safe, despite significant efforts by urban communities to achieve higher living standards and reduce the spread of viruses over the last decades.

The SARS case raised numerous issues about poor residential hygiene in some parts of Hong Kong, including massive problems with cockroach and rat infestations, as well as low quality of sewage systems that could easily become a source or transmitter of pandemics. While Hong Kong has moved significantly forward in resolving these problems post-SARS, some relatively advanced cities to which it is locally or globally connected harbour areas in which conditions resemble media images of third world squalor, made all the more unhealthy when house owners, landlords or inspection authorities neglect pest control, sewage problems, waste disposal, and other hygienic norms.

What such dilemmas really entail and how they affect the value of policy discussions and science-policy interfaces is not always clear. Solving cross-border problems certainly means taking a longer time to move back and forth in consultations and networking, in order to reconcile norms and analytical conclusions emanating from

developed and developing world interests, traditions, knowledge capacities and communication cultures. No matter how long and complicated such discussions become, the salience of public knowledge improves when boundary-crossing learning is encouraged and legitimized.

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Along the way to a Megacity Status:
The Challenges of a Government-Driven Process,
Lagos since 2000

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Abstract

This short essay looks at the challenges faced by Lagos as it reached the threshold of a mega-city status at the turn of the last century. It highlights two of these, public transportation and housing, as a vehicle to discuss some of the problems. It concludes that the major challenge facing the initiatives by the government of Lagos state remain the problem of finance since they were essentially public driven.

Introduction

Homelessness and slum clearance are like Siamese twins: one clutching tenaciously to the other. Although the proportion of urban dwellers living in slums decreased from 47 percent to 37 percent in the developing world between 1990 and 2005[1], due to rising population, the absolute number of slum-dwellers is rising. The majority come from the fringes of urban margins, located in legal and illegal settlements with insufficient housing and sanitation. This has been caused by massive migration into cities, both internal and external, which has caused unprecedented growth- rates of urban populations and spatial concentrations not seen before in history. These issues raise problems in the political, social, and economic arenas. Slum-dwellers often have minimal or no access to education, healthcare or the urban economy. The reality in Lagos, as in most parts of sub-Saharan Africa, is that megacities mostly possess significant numbers of homeless.

Lagos mega-city

Lagos has a high-density population estimated at 20.5 million and growing at 2.9% a year. Over a quarter of the country's population occupies 0.4% of the land area, with 2,600 communities in 20 local government and 37 local government development areas.

Lagos enjoys a special status by virtue of its geographical location and population. It sits on the border of the Atlantic, as well as being the commercial nerve centre of Nigeria. The combination of these has always set it apart from the other states of Nigeria, since the pre-colonial era to the post-independence days. The megacity status is therefore underscored by the influx of people who seek better living conditions in the state. As one of the most rapidly urbanising places around the world with a population estimate of 20 million, its metropolitan areas now extend beyond its borders. Lagos currently boasts N23 billion as its monthly Internally Generated Revenue (IGR) with

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[1] See http/Wikipedia. Org wiki megacities note 26

potential for increase. But because of constant population surge, the already deficient infrastructure is further depleted and often dwarfed in the midst of the swelling population despite the infrastructure renewal drive of the present administration in the state.

According to the World Bank, the metropolitan area of Lagos has a population estimated at between 15 and 18 million people, projected to grow to more than 25 million by 2025 and was the only mega-city without a formal public transport system prior to the launch of a Bus Rapid Transport, BRT. The World Bank further states that Lagos population would place it as the third largest agglomeration in the world, after only Tokyo and Mumbai by 2025.

Lagos epitomises Nigeria's, and indeed Africa's, rapid urbanization process.

Preparing Lagos for megacity status: the challenges

The reality of Lagos assuming mega city status was first brought to public knowledge about the year 2000 during the government of Senator Bola Ahmed Tinubu (1999 – 2007) whose assemblage of a crack team of technocrats in his cabinet quickly set out to address the associated problems of the transformation of a traditional city into a budding megacity. Especially, the appointment of Mr. Michael Olayemi Cardoso as the chief economic adviser and budget chief made all the difference. Working with the World Bank and other international institutions such as UN Habitat, this economist brought to bear on government's financial management a different type of economic blueprint which exemplified the new direction in public spending and financial management.

A list of challenges to be met was identified and possible solutions outlined to meet them.

Transportation challenges

A major challenge that faced Lagos as it crossed the threshold of mega city was the chaotic public transportation. One of the strategems introduced was the establishment of Lagos Metropolitan Area Transport Authority (LAMATA) as a vehicle to drive the various initiatives which were meant to address these challenges. The government formulated policies to restructure the public transportation system and gave the task to the Lagos Metropolitan Transport Authority (LAMATA) headed by Dr. Dayo Mobereola.

Lagos lacked a mass transit system such as light rail services found elsewhere on the globe[2]. This challenge has always been identified by successive governments of Lagos state since 1980. However, the election of a brilliant lawyer, Babatunde Fashola, as the governor of the state in 2007 appears to have changed government's attitude towards the provision of a mass transit type of public transportation. The problem of

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[2] Nkiruka Okoh See more at: http://www.vanguardngr.com/2013/08`lagos-a-megacity-with-uncontrollable-car-dealers' 15 Jan 2013

transportation, no doubt, has been one of the major challenges of the state, especially given its status as a megacity.

The first such initiative was the Bus Rapid Transit (BRT) scheme which allows buses to travel on separate highway lanes, using rail-like stations for loading and unloading of passengers. The BRT has the flexibility to travel in mixed traffic and on local streets, depending on its route. At the beginning of the BRT operations, many Lagosians left their cars at home or at the car parks provided at the BRT stations since the system seemed effective and a better option. Indeed, there was a significant change in the transportation sector of the state as it brought respite to the people.

With BRT's successful outing, the government tried its hand on the water transportation system as part of the initiative to containing the transportation challenge in the state. It is called the inter-modal transportation which encourages extensive use of the state's waterways. Because of this State Governor Fashola recently signed a ferry manufacturing agreement in Queensland Australia between the Aluminium Boats Company of Brisbane and a consortium of companies called Eko Water Buses Limited. By virtue of the agreement Lagos expects in phases an initial batch of 60 ferries each with a capacity for 200 passengers, to be deployed on various routes. The ferries, said to look like water buses because of their passenger-carrying capacity, are expected to hit the waterways soon.

Thus the creation of the Bus Rapid Transport (BRT) addressed the problem of inadequacy of the modern public transportation system, along with the lane expansion projects embarked upon by LAMATA to tackle:

1. The inadequacy of the road network - low lane length in relation to Lagos population.
2. Limited number of multi-lane arterial roads, and generally poor maintenance condition, exacerbating congestion inherent in this form of public transport provision.

This is believed to have been further compounded by the absence of rail service and water transport system as obtainable in other societies of similar status. The situation presented by such inadequacies had become a source of concern for the authorities in the state which had also commenced specific projects to further boost the situation and by implication, the economy of Lagos.

One major initiative was the establishment of a light rail service in the heavily populated western district of Lagos. The rail idea was conceived in the early 1980s with the Lagos Metroline Network by Alhaji Lateef Jakande, the first civilian governor of the state. It was, however, suspended by the Gen. Muhammadu Buhari government in 1985. Such a rash decision became the loss of the taxpayers in the state.

The idea was revived by former governor Bola Tinubu sometime in 2003 and followed up by the Fashola administration. This initiative, the first phase of which covers areas of the state such as Okokomaiko, Mile 2, Orile Iganmu and Marina was expected to be ready for commissioning by June of 2013 but the challenge of finance has vitiated this. Billed to use steel tracked fixed guide way, the light rail is designed as a passenger train powered by overhead electrical wires when compared to the traditional train. It has a

smaller frame and commands the ability to operate along crowded cities and urban corridors due to its turning radius. The scheme is designed to effectively provide rapid, safe and comfortable movement of large number of commuters, as well as meet the mobility needs of the state as a megacity.

It has also been said that the light rail project is pivotal because of decades of neglect of the Nigerian rail system. As such, with a rail master plan, an extensive network of rail line has been conceptualised to connect different parts of Lagos. Owing to this framework, the rail would provide passenger services on the most heavily travelled corridors in the state with red and blue lines being developed. But while the two lines would be developed on a Public Private Partnership basis, government, by the agreement, will provide the requisite infrastructure. This is why many hold the view that if the light rail project becomes a reality and is effectively managed, it would certainly ease most of the transportation problems in the state and consequently reduce the numbers of automobiles on the road.

This initiative was followed by a Memorandum of Understanding (MoU) between the Lagos State Government, represented by the Private Public Partnerships Office and the Lagos State Waterways Authority (LASWA) and Eko Water Buses Limited. As a city surrounded by water, Lagos stands to gain a lot from diversifying its mode of transportation by tapping into the waterways. This is why many believed that if given serious attention, it could help reduce the hardship of road users and propel Lagos closer to its megacity status when compared to cities like New York, London and Hong Kong. The scope of the water transportation can also be expanded to harness the old trade routes which were used in pre-colonial and colonial times to ease the problem of transportation.

However, the major challenge of these initiatives has been finance since there has been minimal involvement of private sector financial involvement owing to the perception that there may not be continuity in the policies that generated the ideas in the first place. This challenge has affected the slow pace of work on the Light Rail project as well as the water component of the public transportation being proposed for the state. Even the highly celebrated BRT programme is presently facing the problem of bus replacement scheme owing to lack of profitability on some routes.

Certainly, if Lagos properly implements and effectively maintains the light rail scheme, many believed that it would not only remain a remarkable legacy of the Fashola administration but a reference point for proper policy implementation nationwide.

Housing challenge of Lagos mega-city status

Another major challenge that faced Lagos on its attaining the mega city status has been the exacerbation of its dire housing problem. Even the little public housing projects that are available are mostly sub-standard, exemplified by: Over-crowding; Lack Portable Water; Lack of proper sanitary facilities; Inadequate and dilapidated drainage channels; Near-absence of waste management; Inadequate and dilapidated roads; and lack of recreational facilities.

It is necessary, however, to mention that since year 2000 the Lagos State government has been consistently trying to meet some of these challenges. It has introduced a

system of sanitation that takes account of the immense human resources available in the society as well as waste management that takes account of the most current disposal system.[3] These have been the twin direction of the waste management strategy by the government. The same success rate that has attended the effort of the government in waste disposal and management cannot hold true for the provision of housing in a sprawling city such as Lagos. The most tasking challenge in urban management in Lagos has been the extent to which slum clearance, as a strategy of urban cleanliness, has remained an albatross on the neck of the government. In this regard, slum clearance has been adopted as a decided strategy not only for maintaining a serene environment, but indeed, as an additional additive to providing decent public housing projects.

Unfortunately, the direction of urban transformation in most of sub-Saharan Africa has been government-driven with attendant waste and corruption. Rather than engage in decent low-cost housing which would be inexpensive, improvement in the environment has often left the urban poor at the receiving end. In Lagos, transformation in urban infrastructures has meant, more or less, building attractive hotels, office mansions, supermarkets, beautiful roads, to make the rich comfortable but rendering the urban poor homeless and in a state of unending hardship. It is as if the mega city project is a euphemism for capitalism where the government 'protects the interest of the rich and the poor made to die'.

It is sad that the transformation of Lagos into a mega city status is gradually being perceived as the demolition of slum dwellers. Lagos is far below sea level, which had engendered the creation of slums in almost every corner of the city since the mid-1950s. Yet inadequate information to those who would be affected, coupled with a weak land tenure system have both conspired to deny slum-dwellers any chance of being returned to the cleared slums, if and when these are redeveloped. At the same time, this is what a civil society organization, SERAC[4], is fighting against with the Lagos State Government. Demolition of any kind ought to involve a broad process of engaging the inhabitants of the slum with an agreement on the relocation and compensation entitlements. West Africa in its mega-city project should put in place suitable policies and programs to handle land and housing challenges. Building low cost housing estates in the satellite towns will adequately decongest the cities thereby reducing the number of victims when carrying out demolitions for mega city project.

Most hit by this demolition process are women, children, and the poor as well as those without legal security of tenure who bear the predicament of the demolition. The reality is that demolition for the mega-city project increases the high risk of impoverishment as most of the victims become landless, jobless, homeless, marginalized, and insecure. Victims of demolition lose their homes and neighbourhoods; they are forced to relinquish their personal possessions.

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[3] The introduction of the concept of highway managers which, essentially, identifies the major highways in Lagos and to which many street sweepers are allocated to keep clean. Similarly, a Lagos state waste management authority was created to manage the disposal of refuse in line with modern system of refuse and waste management. The LAWMA now has waster conversion plants located in some areas of Lagos where the refuse are being converted into oil and other associated by products.
[4] SEARAC, The Social and Economic Rights Action Centre, SERAC, is a nongovernmental organization that had been working with the community.

There is an indication that demolition and displacement of the urban poor are likely to continue in West Africa. Rapid urbanization is taking place in mega-cities across the region. Most of the mega-cities are growing at 9.3% and 8% rates, as we have seen in the case of Abuja and Lagos, respectively. Even as the trend continues, governments in the region are refusing to develop rural communities and have no adequate plan to address population surge and rapid urbanization. This is the direction which efforts at minimizing the negative effects of slum clearance for the mega-city projects should take, if the idea is to create minimal discomfort for the urban underprivileged.

In Nigeria for instance, from 1999 to date, what has happened in terms of housing provision for the masses is not a good development. Some of the houses built by the previous administration before 1999 to date have been sold or privatized; there has been mass demolition of houses belonging to the urban poor, misuse of the Land Use Act by government which makes access to land by the urban poor very difficult, allocation of lands to private estate developers at the expense of the urban poor, which has stifled their access to land and compounded their housing, and government withdrawal from building houses for the poor. These indicators therefore show that the future of the urban poor is not guaranteed as West Africa embarks on its mega city project.

In Lagos State, the enforcement of environmental laws by the State Environment and Sanitation Task Force has led to forceful eviction of a whole community triggering a massive internal human displacement crisis. This is the tragedy of the slum clearance strategy adopted by the state government in its pursuit of the mega city project. A typical example of the situation that we are describing is the case of Ijora-Badia, a slum housing close to 200,000 residents.

On a Saturday morning, the Lagos State Environment and Sanitation Task Force forcefully evicted residents of Badia East Community in Lagos. By nightfall, what used to be homes for thousands of residents was reduced to a mass of wooden and concrete rubble. The occupants said that they were taken unawares. Two bulldozers, accompanied by dozens of armed police officers, continued to rip through buildings into Sunday.

Three 'despondent residents' were imprisoned in a Black Maria, but later released. On Monday, hundreds of the residents marched to the state governor's office to register their displeasure with the evictions.

A history of evictions

The history of Badia in Apapa-Iganmu local council and the inhabitants is dotted with forced evictions. Since 1929, the government had looked towards the area for its many development projects that required a large chunk of land. By the early 1970s, the government called again, this time displacing occupants at the present location of what became the National Theatre, in the Iganmu area. However, the people were moved to Badia-East, a few kilometres away, where they had continued to live until Lagos State began its forced evictions. Against denials and promises of succour to the affected the massive demolition and forced eviction commenced unannounced less than twenty hours later.

Speaking during the demolition, Bayo Suleiman, who led the Task Force, said that a slum existing in an area housing big industries such as the Nigeria Breweries is 'not acceptable': 'there is no way we can achieve the mega-city status with this kind of slum in this area', he said.

Concluding Remarks

The choice here of two of the challenges facing mega-city status and the attendant projects is representative of the general problems facing mega-city status in Lagos. The problems are multi-faceted. Apart from the broad challenges which transportation and housing pose, the challenges of traffic gridlock caused by lack of effective modern transport planning and implementation, even though the government is trying to modernize public transportation, remains an albatross. Another major problem associated with public transportation in Lagos is the desire and aspiration of the government to introduce an electric-powered light rail service when the obvious challenge of lack of effective power supply still stares the society in the face.

Perhaps all these pale into insignificant when one realizes that the citizens for whom these efforts are being made are reluctant to embrace the change which the various projects are sure to engender. Thus, one of the fundamental philosophical – and practical - challenges is attitudinal: people do not seem to understand the process being put together. It is a reasonable guess that once people can imbibe the virtues of the mega-city concept their reluctance to embrace the necessary change will be reduced.

However the problem of finance remains a serious threat to consuming the ideals of the mega-city process. A situation where the government is forced to source funds, at times on the capital market with its exorbitant interest rates, has a way of affecting the long term interest of the project as it might take longer to break even. Funds available for such projects are drying up as the funds market is interested in short-term loans. How Lagos State government intends to overcome this challenge will be of interest to all who are interested in urban transition.

Further reading

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Higher Education, Adult Learning and Democracy: Thoughts on Post-2015 Discussions

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Civil society has led the charge over the last 30 years drawing the world's attention to the grand challenges, the big issues and the deep crises that we face as humans amongst the other life forms on the planet we call Earth. The United Nations has been a vehicle to amplify these issues and facilitate conversations with member states, the governments of our many nations. The MDGs are a case in point. The post-2015 goals are the next stage in that process. Global events have brought civil society and the state together time and time again on issues of social development, women, racism, education, environment, food security, HIV/AIDS, poverty, mother and child health and much more. Civil society has created its own channels for thinking about matters of global relevance through campaigns such as the Global Education Campaign, the World Social Forum process, the Make Poverty History campaign, the Occupy Wall Street Movement on inequality and the Idle No More movement on Indigenous sovereignty.

The global adult education community under the energetic leadership of the International Council for Adult Education (ICAE) and its allies has been active and visible in both the joint civil society-UN spaces and the autonomous civil society spaces. The current 'key messages' that appear on several of the ICAE sites illustrate the quality of thinking and commitment that goes into being present in these global dialogue processes.

To some of us the absence of acknowledgement of the role that the *process* of learning plays in achieving traction on the various global commitments is frustrating. The words 'adult education', or even its slightly more domesticated cousin 'lifelong learning', seldom appear in the lists of priorities for action and investment when the lists are cut down to what is 'realistic' from a political perspective.

Similarly, thoughts suggesting that the very model of global economic growth needs to be questioned from both an inclusion and a distribution perspective are, of course, off the table totally. So too is the straight-forward call for the reduction of inequality to be the focal point for future action. It too is seen to be 'unrealistic'.

But the exercise of articulating and confronting the grand challenges of our times remains nevertheless important as it allows us to think about the role of learning as a contributor to the critical social and ecological issues of our day. It is in that spirit that I raise the visibility of higher education. Higher education was at one time something that very few people were expected to benefit from. But over the past 15 years we have seen a massification of higher education with as many as 2-3 new universities per week being created around the world, most notably in the emerging economies. Higher education must see itself anew with responsibilities for the public good and it must be seen anew as a vast and under-utilised resource for change.

There is a movement afoot within the higher education world, a community-university engagement movement that is challenging higher education institutions to take up their responsibilities to the critical issues facing the globe and the critical issues in the very physical communities where they are located. Higher education institutions play a critical role in knowledge management, knowledge creation and knowledge dissemination. And they could be playing a much more active role in the co-creation of transformative knowledge for social change and social action. This was, in fact, called for in the May 13-15 Barcelona International Conference on Knowledge, Transformation and Higher Education: Driving Transformative Knowledge for Social Change. The Global University Network for Innovation (GUNi) has the best single website documenting this movement, but there are others such at the Talloires Network and the PASCAL International Observatory.

Higher education institutions are the homes of millions and millions of students, many of whom have been the activists in global campaigns. Hundreds of thousands of academics and knowledge workers abound. They sit on resources and skills and capacities to work with their communities through adult learning and engagement processes to make an impact on the lives of people there. They are part of global knowledge networks that if linked to social movements and civil society organisation would make a big difference.

It is time that the adult education and lifelong learning movement and the community-university engagement movement began to speak to each other. The post-2015 process is a good place to start.

1.2 Issues and Perspectives

EcCoWell: Living and Learning in Sustainable Opportunity Cities[1]

Peter Kearns

Foreword

This paper has been prepared for the EU Centre/EU Centre/PASCAL Hong Kong conference in November 2013 to provide a short summary of the work PASCAL has undertaken under its Program of International Exchanges (PIE) to encourage more holistic and integrated approaches to building sustainable learning cities able to respond in a proactive way to the many challenges confronting cities.

This development has been given the name EcCoWell to signify key dimensions in such an integrated approach. The full EcCoWell paper, titled *Living and Learning in Sustainable Opportunity Cities,* may be read and downloaded on the EcCoWell section of the PIE web site (http://pie.pascalobservatory.org).

The focus of the paper is on a seeming convergence of the ideals and objectives built into the concepts of Learning Cities, Healthy Cities, and Green Cities. The paper asserts that there is a common interest in actively fostering a convergence of these aspirations through the emergence of a new generation of Learning Cities with clear health and environmental objectives and strategies.

I have called these cities EcCoWell cities, cities that aim for integrated development across the landscape of ecology, culture, community, well-being, and lifelong learning objectives and strategies. An EcCoWell approach may be seen as a stimulus to innovation and deeper partnerships between stakeholders in cities guided by a shared vision and ideals.

The paper is a light sketch of terrain to be covered in building humane, inclusive, and sustainable EcCoWell cities. The paper has been called a Clarifying Working Paper to signify this status. It is hoped the Hong Kong conference will generate insights into ways in which EcCoWell principles can be progressed.

The conference is focussed on the theme *Cities Learning Together* with a sub-theme *Local Communities in the Sustainable and Healthy Learning City.* These themes will be examined through four strands: Environment, Health, Well-being, Social Welfare, Social, and Economic. The EcCoWell approach is relevant to each of these strands, and to the question of how integration of these strands can be achieved, both in local communities and at the level of the city overall. As the number of cities participating in

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[1] References cited in this summary paper may be seen in the complete EcCoWell paper on the PASCAL PIE web site: www.pie.pascalobservatory.org.

the PASCAL International Exchanges has increased, further insights into these questions have become available.

The city of Cork arranged a seminar on the EcCoWell approach during the Tenth Cork Lifelong Learning Festival in March 2013 with the author of this paper participating. There will be follow up with an international conference in late September on the subject *"Cities for the Future: Learning Global to Local"*. The Cork initiative is discussed in Part 3 below.

Cities around the world are confronted by a spectrum of unprecedented challenges in a context which has been seen as a runaway world, where traditional responses are no longer adequate. Successful Healthy Cities and Green Cities are by their nature Learning Cities in which strategies to build a rich web of connections between necessary sectoral ideals and objectives will benefit all residents in creating cities that are humane, inclusive, and sustainable.

Introduction: the context and challenge

Cities around the world are confronted by a spectrum of major challenges in an era of large scale migration, escalating urbanisation, and growing diversity in their populations. Global warming and environmental issues, poverty and growing gaps between rich and poor in many cities, often accompanied by demographic change and ageing populations, add to the smorgasbord of challenges which often seem beyond the capacity of city administrations to address.

The impact of a globalised world, sometimes seen as a "runaway world" with a global order "emerging in an anarchic, haphazard fashion, carried along by a mixture of influences (Giddens 1999:19) adds to the sense of turbulence in a world out of control.

This is a context calling for well-considered comprehensive responses, equal to the magnitude of the challenges. Yet the scene across the globe is also one of segmented responses, with development all too often driven by the narrow lens of single-minded goals. In many cities various ideas, good in themselves, are often applied but not connected in holistic responses with a unifying vision that builds synergies and value-added outcomes, and which contribute to a spirit and identity relevant to the challenges of a globalised 21st century environment

The landscape of Learning Cities, Healthy Cities, Green Cities, Creative Cities and Resilient Cities illustrates this world of partial and fragmented responses, yet the reality is that there is a much that could be connected across this plethora of ideas to build creative and sustainable cities responsive to the spectrum of challenges confronting them.

I have used the term EcCoWell Cities to describe this New Age City and discuss in this paper aspects of the effort needed to develop such cities, suggesting that there is a convergence of related concepts whose commonality is starting to be recognised. In a sense, there is a new generation of Learning Cities that reach out and connect up to address environment, health, cultural and well-being issues while continuing to address the lifelong learning, social justice, equity and community building initiatives that have been the traditional territory of Learning Cities.

How to build the dynamic synergies that will drive this convergence of related ideas will require considerable innovation, creativity, and good will. This paper lightly sketches of some of the terrain to be covered.

Let us turn to the common ground that exists between the Learning City, Healthy City, Green City and Cultured City to identify some of the comprehensive areas to drive this process of building dynamic synergies.

The converging strands

Learning Cities

The Learning City idea emerged from the work of OECD on lifelong learning in drawing attention to opportunities to progress all forms of learning in many contexts through partnership and building a shared vision.

A typical statement of the aspirations and ideals that underpin the concept of a Learning City exists in a definition by Norman Longworth (1999: 109):

> *A learning community is a city, town or region which mobilises all its resources in every sector to develop and enrich all its human potential for the fostering of personal growth, the maintenance of social cohesion, and the creation of prosperity.*

This statement points to the entwined individual and community development objectives of Learning Cities, the equity and social justice thrusts in the concern for "all its human potential", and the aspirations to build communities that foster person development, social cohesion and economic prosperity.

In order to share ideas and experience across national boundaries, the PASCAL International Observatory in January 2011 inaugurated the PASCAL International Exchanges (PIE) to test online exchanges as a vehicle for international dialogue on good ideas. Twenty one cities across five continents are currently involved in this project. Information on PIE, including the methodology adopted and the experience of participating cities may be obtained from the PIE web site (www.pie.pascalobservatory.org).

Healthy Cities

It has become evident that Learning Cities and Healthy Cities share a good deal in common, and that community learning strategies can contribute much to Healthy City objectives. This convergence of interests has become more apparent with the strong interest of Healthy City initiatives in the social determinants of health following the work of the World Health Organisation's (WHO) Commission on the Social Determinants of Health. This provides a common platform of interest in addressing equity and social justice issues, with the experience of Learning City initiatives in these areas a resource that can be drawn on with benefits for health objectives

The Healthy City movement emerged from the work of the WHO, and has been progressed by a number of regional networks that link cities committed to Healthy City

principles. In the Asian region, for example, an Alliance of Healthy Cities now links a large number of cities in the Asian region, including some Australian cities.

In the words of WHO (2011):

> *A Healthy City is one that is continuously creating or improving their physical and social environments and expanding those community resources which enable people to mutually support each other in performing all the functions of life and in developing their maximum potential.*

This could be a definition of a Learning City with considerable commonality with the definition of a Learning City given by Longworth cited above. Both concepts draw on and develop a range of community resources, develop people to their maximum potential, and foster partnership in these endeavours.

Key common interests that Learning Cities and Healthy Cities share were articulated in the Final Report of the WHO Commission on the Social Determinants of Health (WHO 2005). The social determinants of health have been defined as:

> *The socio-economic conditions that influence the health of individuals, communities and jurisdictions as a whole. These determinants also establish the extent to which a person possesses the physical, social, and personal resources to identify and achieve personal aspirations, satisfy needs and cope well with the environment (Raphael 2004)*

Follow up on the report of the Commission on Social Determinants of Health in countries such as the UK has identified areas where action is likely to be the most effective in reducing health inequalities. These have included areas such as early childhood development and education, social protection, and sustainable development which are typically the heartland of Learning City initiatives (Campbell ed. 2010).

Healthy Cities Principles and Values

The EcCoWell paper discusses Healthy City principles and values, such as equity, partnership, participation and empowerment, and sustainable development, and shows that they have much in common with the values that drive successful Learning Cities.

Green Cities

Green Cities (or Eco Cities) also share much in common with Learning Cities and also depend on community learning, partnership, and a shared vision to progress "green objectives" in a city. Eco-community projects and community gardens can be a valuable stimulus to community learning and building citizenship and a shared identity in a community.

There is also a notion that green growth is about more than environment and ecology. This is well articulated by the Green Growth Leaders in a statement about the socio-economic benefits of green development in Copenhagen (2011: 5):

Green must, therefore, been seen in a broader perspective than strictly environmental. It is also about improving quality of life and creating jobs and business opportunities throughout the entire economy – not just in the clean-tech sector.

Community and Cultural Dimensions

Large scale migration and rampant urbanisation in many parts of the world has focussed attention on the role of culture in building community, a sense of identity, and social cohesion in many rapidly growing cities. The significance of cultural and heritage influences in cities is discussed in the report of the PASCAL Ostersund conference, while a number of good practice examples are provided in the EcCoWell papers.

From Health and Learning to Well-being

The conjuncture of Learning City and Healthy City objectives and strategies provides a platform to progress the well-being and quality of life of the whole community.

John Field in a paper on *Well-being and Happiness* for the UK Inquiry into the Future for Lifelong Learning asserted that "the evidence that learning promotes well-being is overwhelming. This has huge implications in a society that is experiencing unprecedented levels of stress, mental illness and anxiety about the future – combined with the adoption of public policies that require individuals to take responsibility for planning against future risk" (Field 2009: 5).

Ways in which education and learning have a measurable impact on well-being in all stages of life involve both collective and individual effects (Field 2009:7).

Learning encourages social interaction and increases self-esteem and feelings of competency. Behaviours directed by personal goals to achieve something new has been shown to increase reported life satisfaction.

The growing knowledge base on well-being points to the value of a convergence of Learning City and Healthy City strategies so that lifelong learning, social interaction, and community engagement, and a strategic approach to addressing the social determinants of health will, in their combined effect, promote well-being in cities. The Healthy City is a Learning City.

Economic Aspects

The EcCoWell paper explores the economic implications of development focussed around EcCoWell principles. These include building social, human, and identity capital, and the range of benefits that flow from a learning culture that is responsive to change. These benefits will be explored in the Hong Kong conference.

Beyond Silo Policy and Development

In this era of complexity, escalating pace of change, and transformation, silo policy and management belong to the past. Sectoral ideas, maybe good in themselves, need to be

connected in broad holistic strategies that re-enforce and strengthen the objectives of sector initiatives.

This has been recognised by international agencies such as the European Commission and OECD, and is reflected in the work of these organisations on multilevel governance (EC 2001) and leveraged government (OECD 2011e). Concepts such as the Big Society and Good Society bring in the important dimension of mobilizing civil society in strategies that have active community engagement and support.

In this context, there is a compelling case to connect initiatives such as Learning Cities, Healthy Cities, and Green Cities in holistic strategies that address a range of sectoral objectives in cities that are inclusive, sustainable, and fundamentally democratic, and which foster the well-being of all. Silos have no place in the ever more connected cyber world we inhabit.

Towards sustainable EcCoWell cities

Section III of the EcCoWell paper takes up a number of aspects that bear on the implementation of EcCoWell principles. These include place making, trends in the balance of individual and social good, and the role of civil society. There is growing interest in place making around the world in a shift from urban engineering to creative place making. The convergence of learning city ideas and creative place making has much to offer. Examples are given of the work of the New York-based Project for Public Spaces.

Trends towards greater autonomy, individualism, and social disintegration in a number of countries are discussed as barriers to achieving sustainable learning cities that are able to progress environment, community health, and inclusion objectives in cities that are liveable and competitive.

The paper suggests that Learning Cities, Healthy Cities, and Green Cities share a common interest in reversing such trends where they exist, and in fostering an ethos and culture of social responsibility and citizenship. The idea of EcCoWell has been brought forward as a vehicle to build such collaboration towards a shared vision of a sustainable, inclusive, and successful 21st century city.

This common interest extends to the kind of democratic society that exists in sustainable cities that have the capacity, vision, and will to address the learning, community, health, environment, and well-being issues discussed in the EcCoWell paper.

The Path Towards Sustainable Development in EcCoWell Cities

Implementation of EcCoWell principles is essentially an innovative learning process that depends on the goodwill, vision, and patience of the partners. Successful learning city initiatives around the world display these features coupled with appropriate leadership.

An important requirement lies in the capacity to see the layers of connections that exist in cities in this process of finding dynamic synergies, as Landry observes.

There are layers upon layers of urban interconnections- personal, political and economic – often based on historic migratory patterns such as the bamboo network of expatriate Chinese (Landry 2008:22)

An effective Learning City initiative can provide a moral and ethical framework for stimulating learning throughout life, and building citizenship and a shared sense of identity and community that reaches out to others as well as addressing local concerns through city-based initiatives.. This provides a necessary foundation for addressing issues such as preserving the environment, eradicating poverty, and enhancing health and well-being that are both local and global in their ramifications.

The aspirations of Green Cities and Healthy Cities need the humanism that underpins the Learning city concept if they are to flourish and to be sustained in the long term. The Learning City concept will be revitalised through the contemporary relevance of the Green City and Healthy City objectives. There is in this situation a convergence of interest as well as a convergence of common concerns and objectives.

International exchanges can contribute much to the learning processes required to underpin implementation of EcCoWell principles. As Edward Glaeser has wisely observed:

We build civilization and culture together, constantly learning from one another and from the past. (Glaeser 2011:269)

The EcCoWell paper suggests a number of ways in which existing Learning City, Healthy City, and Green City initiatives could make progress toward being a successful EcCoWell city. Much would be gained from case examples at the conference on strategies that open up such pathways. The time for segmented responses is surely past. EcCoWell cities offer many opportunities for creative ideas and innovations on the path towards sustainable development.

Whatever became of the learning city?

Martin Yarnit

Introduction

Education and learning have always been important for urban development, certainly since the process of industrialisation that began in Britain in the 18th century. In 1992, in the pre-internet era, Donald Hirsch's report for the OECD, *City Strategies for Lifelong Learning*, was an instant global hit with educationalists, stimulating in the UK the creation of a network of learning cities. This grew from a handful of members in 1994 to 39 (including Wodonga, Australia) in 2001, exhilarated by Hirsch's argument that cities could, by mobilising education and lifelong learning resources, shape their own destinies. These included major cities such as Liverpool, Sheffield, Birmingham and Edinburgh, several London boroughs, as well as many medium sized cities in England and Wales. Ministers spoke at national conferences and – at first - there was financial support from the government. But by 2003 the Learning City Network (LCN) was in decline and now no longer exists.

Yet, while the term learning city is no longer current in the UK, the essence of the idea lives on, as an integrated dimension of urban development. In this paper I am going to argue that

1. the learning city notion failed to grip the imagination of the people running cities - politicians and senior officers - or government , despite the rhetoric about lifelong learning

2. but in some places it fed into new thinking about urban development that

> a) re-evaluated the role of education as an economic sector in its own right

> b) took steps to improve integration of education providers and integration of education providers with other services and agencies

> c) (to a lesser extent) recognised the value of learning in developing creative solutions to urban problems.

I should emphasise that the paper deals with developments in England exclusively. There are parallel trends elsewhere in the UK, but increasingly the fact of devolved government makes it difficult and dangerous to generalise from England to Wales, Scotland and Northern Ireland.

New dawn

The spark that created LCN was the publication of, *City Strategies for Lifelong Learning*, Donald Hirsch's report for the OECD in 1992. Based on his study of ten major cities in Europe, North America, Australia and Japan, Hirsch argued that the city could be a significant determinant of its own future. The key ingredient was a planned attempt to mobilise the resources for education and training to promote urban revival

and social justice. By the time that Hirsch's study was published, the learning city concept was already well established. The first conference of Educating Cities took place in Barcelona in 1989. By 1995 over 100 cities had signed the Charter of Educating Cities. Although there were a handful of cities in the UK which had taken the title *Learning* to themselves, in the years after the Hirsch report, that number began to grow and the inaugural meeting of the Learning City Network too place in January 1995.

A further boost to the lifelong learning cause came the following year, in 1996, which was nominated the European Year of Lifelong Learning. At the same time, there were the first stirrings of governmental interest in the notion of lifelong learning or learning cities, and a local MP, who was also the Conservative secretary of state for education, Gillian Shepherd, found a modest sum to support developments in her county, Norfolk. She commissioned NIACE to assess the potential of the UK learning city movement. But it took the election of Labour in 1997 for a major although temporary political boost to lifelong learning and the learning city.

Tony Blair coasted to power in May 1997 under the banner of 'education, education and education' and his secretary of state for education, David Blunkett, quickly published *The Learning Age,* a clarion call for lifelong learning that promised to put into practice the policies that NIACE, the National Institute for Adult Continuing Education, had been campaigning for more than a decade. The Learning and Skills Council, the body Blunkett set up to plan and fund post-16 education and training (other than universities), was given the job of promoting adult learning and increasing participation. Through the newly established Adult and Community Learning Fund, NIACE was centrally placed to support local initiatives that reflected its advocacy of a holistic lifelong learning system.

This was the hopeful context in which David Blunkett spoke at the national conference of the Learning City Network in Milton Keynes in 1998. The event saw the launch of *Practice, Progress and Value: Learning Communities – Assessing the value they add*, a performance evaluation tool funded by the government and written by Sue Cara (now Meyer), a senior figure in NIACE and Professor Stuart Ranson of Birmingham University. Based on studies of the practice of UK learning cities, this study summarised their work in terms of participation, partnership and performance – the three Ps. Participation was about the techniques for engaging people in learning and promoting learning through the life course. Partnership was about collaborative planning to create city-wide structures for lifelong learning, from post-compulsory education onwards (although pre-school and school provision became a concern of most learning cities as time went on). If participation and partnership were the foundations of a learning community, then performance was about the tools for ensuring that the edifice functioned effectively.

LCN grew rapidly, attracting into membership most of the large cities in the UK, including Birmingham, Liverpool and Edinburgh, and a respectable number of medium sized places such as York, Southampton and Norwich. In almost every case, the initiative to create a learning city was the work of adult learning professionals employed by local authorities, colleges, universities or voluntary associations such as the Workers' Educational Association (WEA). In one case – Norwich – the initiative came from the council's economic development department. The Network received

invitations to address meetings in Northern Ireland and Australia and established a link with the international Educating Cities Association based in Barcelona. It was the largest national network of its kind in the world.

The heyday

With Labour's endorsement, money and influence moved towards NIACE and (more modestly) the Learning City Network. Significantly, LCN's review of learning cities in the UK (Yarnit, 2000) including eight domestic case studies plus Gothenburg and Rotterdam, was jointly published with the Department for Education and Employment and the Local Government Association, the body representing all English local authorities.

NIACE played a key role in shaping government policy on basic skills and LCN organised a national series of events with the Department for Education to promote the new Skills for Life programme. Both organisations welcomed the government's national strategy for neighbourhood renewal (NSNR), seeing an opportunity for embedding local initiatives for lifelong learning in a new framework for urban action. In many areas, LCN members were at the forefront in setting up lifelong learning partnerships, a forum within which representatives of local education and training providers could discuss joint planning and collaboration. Across England, these partnerships became part of the local strategic partnerships (LSPs) which local authorities and their partners were required to set up in return for neighbourhood renewal funding from the government.

The primary purpose of the LSPs was to mobilise public, private and not for profit organisations around an agreed plan to close the gap in standards between disadvantaged neighbourhoods and the rest. In almost every case, this entailed setting targets for improving services and outcomes for education and training, alongside health, employment, housing, crime and the environment. The publication in 2003 of a new policy framework for children and young people, *Every Child Matters,* gave added impetus to the embedding of education, from pre-school onwards, into local partnership arrangements. The Children Act (2004) aimed to strengthen children's services using a joined up approach, with schools and children's centres acting as local centres of coordination for services, a strategy which echoed the learning city focus on integration and collaboration between service providers.

Decline

The policy of closing the social and educational gap was reinforced in the aftermath of Labour's second election win in 2003. So also was the focus on Skills for Life, with the result that the broader approach to lifelong learning laid out in *The Learning Age*, began to lose ground to a more utilitarian policy on skills and qualifications driven by the Treasury. NIACE's warning, that such a narrow focus risked excluding many of the people who most needed additional help with literacy and numeracy, was disregarded by ministers. In time, it would become clear that the consequence of this and other similar measures was to be a decline in the number of adults taking part in learning. [1]

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[1] Fiona Aldridge and Alan Tuckett (2012) *Tough times for adult learners; the NIACE survey on adult participation in 2011*, NIACE, Leicester

On the other hand, there was still support amongst some politicians for David Blunkett's earlier vision and so in 2003 the education department announced a new initiative, Testbed Learning Communities (TLCs), to be managed by NIACE, to promote wider participation in learning in the most disadvantaged areas using innovative approaches. A limited number of local partnerships were able to bid for small grants to try out new ways of engaging learners for a limited period. Although the scale and duration of the testbed experiment were too limited to generate reliable results, it was nonetheless clear that in many cases useful lessons had been learnt worthy of wider application. A report on the TLCs suggested that they 'are valued for their bottom-up perspective on service delivery and their ability to create inclusive partnerships of providers and voluntary and community organisations'.[2] The same report set out a number of new models of service provision that had emerged from the testbeds programme, especially those that empowered local community organisations and local residents themselves.

By 2003 it was clear that LCN had peaked. Membership began to decline from the 2002 highpoint and the organisation began to have those anxious   discussions about future strategy that are often a sure sign of waning influence. Did that mean that the learning city concept itself was dying? Certainly there were accounts of struggles to persuade local authorities or colleges to pay the Network's annual subscription and the learning city logo vanished in several cities. It was becoming clear that in most places the concept had failed to establish a following beyond the usual suspects in the education community. For key local figures – leaders and chief executives of local authorities, business leaders – neither the learning city nor lifelong learning resonated. Nationally, these ideas failed to make a lasting impression on senior civil servants or on politicians from non-education departments. The tendency for government departments to plan local initiatives in isolation from each other was as strong in 2012 as in 1992.

On the other hand, it was clear that local partnerships of education and training bodies were increasingly becoming an integral part of their local strategic partnership, helping to set city strategies and spending priorities. The traditional themes of adult learning – of self-directed learning, of reaching out to include the most disadvantaged, of the vital role of voluntary bodies in tackling social exclusion – were beginning to gain a wider audience amongst local   politicians and professionals. Schools, encouraged by government to extend their range of services, were often keen to cooperate with adult learning organisers with deep roots in local communities. The government's employment service, similarly, in many areas made links with learning community managers. In some areas, the Learning and Skills Council provided consistent financial support for learning community initiatives which demonstrated success in engaging with communities which were nervous of contact with traditional education and training providers such as colleges.

So while the term learning city was losing its appeal, the notion of the learning community extended its influence at local level through local strategic partnerships and the myriad of organisations involved in neighbourhood renewal initiatives across England. Planning the effective engagement of disadvantaged groups in learning had

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[2] Martin Yarnit (2006) *Building local initiatives for learning, skills and employment: testbed learning communities reviewed*, NIACE, p.7.

become a shared responsibility between educationalists and a wide range of other professionals as a result of the government's focus on closing the gap in education, employment, health and housing.

Recognising this, and also its narrow focus on formal learning and qualifications, the government introduced in 2010 another small scale initiative to promote the value of *informal* adult learning. As with TLCs, local partnerships were invited to bid for small amounts of funding to test new ways of engaging people in learning. However welcome the initiative, the resources available for it were dwarfed by the sums invested in formal education and training. In practice, government policy on lifelong learning, after the heady days of *The Learning Age*, had reduced to an unswerving focus on skills and formal qualifications. Learning through life had become an afterthought, a notion discarded by government along with learning cities and learning communities.

Integrating education and urban development

Nevertheless, this narrower definition of education and training had become embedded in urban planning and management in a way that would have seemed astonishing in the 1990s with a growing trend towards integrated planning covering cities and their surrounding areas. City regions like Merseyside, Greater Manchester and Birmingham are thinking hard about linking employment, investment and education as a way of increasing resilience at a time of economic crisis and fiscal austerity.

In his recent report on regional development for the coalition government, *No Stone Unturned*, Lord Heseltine devotes a lengthy chapter to education and training, stressing the importance of linking education and business, but also recognising the need to involve the wider community to overcome entrenched disadvantage.[3] His central recommendation is the devolution of major budgets, currently held by central government departments, to local enterprise partnerships – effectively, local strategic partnerships in a new guise- in city-regions for them to set the priorities for economic development. But a recent review of the impact of local enterprise partnerships by a parliamentary committee notes their failure to engage with education providers.

Given that partnership is so central to the learning city and learning community concept, it is important to ask whether it actually makes a difference. A priori, it seems obvious that agencies will achieve more together than separately and it is an approach beloved of governments throughout the UK, but finding evidence to support the thesis is tricky. One key government-funded assessment concluded slightly feebly: 'Overall, although only 10 per cent of LSPs had undertaken any cost benefit analysis, 84 per cent of respondents strongly agreed or agreed that the benefits of LSPs outweigh their costs in time, energy and resources'. [4]

Defenders of the approach often refer to the gains from having a shared vision and from a shared focus on improving services for specific client groups. Critics are more likely to point to its domination by strong agencies at the expense of, for example, NGOs.

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[3] 2012, Department for Business, Innovation and Skills

[4] Hilary Russell, Leigh Johnston and Davy Jones (2009) *Long term evaluation of local area agreements and local strategic partnerships Report on the 2008 survey of all English local strategic partnerships Volume 1 – Executive summary and survey report p.75*, Department for Communities and Local Government, London.

What is clear, though, is that partnership working has enabled education and lifelong learning organisations to contribute to holistic urban development in England in a way that was largely denied to them two decades ago. Arguably, too, that contribution has enriched local debates about inclusive and sustainable development.

Performance

In the age of evidence-based policy making, it is inevitable that when UNESCO launched its learning city initiative it should at the same time seek to develop a framework of indicators for assessing progress. In doing so, it needs to consider the experience of the learning city in England.

In practice, the focus on performance amongst the Learning City Network's membership was generally weak and subsequent attempts to create standards or metrics for learning cities have rarely fared any better. There are two main reasons for this. First, practitioners are loath to take out time and resources from practical matters to create or utilise evaluation schemes. Second, existing data sources that can be used to assess the progress made by learning cities have usually been designed for other purposes and are rarely ideal, whilst creating new datasets is an expensive business. Canada and European Union-funded networks have both found that designing evaluation systems is one thing but getting them used is another entirely. It remains to be seen whether UNESCO and its global partners fare any better in this respect.

Achievements

It is extremely difficult to demonstrate that approaches pioneered by Learning Cities were later consciously adopted in them and in other areas. It is probably easier to suggest that LCN contributed to a climate of opinion amongst policy makers, and therefore to the spread of certain ideas and initiatives. Even if only Liverpool, York and Exeter continue to call themselves learning cities, there were by 2010 dozens of English towns and cities exploring similar approaches to widening participation and partnership.

Lessons learned

So as UNESCO launches a global initiative on learning cities, what lessons can usefully be learned from the English experience?

1. Without the endorsement of national and local political leaders, ministers and mayors, the learning city is likely to remain the enthusiasm of educationalists. Don't be surprised if politicians adopt some of the thinking but are reluctant to commit to the learning city title. What's in a name?

2. Learning City partnerships should address themselves to the key issues identified by national government and cities and seek to develop solutions that draw on the expertise of educationalists. Ask not what can my country do for me, but what can I do for my country.

3. Look for ways of making the ideals and approaches of the learning city and lifelong learning relevant to citizens' concerns about health, employment, the environment, sexual equality. Begin by understanding their concerns, not by campaigning for your budget or promoting your services.

4. Learning City indicators are essential to a better understanding of the impact of learning on urban development but they have to be designed and implemented by practitioners.

Conclusions

If a key objective of the learning city movement was the design and implementation of local policies for lifelong learning, it has to be said that in many respects England is no closer to this than it was twenty years ago. Policymakers are fixated on utilitarian notions of education which take scant account of the diversity of individuals' learning paths. It is rare to hear politicians talking about the value of an educated citizenry or to argue for investment in learning for its own sake, throughout the life course. On the other hand, Donald Hirsch's idea that towns and cities could use education and training to help shape their future is a powerful notion today when this important service sector - and an industry in its own right – is now at the heart of local planning.

Mutual learning practices in European cities
EUROCITIES, the network

Nicola Vatthauer
EUROCITIES Communications Director

Although diverse in character, European cities have much in common and face similar challenges concerning jobs, housing, transport, integration, waste management, public services, to name just a few. Cities have much to learn from each other, despite sometimes being competitors for talent and investment.

EUROCITIES was created in 1986 for two main reasons:
- to influence EU policy making in relevant areas, and
- to share best practices between European cities.

Our association has grown from the six founding members to over 130 of Europe's most important cities. Together, our members govern more than 120 million citizens, a quarter of the EU population.

Politicians, experts and practitioners from our member cities come together in six forums and 40 working groups, to work and exchange on subjects that are of importance to their cities. Members choose where to engage and can set up working groups if there is an identified common interest. The value of the network lies in enabling cities to speak with a single voice to influence policy making, thus strengthening their position. We provide access to financial resources, to learning resources for professional and organisational development, and to information and expertise.

We also provide a platform for politicians to interact by facilitating politicians' exchanges in setting the EUROCITIES agenda in forums, in international conferences and in meetings at national and European level. In the words of one member

In one hour or less [at a EUROCITIES forum] talking about involving communities in regeneration I learnt more than I could ever learn in weeks sitting at my desk and talking to colleagues just in our city.

Mutual learning and knowledge exchange

EUROCITIES provides the platform for the exchange of knowledge between cities on what works best.

Following are some examples from our work in the area of integration/migration, which we have been able to develop strongly over the past seven years thanks also to financial support from the European programme for employment and social solidarity.

Example 1: the European website on integration – a platform for city-to-city knowledge exchange

A very simple and effective way in which EUROCITIES supports city learning is by participating in projects of the European Commission that have developed new instruments for information sharing between stakeholders. The European website on integration www.integration.eu is a valuable resource to support mutual learning on integration policy in Europe, providing information on legislation, funding opportunities and partner searches, as well as integration practices.

Example 2: Tools for integration – EUROCITIES study on cities and economic migration
Together with 20 of our member cities we developed a toolkit on transferable practices relevant to economic migration issues. Two key challenges were identified as language training and skill recognition/accreditation, and we showcased effective practices from our members for others to benefit from.

Example 3: Toolkit for mutual learning
Based on experiences in our working groups, EUROCITIES staff developed a toolkit for mutual learning, ranging from facilitating short meetings to designing strategies for exchange visits. A key component is the peer review method. In the past years we have developed this further and applied in other sectors, such as energy efficiency and mobility. The toolkit is available in the publications section of our website.

Peer reviews, **peer learning…**[1]

… in integration policies

In a series of projects from 2008 onwards we set out benchmarks to strengthen best practice in integration policies throughout European cities.

In peer reviews, integration experts from relevant city departments each set out a practice from their city. They get together in a kick-off meeting to determine evaluation criteria and a series of questions that prepare study visits to each of the participating cities. In a critical review following the visit, exemplary practices are exchanged and constructive criticism applied to the project under review. Participating cities in the project commit to investing time and resources throughout, as peer reviews can only deliver if the participating cities are willing to learn and contribute.

A current example is the Cities for Active Inclusion partnership. Each participating city shares information, promotes mutual learning, and carries out research on the implementation of active inclusion strategies at local level. In Barcelona, Spain, a study visit on the use of social innovation when implementing active inclusion strategies was attended by the nine partner cities. With the support of Cities for Active Inclusion, the city of Birmingham in the UK will implement one of Barcelona's social innovation practices called the Radars community action project. This project looks to establish a network formed by neighbours, local businesses, volunteers and professionals linked to a district to reduce the isolation of older people, allowing them to remain in their homes for longer. The study visit was equally beneficial for Barcelona as it allowed the city

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[1] www.eurocities.eu For an explanation on the peer review methodology visit
http://www.youtube.com/watch?v=Uib5gScOVl8

practitioners to meet with their counterparts in Birmingham and see how it will be adapted in the city.

The Cities for Active Inclusion partners regularly exchange good practices on how they bring people of the edges of society back into society. Over the past five years, our members have shared practical examples ranging from arts outreach programmes for people from disadvantaged areas in Birmingham, child-minding services for single parents working irregular hours in Lille Metropole, France, to creating community gardens in Rotterdam, The Netherlands, all of which improve urban areas and provide employment. These initiates can make a significant impact on people's quality of life, making them participating members of society, developing skills and fulfilling their self-worth.

… in energy policies

We have applied the same methodology to other areas of our work. CASCADE is a project about networking and mutual learning on energy leadership in Europe's cities. Today, 75% of Europe's population lives in cities and cities account for 80% of our energy consumption. Energy challenges are concentrated in cities, but particularly in large cities we believe there are also large energy opportunities.

Through CASCADE peer learning activities, 75 European cities from 18 countries share experiences and solution on implementing climate and energy policies. One of the peer review visits allowed Tampere, Finland, to get an external in-depth peer appraisal of the eco district developments and energy upgrading of buildings they were undertaking, thus gaining valuable insights into how to improve them. In return, the city of Nantes in France received useful recommendations and ideas how to further improve its sustainable urban mobility strategy.

Peer reviews benefit not only the city appraised but also the reviewer's city. By analysing the work of the host city, they gain a deep understanding of the main drivers, challenges and solution in local climate and energy policy, which helps them improve their work back home in other areas. They have the opportunity to discuss concrete problems with their peers and get expert feedback. And of course this builds personal contacts and establishes a network of trust and cooperation between cities.

… and beyond …

Peer reviews have played a key part in establishing benchmarks for cities, and cities are now building on the results from best practices identified in the past years.

One of our current projects, ImpleMentoring, takes the next step on from peer reviews by addressing implementation gaps in migrant integration policies and practices. It is shifting the focus from peer reviews and benchmarking to policy implementation guided by standards and evaluation. They work with the mentoring concept, whereby one city provides expert feedback to the partner city they are 'mentoring'.

In the city of Ghent, Belgium, for example, a mentoring visit on 'making participation effective in diverse neighbourhoods' was led by experts from Malmo, Sweden, with a focus on a particular pilot neighbourhood. A mentoring visit takes place after several

weeks of research and preparation, and Ghent benefited greatly from the experience Malmo had in receiving newcomers in deprived areas. With support from the ImpleMentoring project team, Ghent then developed a roadmap detailing practical and immediate actions to be taken. The mentoring process was equally beneficial to Malmo, as it allowed the Swedish experts to reflect on their own practice and to confront it with another way of dealing with similar challenges.

Our members have longstanding connections to partner cities outside Europe with whom they cooperate and exchange on a bilateral basis. We believe that by joining forces in a network, cities strengthen their ability to advocate their interests and to learn from each other – worldwide.

"It takes a Whole City to raise its Citizens"

Martin Henwood
John Bazalgette
UK[1]

"The present is offering
a perfect solution,
If we have the vision to see it."

thebusinessofnow.com

Introduction

How do Leaders inspire people to work collaboratively, nimbly and effectively within the enterprise of a whole system? These are certainly the skill sets that are required by future leaders, particularly in systems being established for cities to thrive.[2]

Many Leaders are incapable of co-operation, displaying behaviours that are competitive, exploitative and abusive. These are learnt behaviours that were often unconsciously perfected through a person's experience of their education system, where competition and performance was measured at the expense of others, mirroring the

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[1] Martin Henwood and John Bazalgette are Founder Practioners of the Guild, whose purpose is to contribute to the transformation and healing of the cocreated world.
Bazalgette is the author of *Leading schools from Failure to Success*. Henwood is the Bishop of Rochester's Advisor for the Regeneration of Thames Gateway in the UK
[2] "First Steps", CBI Report, UK, 2012 provides a clear sense of what is expected from schools where both knowledge and behaviour, linked with a sense of accountability, are key. "Education isn't just about exam results; it's about education for character, for community and for citizenship."

wider historical background of countries suspicious about the 'other', aligning energies to compete against or thwart.

This thinking and behaviour is also reflected in government and other community systems drawn together to provide cross cutting initiatives that are designed to benefit the whole community but which in reality can still behave and operate as "silos". Much of this behaviour is unconscious, so how to awake and transform into that which is productive and collaborative?

This short paper is about an initiative by the Guild, the action arm of The Grubb Institute, an action research body, which focuses on mobilising values and beliefs to release the untapped resources in organisations and communities.

The initiative explores how within the England and Wales education system, the antagonistic, individualistic and corruptive behaviours can be successfully transformed by deploying "Ubuntu" as a Whole System Intervention within schools. Martin Henwood and John Bazalgette have with others been instrumental in leading this new initiative.

'Ubuntu' is an African idea that does not translate directly into English, an idea which we explain in the next paragraph. The initiative asks the question "Can 'Ubuntu' be deployed as a resource for private, public and third sectors working together to enhance desired outcomes for systems such as those enabling cities to learn and thrive from each other?"

Ubuntu

"It takes a whole village to raise a child" and *"a person is a person through other persons"* are phrases used to explain what the African idea of *Ubuntu* means. Its conceptual basis takes Descartes' "I think therefore I am" away from solely locating personal identity in the brain and its thinking; awakening feelings of identity and connectedness more centrally within the person, in their guts and in the realm of feeling, as *"I belong therefore I am"*.

This has the effect of opening up people to become more deeply connected to the other and accountable for their actions, transforming the quality of their working together, allowing people to delight in the other's success as their success, and to be genuinely facilitative and curious about failure as our failure. As an Ubuntu phrase says

"I can only be the best I can be, if you are the best you can be. I want you to be all that you can be, because that is the only way I can be all that I can be me. I need you to be you, so that I can be me".

Ubuntu in Education as a natural extension and practice of learning to belong

Ubuntu has been deployed with an expanding circle of schools[3] who now consciously go beyond placing the skill of *thinking* at the centre of what is expected of schools, to

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[3] See http://ubuntu4life.org/case-studies/teaching-maths-ubuntu-way , and particularly this concrete example of how a slight shift in broadening the aim of a maths lesson improved the overall performance of the whole class.

include analysing feelings and experiences as practised within the Open Systems tradition of the Tavistock and Grubb Institutes, as our development as human beings is much more: learning to belong, which is more fundamental to the development of healthy and successful communities.

These schools are working with the recognition that personal identity grows from the groups, systems and communities that one learns to belong to: family, school, village, club, profession, political party, and how to analyse and work with evidence that is not solely cerebral.

Using Ubuntu to open up learning to belong in new environments

In the past one did not need to be taught to belong any more than one had to be taught how to be a family member: one learned it naturally by living within structures that were familiar to everyone.

But now replacing these natural systems are new, much more intangible, other 'communities", like ours: organisations collaborating around how cities can learn together and work with its citizens to release their resources, which calls for new skills of learning to belong in periodic, transitory and virtual environments, where one has to enable members of each of our organisations to think and feel and act out of belonging and work with others who emerge and disappear, around an important overall purpose, to which their organisation forms only a passing but crucial part.

And to do this against a background where concrete community structures have lost their meaning and potency, and which now frequently represent oppression and control rather than the experience of freedom.

Within the education system this resentment is expressed against outdated systems that were established to foster obedience and submission to an external authority[4] and so Ubuntu is now being mobilised to animate responsibility, and accountability from with inside a person, as we evolve in new ways to relate and serve our common good. So how are we encouraging people to belong and perform nimbly together in these new systems and this new environment?

How Schools use Ubuntu to help students adapt to these new environments

Traditionally in schools students went into further education or job interviews claiming *individual* success, but without referencing their skill in *belonging*. As a result they were unlikely to value their skills of belonging because they were not given marks for them. But in schools that pay attention to the Ubuntu spirit they *will* have learned them in the hidden curriculum.

They will say "I was part of a team who, *together*, significantly raised *our* school's levels of achievement and significantly reduced levels of exclusion. *Our* responses to teachers inside and outside of the classroom enabled evaluation bodies to rate *us* as outstanding."

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[4] See John Bazalgette "Clean Different things", How English children learn to be subjects and might learn to be citizens, where children are unconsciously encouraged to be subordinate and alienated from their own ability to be responsible, 1991, The Grubb Institute.

Why? Because the culture of our schools is tuned to the idea of *"I am because you are because we are."* Employers and others who take on the 'alumni' of these schools will do so because they know they can work together, how to work to purpose, to support one another and gain satisfaction and pride for *shared* success.

And the implications for Leaders already in this working environment?

Given then that education systems are now paying much more attention to the hidden curriculum to what extent are Leaders and HR Departments adopting the spirit of Ubuntu as a means of enabling people to consciously pay attention to what is involved in truly working collaboratively and co-operatively?

What remains with the rest of this paper is a brief summary of an earlier intervention in the whole system of a secondary school with the invitation to readers to ask how helpful such an exercise might be for us working within "newer systems" to mobilise untapped resources to improve our own capabilities of working together?

Two Concrete examples from *whole* systems of Education and the Private sector

In 2007 John Bazalgette led a whole system intervention process across a school and a Further Education College to enhance the understanding of staff and student's connectedness to produce the effectiveness of each's functioning for and on on behalf of the whole.

To do this meant breaking out of the silo culture, where classrooms were a kind of bunker in which teachers could carry on doing whatever they had done over the years. There was also evidence that senior staff worked without a basis of mutual understanding of what it meant to lead and manage across the school as a whole: they conceived of the school as a larger version of a class room.

It was proposed that a new leadership style might be adopted around what has come to be called *evidence-based leadership*. In this, leaders were equipped to offer leadership through a disciplined process of basing action upon working experience, which was analysed through testing hypotheses about what was happening in the system as a whole.

What was learnt from adopting this approach - which called for working in a spirit of enquiry rather than making assessments on the basis of untested assumptions and opinions – was the creation of a new climate of learning across the school.

The question the project explored was:

> *What would happen if the Student Council were given full authority to commission properly conducted research[5] into the issues that its members, representing all the students, felt were central to the school's transformation?*

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5 After all, heads and senior staff commission research into different aspects of school life: why not put the same kind of resource at the disposal of the students?

This meant using the resources of less seeming powerful and at times so-called problematic people within the system as a major point of leverage, resulting in the Senior Leadership Team finding itself challenged to go beyond its own opinions in the formulation of its policies and Action Plans.

Now transfer the idea of 'problematic' people to 'problematic' organisations that are felt as working against you. Peter Senge quotes one of many such examples in *The Necessary Revolution*, narrating the story of how Coca Cola worked with its 'problematic' adversary the World Wildlife to discover how working with knowledgeable NGO's could be valuable to both sides.[6] As a result Coca Cola's water activities have been revolutionised. The value of working with well informed NGOs has become visible to other organisations and has caught on. In the above case the companies discovered for themselves the value of systems thinking and belonging together, that one makes advances when one thinks in wholes.

Human activity when embraced in the Ubuntu spirit encourages behaviours and action that work for more comprehensive and holistic outcomes, and replaces looking for quick outputs and limited solutions to problems. If we have the vision to see it we are being offered a perfect solution.

Concluding Question:

Schools using Ubuntu are therefore in fact following leading edge practice of the best in the private sector. What might we see in Learning Together for our perfect solution?

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[6] Peter Senge, The Necessary Revolution: How Individuals and Organizations Are Working Together to Create a Sustainable World, 2010, Broadway Books, USA,

The Gauteng City-Region: the beating heart of South Africa

David Everatt
Executive Director Gauteng City-Region Observatory

In the centre of South Africa lies its smallest province, Gauteng, covering just 2% of the national land mass but generating some 36% of national Gross Domestic Product (GDP). Gauteng itself is nestled within the (slightly larger) Gauteng City-Region, the broader regional socio-economic complex that disregards provincial borders and includes areas falling just over the Gauteng border (such as Rustenburg, Sasolburg and so on); taken as a whole, the Gauteng City-region generates 43% of national GDP.[1] Gauteng is the economic power-house of South Africa and the broader Southern African Development Community (SADC).

The challenge of talking about the broader GCR is that it is a strategy not a place – it is a way of thinking about the broader regional social economy, rather than a formally designated space that appears on maps. And this presents data challenges: government and other agencies collect data that relate to formally defined spaces such as the province, while the GCRO collates and analyses data for the broader city-region.

Spatially tiny it may be, but by Census 2011, Gauteng – the province – had also become the most populous in the country, containing a fifth of South Africa's population. This will rise to a quarter (16 million people) by 2020 if current trends remain constant.

Given that services are provided to households not individuals, it is notable that there was a dramatic annual average growth in household numbers of 3.6% between 2001 and 2011, with 2.9 million households in Gauteng by 2011. Getting government, governance and delivery right, in Gauteng, is fundamental to the entire national project.

In many ways, delivery in Gauteng is a success story. According to Statistics South Africa, the proportion of people with no formal education dropped from 10% in 1996 to 4% in 2011, and half of those (the 4%) migrated into the province from elsewhere. Census 2011 tells us that where 75% of Gautengers lived in formal dwellings in 1996, that figure has now risen – despite massive population growth – to 80%; 11% still live in informal dwellings. 98% of people now have access to piped water, 96% have access to a flush toilet, and 87% access the national grid for lighting energy.

The people of Gauteng seem to enjoy a high quality of life. Some citizens in Gauteng are living a lifestyle that would not be out of place in any of the great cities of the world. City-regions are meant to generate high-quality lifestyles, and offer exposure to art, music, galleries and concerts, safe spaces, green spaces, as well as work opportunities in globally competitive companies. The GCR does this, for many. Cities and city-regions are agglomerations of high-end living, high-tech business, and high quality of life. They are magnets for entrepreneurs of all types, from all over the world,

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[1] OECD: *Territorial review of the Gauteng City Region* (Paris, 2011)

who see economic and other opportunities, and population growth in Gauteng shows that it is no different.

However, city-regions can also be alienating in and of themselves, and/or can attract recidivists who can eke out a criminal life there more easily than in far-flung rural areas. Cities and city-regions are also often points of conflict and exclusion, as 'the poor' battle to find a foothold in the economy and broader society. Gauteng is no different, and in addition has a post-apartheid spatial configuration it has to overcome. The new black middle class is able to afford to live in (formerly whites only) suburbia, but the poor are locked into the townships previously zoned for all 'non-whites' by apartheid, or in informal settlements wherever space can be found. Meagre incomes are spent on basic needs (water, electricity), on transport to work or to look for work, as people have to travel tens of kilometres from their townships to the economic centres primarily located in city centres (there are three in Gauteng).
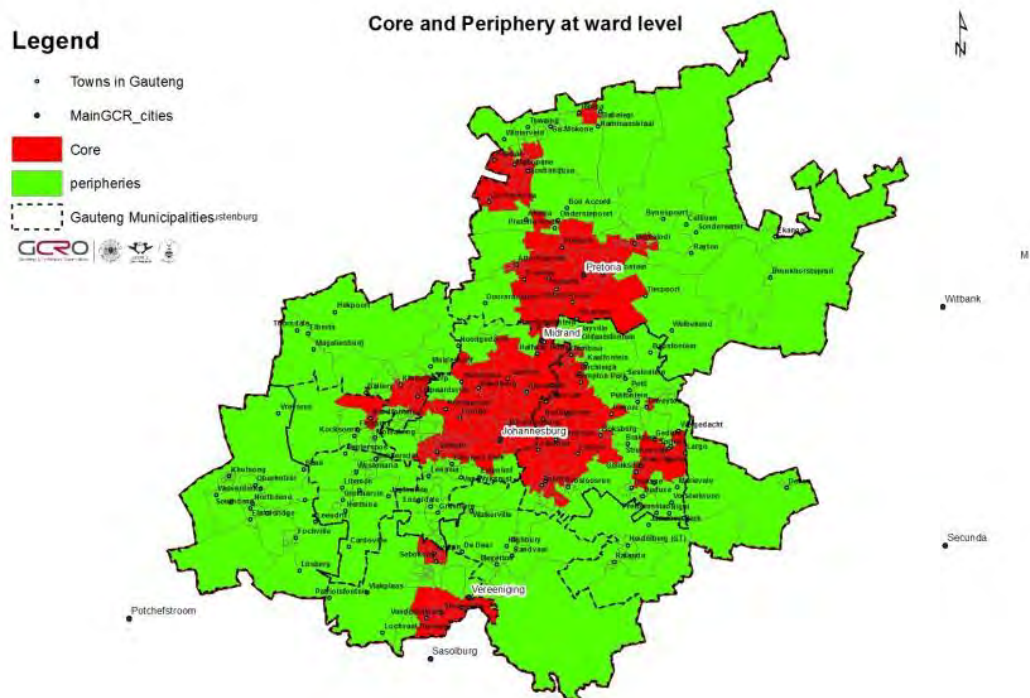
The GCR may produce the highest proportion of the country's GVA, have a strong productive economy and be home to some of the wealthiest residents of the country but the GCR is not an even space. Images of the city-region lend themselves to skyscrapers, bustling streets and taxi ranks and dense built environments yet the GCR includes agricultural, conservation and unproductive land or what are sometimes referred to as peripheral spaces. Literally, peripheries are the 'perimeter' the outer edge or boundary of an area. Peripheral areas are also spaces which may be economically, socially, demographically, politically and/or culturally marginal when considered in relation to core areas. Yet, spaces cannot always be neatly divided into core and periphery. Areas defined as peripheral may be core when seen in relationship to areas around them, and more particularly when understood in a post-apartheid context. Similarly, peripheral areas may exist within core areas, such as Alexandra township in Johannesburg, zoned for Africans under apartheid.

A GCRO study of the core and periphery in Gauteng used economic, demographic and land use indicators to create an index of core and peripherality (using CSIR mesozones) in Gauteng Province. The map which created a binary index of core and peripherality shows that the core of the province lies in parts of Ekurhuleni, Johannesburg and Tshwane and but that some core areas can be found in the periphery. Overall, using Census 2011 ward-level data, 37% of the population of Gauteng live in areas found to be 'ostensibly' economically peripheral.

The Gauteng City-Region Observatory (GCRO) released its second 'Quality of Life' survey, with a large sample of almost 17 000 respondents in 2012 (the first occurred 2 years previously). Quality of Life itself – calculated using 54 variables covering everything from security to headspace, health to employment, societal values to community participation - shows a small but not unimportant increase in the mean from 6,24 (out of a perfect 10) in 2009 to 6,25 in 2011. Respondents tended to score in the upper end of the scale, important in itself, as is the fact that no respondent scored below 2/10.

In Gauteng we see fast-growing cities, striving to meet the post-apartheid challenges, and while their performance is uneven – inevitably, given that they have differential exposure to the vagaries of the global market - they have (as have many local municipalities) performed exceptionally well in meeting the long-term post-apartheid goals of the Reconstruction and Development Programme of 1994, and have survived the turbulence of the global crisis remarkably well. Gauteng is rife with civic protest – but this is not the 'have nots' rising up against the 'haves' – if anything, it is the 'have somethings' protesting that they want more, and certainly angry with the 'have it alls' – those with near-perfect quality of life. That there are massive challenges to continue unravelling the inequality in particular that apartheid bequeathed to us, is not in question.

Steering the province through a massive global recession without the mean dropping (let alone growing, albeit in tiny increments) is a remarkable feat. Gauteng (locally and provincially) seems to be doing its best to juggle the contending needs of post-apartheid South Africa: to maintain economic growth (Gauteng's annual economic growth rate is routinely 2 to 3 times that of the country) while meeting basic needs and facilitating deracialisation across the board. In just 20 years, Gauteng has made real progress – but that progress serves also to highlight how far we still have to travel.

This is not an apologia for government, but government has been singularly successful in meeting targets set in 1994 (the beginning of democracy) in Gauteng. Hundreds of thousands of people are better off as a result. Could government have done better – of course, it always can and should. But people – rightly – want more than 'basic needs', the basis of the Reconstruction and Development Programme of 1994. Gauteng is a wealthy and highly sophisticated economy and society, and it needs a new, sophisticated narrative to take us forward, now that so many people have had their 'basic needs' met. The narrative may find purchase only in this space, not everywhere in South Africa, but it is apparent that a new and improved future trajectory is required for this space, in order to consolidate gains made and use them as a springboard to a shared vision of the future underpinned by equality and the attainment of high quality of life for all.

Developing the Concept of the Learning City into that of a Learning Region

Yvonne Lane
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Limerick at a Glance

Limerick is the Republic of Ireland's third largest city and is located on the River Shannon. The population of Limerick City and suburbs reached 91,454 in the 2011 census, with the overall county of Limerick having a population of 134,703. Limerick is the hub of transport, economic, educational and social activities in the Mid-West Region. It is specified as a gateway under the National Spatial Strategy (2002) and an important driver of regional growth.

The City, which has a rich medieval past, was conquered by the Vikings in the ninth century. Its medieval precinct includes the famous King John's Castle. The County of Limerick is a place of rural charm and beauty, with a landscape that varies from the mountains of Ballyhoura in the Golden Vale to the Shannon Estuary. The county has a range of attractive towns; Castleconnell by the Shannon, Kilmallock and its rich history and Adare with its old world thatched cottages and medieval churches to name but a few. Limerick's three third-level institutions: University of Limerick, Mary Immaculate College and Limerick Institute of Technology, have a combined student population of almost 20,000. Limerick is set to become the National City of Culture 2014 and has ambitious plan to establish the city as an internationally recognised location for culture activities in 2014 and beyond.

There has always been a significant social divide between the affluent and disadvantaged parts of Limerick City. Limerick City has ranked as the second most disadvantaged local authority area in the State since 1991. Those areas suffering high levels of disadvantage are particularly vulnerable in the severe economic downturn that has occurred nationally since 2008 and the associated rising unemployment. In the 2011 census, the unemployment rate for Limerick City was 28.6 per cent (17.5 per cent for Limerick County) compared with a national average rate of 19.0 per cent. Furthermore, the census also identified the educational attainment levels in Limerick City. Of those aged 15 years and over whose full-time education had ceased, 19.9 per cent were early school-leavers; a further 57 per cent attained second level; while 23.1 per cent were educated to third level. The corresponding figures for Limerick County are 15% for early school leavers, a further 55.6 per cent attained second level while 29.3 per cent were educated to third level.

Limerick City of Learning

The Limerick City of Learning Steering Group was established in January 2002, as a sub-committee of the Limerick City Development Board, to recognise that Learning, Education and Training are '*at the heart of the future and one of the most powerful influences on the development of education, society and national economies*".

The group launched its strategy document, *Limerick City of Learning: Together for a Brighter Future - A Collaborative Framework for Progress,* in 2008. This Framework puts learning at the heart of the development, renewal and regeneration of Limerick, and outlines strategies to support its citizens to cope with the challenges of globalisation and concomitant technological, social, economic, environmental and cultural change.

The Framework highlights 4 pillars for the Strategy:

1. Creating a spark for learning

2. Giving children and young people the best start in life

3. Fostering a thriving and inclusive city

4. Promoting quality learning environments

Over the last three years the Learning City initiative has evolved, while still keeping its roots in that visionary document. The group aims to put learning at the heart of local government, where it can make a significant contribution to the regeneration and renewal of Limerick City. In addition it aims to raise the profile of Limerick both nationally and internationally, in ways that are positive and beneficial.

In 2011 the Steering Group was reconstituted around key sector networks, partnerships and fora rather than specific institutions or individuals, to create a cascade effect and disseminate learning-related information as widely as possible. The Steering Group supports the range of sectoral networks and groups in their efforts to engage people in positive learning experiences, whether formal, non-formal or informal.

A key initiative that promotes Limerick is the group's annual Lifelong Learning Festival. This is now established as an important flagship project for Limerick City and County, with the third festival held in March 2013. This festival project held annually has demonstrated the value of Lifelong Learning Festivals in opening up pathways to building sustainable learning cities. This is a similar situation to the Cork Lifelong Learning Festival in Ireland (in the case of Cork, having 10 years' experience in running their festival has supported an involvement with EcCoWell, having commenced this initiative as part of their Festival earlier this year).

Expanding the City of Learning Initiative to become a Learning Region

The Limerick City of Learning Steering Group is now poised to expand the group including partners from across the wider Limerick Region. Limerick City and County Councils are in the process of merging into a new single local authority structure, which seeks to meet some of Limerick's challenges in more integrated ways. The Vocational Education Committees in Limerick City, County, and County Clare are also amalgamating to become the single Limerick Clare Education and Training Board (ETB). These developments will help to establish an environment conducive to the creation of integrated development strategies, regionally and sectorally, and to adopt a shared vision and identity within a lifelong learning framework.

The present City of Learning Steering Group will re-configure to become a broader 'Limerick Learning Region' Group. A new name and logo will be designed to reflect

the regional focus. The work that has already started through the work of the Lifelong Learning Festival Organising Committee level, where County Limerick Partners are represented and have been actively involved in the Lifelong Learning Festival, will be further developed. Key actions for the Learning Region will include:

- The networks already formed through organisation of the 2013 Lifelong Learning Festival will form the basis of new opportunities for networking and partnership development across the Learning Region agenda. These networks and partnerships will undertake a range of lifelong learning initiatives during the year not solely concerned with the annual Festival.

- Existing initiatives in both rural and urban locations will be identified and extended to create partnerships across the region, thus contributing to the development of a sustainable learning region.

- New pilot projects/initiatives will be developed that demonstrate active involvement of partners from both City and County. These initiatives will in turn foster increased participation, partnership and engagement in the Lifelong Learning Initiative.

- Extending the branding of the Lifelong Learning Festival to learning initiatives going on at other times and into other areas of work that would not normally be associated with learning, thus highlighting the learning and development that takes place where change is happening, and driven by the desire to do things better.

- Limerick is set to become the National City of Culture 2014. Particular efforts will be made for the new and expanded Limerick Learning Region to collaborate with Limerick City of Culture planning and promotion activities, which aim to have a longer-term positive impact for Limerick. The cultural element of Limerick Learning Region will be emphasised through this collaboration.

Developing Sustainable Local Communities

The new expanded group will seek the active involvement of local communities across the region, with the aim of increasing awareness and uptake of the range of learning opportunities in communities experiencing disadvantage**.**

Learning cities and regions are a new way of promoting economic renewal, and new forms of participation and social inclusion. The Steering Group aims to 'create a spark for learning' and provide equality of access to quality learning opportunities. The overall goal is to increase learning opportunities in our workplaces, communities, institutions, outdoor spaces and homes, thus enabling the people of Limerick to reach their full potential in their lives and work. The Steering Group seeks to engage communities and individuals experiencing exclusion from learning opportunities. It currently does this through the activities and contacts of key community groups such as the Limerick Community Education Network (LCEN), ensuring maximum exposure to those least convinced of the value of learning.

Benefits to communities are:
- Family learning initiatives supported

- Active Citizenship initiatives supported

- Exposure to new learning spaces, e.g. public libraries, art galleries and parks being used for learning festivals, etc

- Enhanced awareness of environmental issues through informal classes, and open green spaces provided

- Learning champions emerging from local communities

- More opportunities for sport, leisure, health and arts-related activities to make learning fun.

Challenges

There are various challenges ahead for the new group that will be expanded to become a Limerick Learning Region. These include the following:

1. The need to maximise active participation of all partners (community, educational, statutory, and business) from both City and County in our plans to become a wider Leaning Region.

2. The need for local government's best possible support to the Learning Region Group, promoting Lifelong Learning for Limerick.

3. Ensuring the development of sustainable local communities as key drivers of the Learning Region.

4. Collaborating with Limerick City of Culture 2014 to ensure that the cultural element of Limerick Learning Region is emphasised.

The Policies and Development Status of Learning Cities in Taiwan

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Introduction

In this era of globalization, there has been much discussion of the notion of the Learning City. Originally conceptualized by Norman Longworth (1999, 2006) in Europe as a notion that could guide urban development in a global knowledge economy, this concept has taken root in some places in Europe, Australia and New Zealand, as well as some parts of Asia. There have been some adult learning centres funded through national and local governments in these areas, based on these ideas. Developing learning communities is the key to learning society. The central idea of the concept of the Learning City is the value of social capital in a knowledge economy (Faris, 2005; Longworth, 1999). The basic premise of the Learning City Movement is attention to linkages that can integrate neighbourhoods for both social development and economic growth (Duke, 2004; Walters, 2006; Tisdell, Chang, Bush & Carrow-Boyd, 2011).

The notion of the Learning City emphasizes the fact that we live in a knowledge-based economy, that we need to facilitate lifelong learning to contribute to that knowledge economy in a way that it increases social capital, active citizenship, and democracy (Doyle, 2007; Longworth, 2006). It is also based on the ideal of sustainable development and the Report of the World Commission on Environment and Development, WECD, 1987, the principles of which include the cultivation of community values (social and environment justice, community capacity and social capital (Gamble & Hoff, 2005). Both such opportunities need to be built into the infrastructure of the learning city itself.

The Ministry of Education (MOE) in Taiwan has promoted learning cities policies from 2003 till now. It company with both the Executive Yuan's Challenge 2008: *National Development Plan* - now *New Home Community Development Program* in 2002, and Council for Cultural Affairs' *Rock Action Plan* (2008 -2013) in February 2008 to expand community empowerment and achieve sustainable development in Taiwan (Chang, 2012; Council for Cultural Affairs, 2008). This reflects a team-driven, innovative, communicative and practical attitude to achieve government policy objectives related to learning cities, and to draw on the experiences of the past to achieve our vision of learning society.

The policies of strengthening learning cities

In order to comply with the trend to "promote lifelong learning, constructivism learning society", MOE set 2010 as "The lifelong learning action year" and proposed "lifelong learning action 331 outreach programs" to continue pushing lifelong education. Policies were proposed to expand the channels of learning and strengthen the infrastructure of learning cities(countries & communities), such as: Management Non-Formal Education learning achievement certification, learning cities and countries, multipurpose community learning centres, Open education, Supplementary and continuing education.

The executive results stated as follows (MEO, 2011, 2012, 2013):

1. Conducting "non-formal education and learning achievement Certification"

There are totally 54 institutions, 166 courses, 375 credits for certification, 40 agencies, 94 courses, 209 credits certified have finished from January to August in 2012. The "non-formal education and learning achievement Certification Regulations" has amended and promulgated on July 3, 2012. It is to encourage the lifelong learning sector to create systems suit program to cultivate people professional capacity on each domain.

2. Promoting community education and provision convenience learning environments for community residents

2.1. Promoting learning cities and countries

Funding of 9,531,000 N.T. dollars was used continue to promote and subsidize the learning plan of Taipei City, New Taipei City, Chia-yi County, Ping-tong County, Tai-tong County and six rural counties of Yi-lan County in 2012. There are 14 on behalf of the central portion, scholars and experts were invited to organize learning groups of urban and rural professional counselling and to assist local governments to promote urban and rural learning plan.

2.2. Establishing multipurpose community learning centres

There are 23 junior and elementary schools promote community multifunctional learning centres, and got funding of total 9.827170 NT dollars to combine with community resources, activation of school space, and providing ecology, arts and humanities, parenting education, language, gardening, cooking, leisure, health, information and other diversified curriculum to community adults. There are about 2 000 people participant learning courses and activities in 2012.

2.3. Grants community college courses, implementation of community education

In order to achieve the goal of lifelong learning society, MOE grants curriculum plans of 76 community colleges and incentives 70 community college with good Management performance in 2012.

3. .Manager Open education and Supplement Continuing Education

There are 1 4,988 students at Open University, and have 3,357 students graduated after first semester in 2011. The 287 elementary schools and 213 junior high schools provide supplement continuing education to those who failed to complete the nine years compulsory education. There are 12,099 adults study at the Elementary School and 7,730 students study in Junior High school in 2012.

The policies of promoting learning cities' sustainable development

Education is a lifelong endeavour and is the foundation of national growth. The quality of lifelong education system determines the competitiveness of a nation. Building upon existing policy, the Ministry of Education (MOE) is set to promote four policies designed to further strengthen the learning cities. There are four policies were executed as follows (MEO, 2011, 2012, 2013):

1 Advocating family values and strengthening family education

The family structure has changed at current time, it is including: people marry late, not marry and divorce are getting more than before, the population showed birth rate declining, and aging trend. The transnational marriage, child abuse and juvenile crime are increasing. These phenomena cause the family values getting weaken.

Therefore, to promote family education relevant measures are as follows:

1.1.   Coordination the revised Family Education Act to amend Family Educational Law Enforcement Rules

1.2.   The 2,467 screenings of family education activities were organized and 470000 9,155 people have participated during Jan. - Aug. within 2012.

1.3.   published "Parents' educational pluralism digital textbooks".

1.4.   Manage the development plans of "Strengthen younger generation marriage education programs" and the "middle and older generation's marriage learning manuals development program".

1.5.   Granting local governments to found a counselling team of family education and to operate the training of family educational seeds teachers.

1.6.   Promoting the construction of the counselling network program for most need to care family.

1.7.   The supporting towards a new family education development programs held by the 12 pilot countries are combined with the school, the village kilometre to help functional resources insufficient family.

1.8.   The families of new immigrants and disabilities are recognized as priority objects to implement family education.

1.9.   The "filial Family Month" is set in May, and will praise 55 models of filial family every year.

1.10.   Coordinating with the International Day of Families (15th, May) to manage activities" in 2012. Through these events, the MOE expects to reduce alienation

caused by a lack of interaction among family members, and assist with family function development to reduce family education problems.

1.11. Holding "The 3rd National grandchild Carnival activities", launched the "Grandparents Day Coupons", Managing creative intergenerational educational activities and grandchild summer camp activities.

2. Implementing the senior citizen active learning system and popularizing senior citizen active learning channels

Taiwan has entered the ageing society (7%) in 1993. The population over the age of 65 have 2,564,691 people (11.2%) at the end of August in 2012, and will reach 32,820,000 (14%) to becoming the "aging society" in 2017. It would leapt to "super-aged society" when the number exceeds 47,550,000, (20.3%) in 2015. And the 6-12 year old age population will be reducing 11,190,000 (25% reduction) 10 years later. Thus, in response to demographic change, how to protect older people's learning right is a most important thing. The MOE promotes some measures are as follows:

2.1. For strengthen the learning mechanism of "Aging in place", the MOE gradually set "National Senior Citizen Active Learning Centres" in the 368 townships, establish demonstration centres of " National Senior Citizen Active Learning Centres ", and grants Universities to establish "Senior Citizens' Active Life Long Learning Universities".

2.2. The MOE promotes to Implement intergenerational education in National Senior Citizen Active Learning Centres and community, strengthen exchanges within generations, and encourage middle-aged and elder peoples to be volunteers.

2.3. The measures including: establishing the supervision and visits mechanism of elderly learning, developing multi- courses and innovative teaching programs, cultivating the professional teacher and give certification for National Senior Citizen Active Learning Centres.

3. Marketing and counselling National Social Education Institutions to provide diverse opportunities lifelong learning for people

It is based on fulfil the objectives of lifelong learning, many measures were promoted for promoting the service quality and strengthen operation effectiveness of National Social Education Institutions. They are including: 1launched series of learning activities, (2) continuing to process "Reading rooted and space transformation: 2009-2012 libraries innovative services development Plan ", hopefully rooted in local communities and constructing lifelong learning networks, (3) issued the " Fetrip Passport of National Social Education Institute," to joint Marketing the exhibitions and activities of National Social Education Institutes; 4 promoting the implementation plan of public libraries reading environment, equipment upgrades, reading promotion and enrich collections.

4. Improving the operation of Educational Foundations and promoting their public welfare efficiency of lifelong learning

The two important measures are as follows:

Guidance Foundation business operations, and provide administrative services, which including: Build Educational Foundation information network, Management Foundation evaluation, financial audit and other activities.

Promoting "Education Foundations of Lifelong Learning Circle" to expand educational public welfare issues linked Education Foundations as the core, and to invite education foundations or educational groups participation.

Conclusions

Based on the above, learning city policies in Taiwan can be summed up in two figures. One is the blueprint for promoting sustainable learning cities in Figure 1 (Chang, 2012), and the other is the learning city circle in Figure 2.
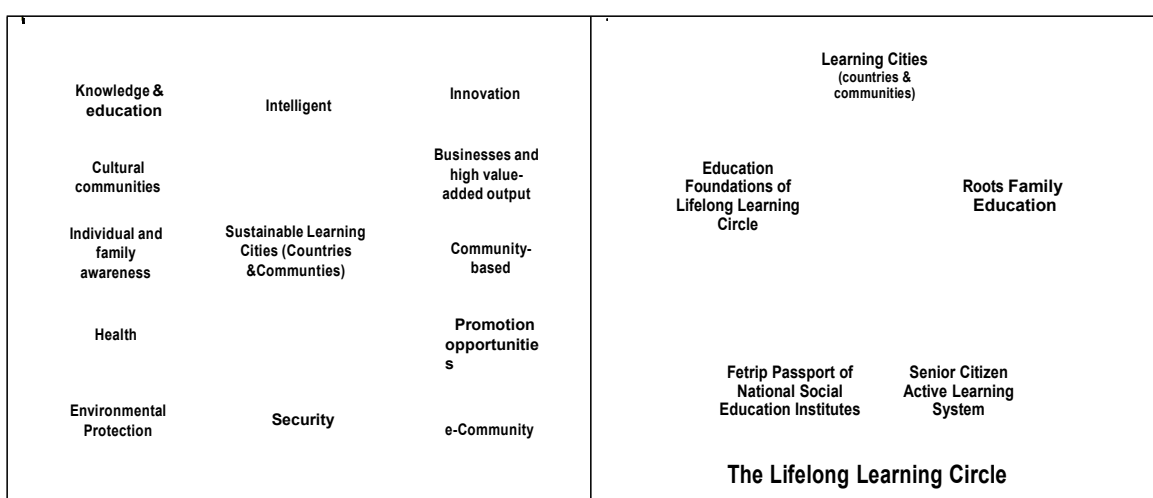
Figure 1 The blueprint of promoting sustainable learning cities	Figure 2 The learning city circle

How to strengthen community people learning activities to achieve high quality sustainable education for all, comprehend national lifelong learning system, improve lifelong learning quality, arouse universal enthusiasm for learning, and develop public interest in learning and willingness to deepen the learning cities action force: these are the future tasks. The future plans for learning cities are as follows (MEO, 2013):

1. Root community education and building a learning society

2. Integrate learning resources for senior citizens and building of society without age discrimination.

3. Constructing networks of social educational institutions and shaping diverse high quality learning fields (including digital learning network).

4. Inspiring the energy of Education Foundations and implementing the vision of lifelong learning.

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PART 2 – Four Central Themes

2.1. Environment – Greening the City and the Neighbourhood

Introduction

Policy and Learning for sustainable cities? Concepts, Practices and Debates

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Eric Tsang

Establishing sustainable cities continues to be a relevant area of investigation, given that we expect a continuing shift of the world population from mainly living in rural areas to living in urban areas. It is acknowledged that modern cities account for a high proportion of our carbon footprint which is a major component of our ecological footprint. In an era when we advocate a move towards sustainable development and sustainability, we see the need as trying to conceptualise what constitutes a sustainable city, while transforming the very cities we live in. These tasks of conceptualization and transformation have two dimensions that will be highlighted in this conference, namely a policy dimension and a learning dimension.

The policy dimension involves examining policy strategies that help build sustainable cities, ranging from market-based neo-liberal reformism to deep green ecological approaches. In the centre of this sustainability, itself being a percept of the popular concept of Sustainable Development, has been a subject of intensive debate on what constitutes progress toward achieving the larger goals of the latter. This debate centres on the question whether a strong sustainability criterion or a weak sustainability criterion should be observed in assessing development policies and projects. The key point of contention between these two competing paradigms pertains to the issue of whether, and to what extent, manufactured capital could substitute for natural capital that is being rapidly depleted for development purposes.

Proponents of the weak sustainability paradigm argue that through technological advances manufactured capital could fully substitute for any diminishing natural capital and, therefore, the overall combined stock of manufactured capital and natural capital will remain constant over time, consequently ensuring intergenerational equity. Opponents sceptical of this worldview contend that humankind should subscribe to a strong sustainability criterion, which regards manufactured capital to be complementary to, not a substitute for, natural capital.

This debate has been extended to the concept behind the building of sustainable cities. Haughton has proposed several models for sustainable cities. These included the

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redesigning cities, self-reliant cities, externally dependent cities and fair-share cities. Newman has also proposed a metabolism model to pencil in the notion liveability in both individual and community levels. It is not difficult to locate various cases of attempting to build green cities in the global scene, like Shanghai, Beijing, and Munich. If one examines these cases, it is obvious that they have taken a mixture of technological and public engagement and empowerment strategies. This represents a mixture of strategies which pertain respectively to the weak and strong sustainability approaches.

The learning dimension needs to critically examine these technological, and the public engagement and empowerment, strategies identified in the policy dimension. It can be observed that in most Green City Projects, these engagement and empowerment strategies are dedicated to increasing the compatibility of cities with their local natural systems through community-based environmental activities. These public awareness activities are potential entry-points to achieve the one of the aims of *education for sustainability* or EfS, to shift community attitudes and behaviour towards more sustainable ways of living. These community-based activities therefore need not only to raise awareness but to encourage action to tackle such issues as carbon emissions, global warming and biodiversity loss. Other sites of non-formal, adult and continuing education in cities can be found within-industry training, research and innovation that involve a range of methods such as media, web-based learning and networking.

However, years of experience in attempting to achieve sustainable development through learning, whether via formal education and training or public awareness campaigns, have had limited impact in terms of the broader transformation of cities into sites for living sustainably. Therefore, acting on sustainability is not a mere question of EfS, it is, rather, an issue of political will, or the lack thereof. It is also a question of power and justice in governance, where the privileged minorities in leadership positions seem to lack the motivation to legislate for sustainable development. Clearly, building political will requires a shift in the political and economic priorities of all countries, to embrace both the global and national interest, based on the ethics of caring about the well-being of others and of the planet, as well as the nation's economic, social and environmental well-being. Furthermore, city and local governments seem to respond to strong pressures not just from within but also from the international community.

These two dimensions of policy and learning are therefore clearly inter-linked, if we are to effectively transform the cities we live in into sustainable cities. In this conference we will critically examine ways of addressing these two inter-linked dimensions. We shall examine policy strategies that forward technological means, as well as policies that advance the role of raising awareness among citizens. We will also acknowledge the importance of local action with a belief that global sustainability cannot come without achieving local sustainability in cities.

The key questions we will explore are:

How can the city more effectively develop policies that enable it to be more sustainable?

What role does learning, including formal and non-formal education, public awareness

raising and training, play in contributing to effective sustainability policy and practice in cities?

What roles do government, civil society and corporations have in contributing to these policy and learning dimensions to achieve the vision of sustainable cities? How can there be better partnerships and convergence of these roles?

How do we balance an approach that begins to contribute to achieving the goals of both global and local sustainability agenda?

Liveability is about the human requirement for social amenity, health and well-being. How can both individual and community well-being needs be addressed in sustainable cities? What could be a reasonable set of liveability indicators?

Sources of knowledge and processes of learning for environmental sustainability in the new university

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On matters of environmental sustainability universities are guilty of reinforcing the myth that normal human exceptionalism is the only knowledge necessary to solve the critical issues facing the planet. The reality is that university-trained humans are at the forefront of creating many of the environmental catastrophes we currently face such as loss of biodiversity and habitat on land and in the sea, and climate change.
By reinforcing human exceptionalism, '… education can equip people merely to be more effective vandals of the earth' (Orr 1994: 4). Human exceptionalism is responsible for our current environmental mess, but can it help us clean it up? It is argued here that solutions require other kinds of learning and sources of knowledge; and other kinds of relations and understandings about ourselves and non-human others.

University solutions to significant environmental issues of the day are frequently, predicated on a diet of managerialism, funding demands, competitive ratings, institutional instrumentalism, and path-dependent curricula based on a 'knowing about' pedagogy rather than one that enhances human capability according to 'being-for' criteria (Bauman 1995). The 'knowing about' formula to learning and knowledge acquisition has proven spectacularly disastrous in dealing with critical environmental concerns.

Is it adequate for universities to argue their role is simply to generate human capital and knowledge to meet the vague jobs market requirements and functions of society, economy, culture and the environment? Universities must surely have a 'larger purpose, a larger sense of mission, a larger clarity of direction in the national life' (Boyer 1996: 20). Elsewhere, we have argued that the larger role of universities involves a 'being- for' moral value of connectivity that recognises that learning must secure a close connection with, and responsiveness to diverse contexts (Smith 2001), beings (Garlick and Austen 2012 & 2013, Garlick 2013) and conditions of the natural world (Garlick and Palmer 2008, Garlick and Matthews 2009, Matthews and Garlick 2013, Garlick and Matthews 2013).

It is argued here that there is a need for a 'third way' of knowing about the dynamic of nature in universities, predicated on an ethic of care (Noddings 1984, Kheel 2008) and 'being-for' (Bauman, 1995) relationism that connects the energy of each aspect of the environment to its broader context. This relational ethic of care is a different and much deeper knowing than a mere 'knowing about' the environment and its inhabitants. It suggests that educated humans through their knowledge should not simply apply the usual 'good at' approach to the environment, but should instead involve themselves in a 'good for' approach, which engages with the broader environment and all those who

depend on it. It sees the scholar not only as erudite, but as activist and advocate, as politician, as carer, as rehabilitator and as listener.

In a sense such an approach to learning parallels the notion of cognitive justice in knowledge acquisition and usage.

Cognitive justice is a humanist concept which emphasises the importance of using the innate and experiential knowledge of others (First peoples, wildlife etc.), to help us understand questions of environmental sustainability. It challenges the epistemological foundation of 'northern science' exceptionalism (Santos 2007) and argues for a plurality of knowledge sources and processes to offset the straightjacket disciplinary culture of traditional human science analysis. In its application to the environment it is an ethical principle that equally values diverse sources of knowledge (knowers) without drawing conclusions about relative knowledge superiority.

Such diverse and new knowledge sources could not only include indigenous knowledge systems (IKS) (Odora-Hoppers 2009, SARCHi Retreat. 2012) but also wild animal knowledge systems (AKS) as inhabitants of the environment when considering questions of sustainability (Garlick 2013, Garlick and Austen 2013).

The concept of the 'ecoversity' offers universities an important framework for their own sustainability transformation and engagement with human and non-human capability. Formal and informal education sectors have an important role in contributing to learning about environmental sustainability, and universities have a responsibility to engage with them in contexts such as regions, landscapes, seascapes and habitats.

The 'ecoversity' has at its heart the notion of the university leading by example, taking responsibility, ensuring that daily activities engage students and communities in understanding and active participation in what it means to address the 'unsustainable core characteristics of our time' (Jucker, 2002: 10). Ecoversities work with regional communities and are involved in trans-species learning to tackle global sustainability matters in practical ways of knowledge production and distribution.

The ecoversity notion thus offers a framework for relational learning underpinned by an ethic of care, or 'being-for' the environment and its inhabitants. It connects the 'green campus' with curricular development, while extending into external partnerships and community and non-human relationships built around location and place (Matthews, Garlick and Smith, 2009).

Ecoversities engage with and transform their regional communities. They provide a location, a place, a 'commons' where students and residents live a 'mutually engaged' existence with local communities, ecosystems and wildlife. This fits well with the community engagement role that universities are increasingly committed to, where teaching, research and core business activities connect to the communities in which they are located. Community engagement necessarily involves mutuality and reciprocity both within and outside the university. An ethic of care and being-for the other brings genuine engagement and mutual benefits because it takes account of all standpoints, interests, responsibilities and relationships – a cognitive justice.

Universities have a moral purpose; they are not and should not become utilitarian training grounds for 'a career'. The role of a university is not fundamentally and solely concerned with developing the technical and vocational skills necessary to sustain the economy.

Connecting academic scholarship to the public sphere to produce life-enhancing knowledge is for Boyer (1996) an ethical imperative. It requires universities to find new ways of teaching and researching; ways that cross disciplinary boundaries to become a locus for social engagement, action and change. This approach to engaged scholarship creates new forms of learning and enterprise that more adequately address the big-picture global questions facing the environment today.

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Going Green in Vocational Training

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Introduction

This paper draws on a strand within a bigger research project aimed at identifying mechanisms for increasing the availability and development of skills for a carbon-constrained future. The particular strand has examined the take-up of Green Skills in the Vocational Education and Training (VET) sector in Australia. This paper identifies five key challenges that emerged from a review of literature and poses these as aspects for broader discussion.

Green Skills in VET

The Green Skills Agreement signed by the Council of Australian Governments in 2009 is the high level context that frames the integration of sustainability into the VET sector in Australia. It commits Commonwealth and State Governments to build capacity in the sector to enable '…individuals, businesses and communities to adjust to and prosper in a sustainable, low-carbon economy' (Council of Australian Governments, 2009, p. 1).

The Green Skills Agreement associated skills for sustainability with and described these as 'the technical skills, knowledge, values and attitudes needed in the workforce to develop and support sustainable social, economic and environmental outcomes in business, industry and the community' (p. 2). A more expansive understanding of skills for sustainability, however, has not always permeated the narrower understanding of Green Skills.

Challenges around skill development toward green jobs in VET

The literature reviewed around the current uptake of Green Skills has brought five challenges to the surface. They are:

1. the scope of Green Skills in VET
2. learners' experiences of Green Skills
3. educational leadership for sustainability
4. intersectoral partnerships
5. skills for transition

1. Narrow scope of Green Skills

An industry-specific approach has been taken by the Industry Skills Councils (2009) in response to the National Action Plan for VET of 2009. They have since adopted a range of approaches to embedding skills for sustainability into training packages. These include revising qualifications to include sustainable work practices as core aspects,

developing new qualifications and units of competency or reviewing elective offering in some training packages.

The orientation of this approach, however, is fundamentally aligned to the environmental dimensions of sustainability, rather than to a broader approach which draws in social and economic aspects of sustainability. In particular, this has focussed on skills required to address energy efficiency and markets for alternative energy and carbon offsets (Sack, 2012).

Viewing sustainability with a broader frame suggests that the environmental focus of Green Skills that has been pursued in the diversification of Training Packages could, indeed, be a beginning but not a place to stop. It signals a number of steps required to transform ways of seeing sustainability. Skills for sustainability refer to skills applied across professions to achieve sustainable work outcomes. It rests on developing new skills sets, leadership, capacities to innovate and values sympathetic to the broader social, cultural and economic contexts. Such breadth might be the basis on which to deepen an orientation toward sustainability and against which the VET sector may assess it capacity to look forward.

2. Learners' experiences of the uptake of Green Skills

Learners' experience of skill diversification around sustainability has been felt within qualifications and units of competency. There was a 57% annual increase in the number of learners enrolled in one or more module of competency or course in the period 2010-2011, from 83,000 to 130,000 learners (McDonald, Condon and Riordan, 2012, p. 14).

The gradual impact of policy shifts and training responses have started to be felt by learners in vocational programs. Younger learners, and apprentices, and trainees in particular, have reported a greater understanding and application of some Green Skills. Despite the environmental approach to sustainability that has characterised ISCs work on Green Skills, a survey conducted in 2011, the *Gen Green Survey* (Dusseldorp Skills Forum, 2011) reported that learners felt they had been "…mostly exposed to economic and (to a lesser extent) social skills, not environmental skills, in both workplaces and classrooms' (p. 3).

Interestingly, young people were seeking more learning around socially responsible and sustainable economic practices and social skills. While learners appear to be sensing the overlay of sustainability into their training programs, the way this is being learnt, understood and interpreted could be out of step with their interests.

3. Educational leadership around Green Skills

The Dusseldorp Skills Forum (2011) concluded that '…young skilled Australians' very high level of personal interest in sustainability skills, and their overall strong recognition of the professional relevance of these skills, is confounded by a lack of guidance and incentives from employers, the market and educators' (p. 3). While admittedly early in the implementation of Green Skills, it suggests that the educational leadership required to respond to and amplify young peoples' social concerns and sensitivities has room to grow.

The teaching and learning practices and traditions within and beyond TAFE, however, still is at an early stage of responding to Green Skills. Addressing Education for Sustainability more broadly, VET teachers would need to adopt "learning-based strategies …to encourage systems thinking, problem solving, critical thinking and reflection, allowing the learner to not only acquire knowledge and skills, but to develop a personal perspective and commitment toward action on sustainability" (McDonald, Condon and Riordan, 2012, p. 12).   The narrow environmental orientation of Green Skills and the competency-based training approach on which the VET system has been based since the early 1990s does not establish a default occupational culture that is used to the critical thinking, reflection and inquiry on which challenges to sustainable futures depend.

4. Inter-sectoral partnerships

Recognition of the need for inter-sectoral or 'joined up' ways of working around education for sustainable development is acknowledged but not as easily achieved. Such partnerships are needed across institutions and between them. Working in partnership around education for sustainability is as much a necessity to create compelling education as it is about mirroring partnerships as a facet of work in contemporary times itself.

The more siloised past of disciplinary and sectoral boundaries can no longer afford to remain intact as new knowledge, research and the seeds of innovation need to flow across boundaries in order to position workforces as flexible, qualified and innovative. Adopting Green Skills focuses not only on finding and learning new skills but on reinventing ways for working – together.

5. Skills for sustainability and transitions

Positioning sustainability within VET centralises an experience of transition and challenges a system to consider how it may work with change rather than stability. There is the obvious transition of learners and workers in response to green growth in which individuals or sectors will necessarily be displaced as new industries and jobs emerge and more relevant skills become needed. To the extent that Green Skills are narrowly conceived as specific skills sets that individuals are either seen to possess or lack, so too do individuals become included or excluded based on possession of these. Sustainability, however, points to possibilities to be more widely conceived around new ways of thinking, living, working and learning that are not limited to a relationship with the environment, but equally relationships with the economic, social and governance dimensions of society. The challenge posed by a transition toward sustainability is to keep an eye on both local and global and to learn and work in ways which support individuals and communities of common purpose.

Challenge Questions for Discussion

We hope these questions may provide a starting point to engage participants in a conversation about what they see are the challenges in their own country contexts within the perspective of the theme of *Cities Learning Together*.

(1) **the context of transition**:
How does the context of the transition into a carbon constrained future impact on the urgency to 'green' our VET system?

(2) **the concept of green skills**:
In what ways would a broader framing of Green Skills support sustainability goals of the 'Green Economy'?

(3) **the forms and layers of leadership**:
What kind of leadership work and leading would address the context of transition, a need for inter-sectoral partnerships and diverse local contexts?

(4) **pedagogies for transition**:
How appropriate are the current approaches to teaching and learning for provoking conversations about a need for creative solutions to secure sustainable futures?

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2.2. Economic Issues

Introduction

Economic Issues, Dimensions and Perspectives

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'Economics' is integral to how business operates, to how community members establish their livelihoods, and to how public authorities generate the resources to improve standards of living, provide infrastructure, key shared services and support for collective activity.

A. Why

There is a twin agenda here. Cities are increasingly important sites of economic activity, especially as services using all kinds of knowledge become more and more central to the operation of the global economy. Without viable economic foundations, cities will struggle to build necessary systems and to provide constructive living environments for their citizens. A good measure of contemporary theory argues that cities are at the same time, the key to developing effective economic activity, partly because of the concentration of markets and similarly their relevance for production and logistics processes.

At the same time, insofar as cities are conceived as engines of competitive growth, they face increasing risks of being unsustainable. Formal and tacit knowledge is a critical resource for developing successful and sustainable forms of industrial and related activity to enhance the quality of life for urban citizens and others in their region.

So the Economics theme matters for this conference because of the deep tension between generating employment, public resources (individual and collective wealth), and the limits to growth. How can this be understood and resolved?

B. Why Learning?

For several decades now, learning has been recognised as an integral resource for economic advancement. Both at firm level, where team work and other forms of collaborative learning have become increasingly important, and for individuals who have wanted to gain new knowledge and enhance their labour market position, there has been considerable investment in different kinds of knowledge generation and skill acquisition.

Economic activity is increasingly abstract, dependent on knowledge generation and application, whether in terms of manipulation of information or new inventions and innovation. Formal learning matters in relation to knowledge generation and skills

formation; informal learning is integral at community, firm and regional level because of how we understand change, responsiveness and opportunity, from the perspective of both individuals and communities/organisations.

C. West-East

Europe and other parts of the OECD world have focused on both aspects of learning. Formal learning (schools, universities) has been seen as foundational, providing opportunities for social mobility (great equality?) and human infrastructure to support economic and civic activity; informal learning has been associated particularly with innovation, on the one hand, and restructuring in response to crisis on the other. Asian (and other) countries have immediate challenges around literacy/numeracy for economic and political life, at the same time as they seek to build the formal learning infrastructure that will support continuing economic growth. Informal learning has a strong community foundation which can lead to connections with formal learning.

D. Issues

There are several key issues which will be addressed in the conference:

- Economics for growth and private wealth *vis a vis* economics for livelihood and sustainable public wealth.
- How to balance formal learning for individual skills formation and new knowledge, with informal learning for collective growth, problem-solving and innovation.
- City-authorities' responsibility to set parameters and support balance between formal and informal learning?
- Universities' responsibility?
- NGOs and private sector responsibility?

Social implications of developing a knowledge-based economy in Hong Kong

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Abstract

This paper examines whether the knowledge-based economy can provide a further opportunity for Hong Kong to upgrade its economic position and provide a means of redistribution of upward mobile economic opportunities to its citizens, particularly the younger and more educated younger generation. It examines the social and economic development opportunities presented to Hong Kong in the context of the development model of Silicon Valley of California, the economic development strategy taken up by the European Union, and the options that ASEAN is likely to take. Hong Kong already has the necessary conditions to build a Silicon Valley type of economic development. The weaknesses, strengths and unrealized economic potential have been pointed out by others. Hong Kong should continue to innovate and transform itself from an export-dependent manufacturing centre into one of the world's leading financial centres. Clear policy statements are however needed; nothing will happen if no resource is allocated in the next Budget Speech in February 2014.

Introduction

Our question is this: can the Knowledge-based Economy (KBE) provide a further opportunity for Hong Kong to upgrade its economic position? Put in terms more meaningful to Hong Kong Citizens: how far can the KBE provide a means of redistribution of opportunity? The economy of Hong Kong is well developed, but there is a need to provide opportunities especially for younger and well educated citizens while considering also the wellbeing of all citizens. Let us first take a step back from the question at hand and look at how people and regions grow and seize opportunities.

Personal motivation factors

The opportunities presented by the KBE bear fruit when people apply their intelligence to solving problems and creating solutions for which there is a market need. An article in *The Economist*[1] argues that there is an inherent genetic component to intelligence, as well as a nurturing effect, meaning that intelligence is assisted to grow when a climate is present surrounds the individual encouraging personal development. The application of intelligence will be higher when a person is motivated. According to Wikipedia[2], "there is general consensus that motivation involves three psychological processes:

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[1] "Cleverer Still", The Economist, 22 December 2012, available http://www.economist.com/news/science-and-technology/21568704-geniuses-are-getting-brighter-and-genius-levels-iq-girls-are-not-far (viewed 4 September 2013).

[2] "Work Motivation", Wikipedia, available http://en.wikipedia.org/wiki/Work_motivation (viewed 4 September 2013).

arousal, direction, and intensity. **Arousal** is what initiates action. It is fuelled by a person's desire for something that is missing from their lives at a given moment.

Direction refers to the path employees take in accomplishing the goals they set for themselves. Finally, **intensity** is the vigour and energy employees put into this goal-directed work performance. These psychological processes result in four outcomes. Motivation serves to direct **attention**, focusing on particular issues, people, tasks, etc., and to **stimulate** an employee to put forth effort, to **persist**, preventing one from deviating from the goal-seeking behaviour and to have **task strategies**, which, as defined by Mitchell & Daniels[3], are "patterns of behaviour produced to reach a particular goal".

While innovation springs from the actions of self-empowered and self-motivated individuals, the creation of a supportive environment can help many would-be entrepreneurs enter the field. This comes into sharper focus when we take a look at some regions in the world which have most successfully grabbed the opportunities presented by the KBE.

Stimulating a region -- the Silicon Valley case

Silicon Valley in California, widely recognised as the most successful knowledge region in the world, has released the potential in people and provided a stimulus for innovation in many ways, both natural and man-made. As Brad Templeton (2012) noted in *Forbes Magazine*[4], a combination of factors came together to favour the San Francisco Bay Area. It was the free and open culture, the free Government spending in the early days, the large pool of knowledge in the people who moved there, their go-ahead spirit and easy access to capital? There is one further critical element: in the late 1990s over 50% of the owners and CEOs in Silicon Valley were born outside the USA.

We see a similar collection of factors in the more recent success stories Israel and Singapore, including a focus on immigration to bring the best intelligence possible to bear on the opportunities.

If these factors are missing it is so much harder to create a region dominant in applying the knowledge approach. Tech guru Marc Andreessen[5] stated 'although Beijing has great potential to be the next Silicon Valley, it probably never will be. Despite great engineering talent and enormous market, its lack of openness is a serious liability'.

Why is it so hard to create another Silicon Valley? How should a society encourage innovation? Why are some places with great technical talent (like the former Soviet Union) seemingly unable to produce innovative firms?

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[3] Mitchell, T.R.; Daniels, D. 2003. Motivation. *Handbook of Psychology*, Vol. 12. Industrial Organizational Psychology, ed. W.C. Borman, D.R. Ilgen, R.J. Klimoski, pp. 225–54. New York: Wiley.
[4] Brad Templeton, " The Real Secrets Behind Silicon Valley's Success", Forbes Magazine, 11 July 2012 available http://www.forbes.com/sites/singularity/2012/07/11/the-real-secret-behind-silicon-valleys-success/ (viewed 4 September 2013).
[5] Greg Satell, "The True Secrets of Silicon Valley", 7 August 2013 available http://www.forbes.com/sites/gregsatell/2013/07/08/what-makes-silicon-valley-unique/ (viewed 4 September 2013).

The European Union

In Europe we see the beginnings of a trend leading toward the creation of more and more high-performance regions. The Lisbon Agenda set the stage and the 'Lisbon Strategy for growth and jobs, launched in 2000 by the European Council, was the EU's joint response to facing the challenges of globalisation, demographic change and the knowledge society. It aimed at making Europe more dynamic and competitive to secure a prosperous, fair and environmentally sustainable future for all citizens'.[6] In a further step, The *Europe 2020 Strategy* identifies three key drivers for growth, to be implemented through concrete actions at EU and national levels:

- Smart growth (fostering knowledge, innovation, education and digital society),
- Sustainable growth (making our production more resource efficient while boosting our competitiveness) and
- Inclusive growth (raising participation in the labour market, the acquisition of skills and the fight against poverty).

These initiatives are of course political in nature and only provide a framework backed up by central funding. The real work remained to be done at the regional level and within individual companies. The European Commission provides one further world class asset in Enterprise Europe Network[7], which "helps small business make the most of the European marketplace. Working through local business organisations, EEN helps:

- Develop your business in new markets,
- Source or license new technologies,
- Access EU finance and EU funding."

Thus there is a support framework both at the European and local level which has helped spur the growth of Europe's technology regions. In a recent report[8] the Innovation Intensity across the European Union is reported in detail: the report will be used to better target support measures on a regional level with a view to stimulating the environment for promoting innovation. The programme is demonstrating success as leading regions begin to appear in countries which themselves are not regarded as the most technologically advanced, e.g. East of England which is a Leader region in a country the UK which is at a Follower level.

Centres of innovative excellence across the EU are created and exist at a regional level but are supported by country infrastructure. There is also evidence of a positive immigration effect in Europe: Ozgen, Nijkamp and Poot[9] (2011) in a study covering 170 regions in Europe demonstrated that "innovation is clearly a function of regional accessibility, industrial structure, human capital, and GDP growth. In addition, patent

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[6] European Commission, Education and Training, available http://ec.europa.eu/education/focus/focus479_en.htm (viewed 4 September 2013).
[7] Enterprise Europe Network, available http://een.ec.europa.eu/ , (viewed 4 September 2013).
[8] European Commission, Enterprise and Industry,"Regional Innovation Scoreboard 2012", available http://ec.europa.eu/enterprise/policies/innovation/files/ris-2012_en.pdf (viewed 4 September 2013).
[9] Ceren Ozgen, Peter Nijkamp and Jacques Poot, "Immigration and Innovation in European Regions", NORFACE MIGRATION Discussion Paper No. 2011-8, available http://www.norface-migration.org/publ_uploads/NDP_08_11.pdf (viewed 5 September 2013).

applications are positively affected by the diversity of the immigrant community beyond a critical minimum level."

All of these indicators argue for positive involvement of Government in promoting GDP and quality of life growth through targeted support for innovative activity.

The ASEAN Nations

The ASEAN Nations are very diverse in their development. Singapore, with intense government support, is now on an equal footing with the most developed nations in the world. Malaysia is following suit with MATRADE[10], The National Trade Promotion Agency, playing a lead role in helping companies bring innovations out into the rest of the world.

As ASEAN Integration continues and improved social welfare programmes and living standards result, new sources of funding will be required and ASEAN will turn more and more to innovation and the KBE as opportunities.

Social and economic development opportunity presented to Hong Kong

At present there is a window of opportunity for Hong Kong to be a leader, using its special advantages, not only for leading economic development in China but also for assisting Europe and the ASEAN Nations in building their economies. There is a battle of wills currently between those, in business and government circles, who see these opportunities and those who are determined to do nothing. In taking advantage of these opportunities the Hong Kong community as a whole will require Government support. Without clearly stated policies in the Policy Address[11] (Chief Executive of Hong Kong on 15 January 2014), nothing will happen as this speech drives policy measures and resource coordination allocated in the 2014-2015 Budget Speech (Financial Secretary 26 February 2014).

Mainland China cannot provide answers for Hong Kong

Hong Kong ranks as the 7th most competitive 'country' in the world according to the 2013-2014 Global Competitiveness Report[12], and as the 7th most innovative economy globally and most innovative in Asia according to the Global Innovation Index 2013[13]. Hong Kong is a high cost and developed economy, a 'country' that needs to be 'innovation driven and not 'efficiency driven'. The Central People's Government of China cannot provide the answers to Hong Kong's social and economic development as Mainland China's solution may not work in the free environment of Hong Kong.

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[10] MATRADE, The National Trade Promotion Agency of Malaysia, accessible http://www.matrade.gov.my/en/foreign-buyers/industry-capabilities/malaysian-innovation (viewed 5 September 2013).
[11] HKSAR Government Press Release dated 26 June 2013: http://www.info.gov.hk/gia/general/201306/26/P201306260367.htm
[12] Hong Kong's Profile on Page 210-211, The Global Competitiveness Report 2013-2014 published by the World Economic Forum http://www3.weforum.org/docs/WEF_GlobalCompetitivenessReport_2013-14.pdf
[13] Hong Kong's Profile on Page 184, The Global Innovation Index 2013 published by Cornell University, INSEAD and WIPO http://globalinnovationindex.org/content.aspx?page=gii-full-report-2013

Hong Kong has a narrow industrial base and her only natural resource is her human capital. This situation has not changed since the early 70s when Hong Kong started it development into a modern economy. Hong Kong, however, has since become a matured and developed economy. The introduction of competition law and Hong Kong's overall development means time for the rent-seeking behaviour of legal oligopolies is running out. Hong Kong needs to recognize that innovation - not sticking to the status quo - is the answer for the future. Social development that focuses on 'redistribution of wealth' between the rich and the poor cannot be the answer. Social capital has the same foundation as economic capital – only more intangible. Hong Kong must become aware that the opportunity offered by building an innovative economy also means providing a more level playing field and a 'redistribution of opportunities' to all. A developed Knowledge-based Economy is knowledge-driven. Wealth creation capacity is driven by knowledge and entrepreneurial skills - money and inherited wealth are secondary to knowledge. Financial capital is abundant in Hong Kong: it can be provided by a realignment of the innovation supply chain and by venture capitalists.

Political and policy leadership needed

There is a strong mismatch between Hong Kong's innovation capacity and its economic ranking in the world. According to the World Economic Forum and Global Innovation Index (GII), there is also a strong mismatch been Hong Kong innovation output and economic efficiency. Low innovation output could be linked to a lack of understanding of the wealth creation power of knowledge or intangible capital. Hong Kong does not have much experience in building a Silicon Valley type of economic structure but already has all the necessary conditions needed to make this happen[14]. The absence of a comprehensive innovation policy put forward by the HKSAR government has also created supply chain issues that cause high knowledge absorption but low knowledge output and commercialization. Hong Kong needs to understand that innovation output is not just scientific R&D: it is also about innovation - including social innovation - and creating wealth and upward mobile opportunities for its citizens. Hong Kong is ideally placed to commercialize scientific output from mainland China, from Europe and from around the world - this is innovation without a deep pocket and heavy investment in R&D.

The HKSAR Government can inspire hope and support knowledge-intensive SMEs and SME start-ups. A meeting of minds is possible between the younger generation and the political leadership in building Hong Kong's innovation eco-system and social innovation systems. Support from the business community, law makers and the general public is essential to build a sustainable social and economic structure. The best chance for change in Hong Kong is for the Steering Committee on Population Policy headed by Carrie Lam, Chief Secretary to include human resources and economic development in the forthcoming population policy public consultation. In the economic arena, someone from within the Economic Development Commission headed by the Chief Executive needs to put forward solid innovation and technology policy measures, so that they can be included in the forthcoming 2014-2015 Policy Address and Budget

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[14] An article by dated 20 March 2013 rated Hong Kong as the first amongst four cities after New York (#1 Hong Kong, #2 Washington D.C., #3 Tel Aviv, #4 London) that is most likely to follow the footstep of Silicon Valley to become an innovation and technology hub. Rebecca Fannin who contributed to Forbes's finding said it was Hong Kong's unrealized potential that makes Hong Kong worth watching.

Speech for implementation of a knowledge-based economy in Hong Kong in the next ten to twenty years.

In the battle of wills where one side believes that innovation is not needed and will do nothing, someone or some groups within and outside the HKSAR Government needs to break the 'standing order' of doing nothing. There is no guarantee that those who favour innovation will come out on top, but there is safety in - something is bound to happen if more people keep pushing the Chief Executive of Hong Kong and the HKSAR Government for positive changes.

One benefit could be a radical change for certain neighbourhoods in Hong Kong. Higher-value jobs bring money into the community, profits into SMEs and stimulating life challenges. More importantly they bring stimulation, opportunity and involvement: this will be reflected in a feeling of value, engagement and self-motivation. All of these factors have a positive influence on community life.

The fantasy of learning and employment – a case from Australia

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The provocation

This short paper addresses a question that asks what a learning city can glean from the ways in which employment prospects have been addressed in the educational system within Australia? Amidst the range of purposes to which a learning city may respond, how might it best think about and initiate learning that strengthens communities to address economic well-being and growth? Australia provides an example of a system in which employment lies at the core of the education and training approaches adopted in the post-compulsory years of schooling and in vocational education and training (VET) (this excludes higher education). It has shaped funding priorities, training approaches and influenced the core skills that have been intended to enhance individuals' productive capacity and national productivity.

This paper draws on our recent work to review Australia's approach to lifelong learning and employment prospects (Clemans, Newton, Guevara, Thompson, 2013) and a doctoral study in progress that examines young peoples' perceptions of employability (Newton, 2012). It suggests that the rhetoric around a positive and direct link between education and employment is not easily realised. Yet, we cling tightly to the fantasy that it is and this is seen, in particular, in Employability Skills frameworks which represent a quest to define and inculcate the factors that yield employable individuals. The paper provokes dialogue around generative ways in which learning cities may respond to economic development.

Realising an education and labour market connection

The Australian training system is built on a fairly narrow logic. It is rhetorically built on an edifice that assumes a direct link between education and employment (that is, the more investment in education made, the more positive the impact on employment will be). Yet, in reality, it is a system which has stronger connections to tertiary education than vocational education, with lower social status accorded to VET than academic knowledge, despite the growing attention to, and sophistication of, the VET system (Wheelahan, Moodie and Buchanan, 2012). The impact of such tension plays out in labour market outcomes. For example, despite much investment in education and training and an elaborate system of qualifications, graduate destination survey data for 2007-2009 indicates that approximately only 40% of vocational education and training graduates were working in the six months following their graduation in a broad occupation group for which they were trained (Skills Australia, 2011, p. 41) while many change their industry and occupation periodically, casting doubt on the strength of the link between people's formal qualification and their later career.

Factors other than qualification influence employment outcomes. For example, the more remotely one lives in Australia or the more disadvantaged one might be considered, the less likely they would be represented in training, the greater likelihood they would be to be concentrated in lower level training qualifications and the poorer their completion rates or outcomes would be (Australian Bureau of Statistics, 2011; North, Ferrier and Long, 2010).

Of those employed prior to participation in a vocational program, two-thirds of graduates from lower paid occupations did not move into a different occupation level or gain higher pay following graduation. In fact, after graduation, individuals from low paid occupations are more likely to work part-time and be casual regardless of age or gender, and women graduates are especially likely to be part-time and casual. While the system rhetoric buys into the idea that completion of a qualification offers higher earning and job advancement, this does not equally occur (Pockock et al., 2011).

The fantasy of employability

These examples suggest that the positive anticipation of a direct relationship between education and one's employability is not as simply realised. Yet, the fantasy of it is proliferated. Clinging to such a fantasy is no more apparent than in Australia's quest to name and define the skills that would assure an individual (and by implication, employers and the nation) that participation in the education system does, indeed, make one employable. The idea of employability is meant to signal "…a connection to the world of work that is dynamic and long-term in nature. Employability implies qualities of resourcefulness, adaptability and flexibility, and therefore also signals some of the qualities needed for success in work and life as a whole…" (Curtis and Mackenzie, 2001, pp. vii-viii). Despite these claims, employers recruit staff using advertisements requiring experience in the job role which severely limits opportunities for entry level novice workers. Research (Cully, cited in Watson, 2011, p. 40) found experience was a requirement in 75% of the job advertisements reviewed in 2005 while qualifications were a requirement in only 34% of cases.

There have been three iterations of Employability Skills in Australia since the early 1990s which have been designed to supplement technical skills training. The first was called Key Competencies, and was developed in 1992 as a result of employer demands for employees with stronger generic skills. These consisted of a list of seven non-technical skill areas. These seven Key Competencies were criticised by employer organisations just 10 years later, in 2002, as being too generic and "no longer reflect[ing] the needs of contemporary workplaces" (Cleary, Flynn, & Thomasson, 2006, p. 10).

The second iteration of employability skills was then developed with the title the Employability Skills Framework (Down, 2004, p. 2; Townsend, & Waterhouse, 2008, p. 14; Winbrow, 2011, p. 2) and it consisted of eight employability skills. This time there were no levels attached to these generic skills. Instead, they had components, or facets, enlarging the interpretation of each employability skill. No attitudinal attributes such as 'loyalty' were included (Down, 2002).

It is now 21 years since employability skills were first mandated within vocational training with ongoing employer dissatisfaction and the third generation tool has been

developed. In August 2013, this Framework was released, as a direct response to employer complaints that "young people are coming to them with technical skills but without the general skills to do their jobs" (Minister O'Connor, 2013, Media Release).

The Core Skills for Work framework consists of three Skill Cluster items, which in turn are elaborated further by ten Skill Areas. The Skill Areas are each described at five different performance stages ranging from Novice Performer to an Expert Performer. The Core Skills for Work are then further extended because each individual's performance in a workplace is also influenced by the work context in which they are required to participate. To allow for this additional level of complexity, a range of nine Influencing Factors has been included in the Framework.

The regular evaluation of Employability Skills Frameworks could be seen to represent a constant striving to engender certainty in complex times. The introduction of the latest iteration of Employability Skills was justified by the Minister as needing to be future-focused – the "jobs of tomorrow will require increasing levels of skill" (Minister O'Connor, 2013 p. 1).

Colley (2003) characterises employer complaints of skills gaps as part of the "'the long moan of history'" stretching back at least a century (Rikowski, cited in Colley, 2003, p. 86). Hage (2000), in his work on nationalism, uses the idea of fantasy which we find helpful to explain the tight clinging to definition and certainty that Employability Skills Frameworks may represent. He draws on the work of Lacan to situate this:

> *If this fantasy space is to be perceived as possible, it requires something to explain its failure to come about… It helps them having to face the impossible nature of what they are pursuing, the traumatic kernel of the real, by constructing the other as what stands in the way of its attainment. It is in this sense that the other is necessary for the construction and maintenance of the fantasy. (p. 74)*

Following this thinking, Employability Skills Frameworks could be seen to represent an attempt to re-make the 'other', the potential employee, in the hope that this would bring about that which has been impossible to attain.

Yearning for possibility

If employability is unattainable, in a Lacanian sense, in the same way a direct and positive link between education and employment is too, it does not make the acts of striving for it necessarily fruitless. Yearning for it is represented in the efforts to make it possible, through policy, resource allocation, programs and teaching practices. Yearning in ways that are valued by employers and employees would be productive. What, then, are some insights that the Australian case of lifelong learning and employability offers us about efforts to realise this in the operation of a learning city?

- Learning is important for employment but for purposes beyond it. It needs to address stages in the lifespan but go beyond it and draw in the multiple realities and nuances of life chances and life changes (employment, underemployment and unemployment) that impact on one's capacity to engage in employment.

- A relationship between education and employment is not one directional and does not exhibit the same momentum by all. There is a need to address different

rhythms that characterize our lives and the different purposes for which we learn.

- There is also a need to develop more contextually sensitive forms of education and knowledge development to address our multiple forms of engagement with work.

- A policy framework that accommodates a variety of learning motivations could visualise learning more broadly and authentically for the contribution it makes to life, well-being and work.

On such grounds, learning and employment may assume significance for its relation to life as well as life span, to different life contexts and to the many realities in which productive livelihoods are crafted – for young and old.

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Well-being and economic growth. Global indices and local university-community action

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In the Stiglitz, Sen, and Fitoussi (2009) report by two Nobel Prize winning economists (Joseph Stiglitz and Amartya Sen) it was suggested that there is a need to report on the feasibility of alternative measures to GDP if we are to understand what counts for community well-being (Goodman, 2009). One view in their report was that weaknesses in the statistics or focusing on the wrong ones were reasons that the global financial crisis took most by surprise. They added that the crisis has taught a very important lesson – "those attempting to guide the economy and our societies are like pilots trying to steer a course without a reliable compass". They recommend a shift in emphasis from economic production to measuring people's well-being.

The only measure we have here in Australia to measure well-being is the approach adopted by the Australian Bureau of Statistics, which has been putting out an annual publication, *Measures of Australia's Progress*, since 2002 to provide a broader picture of whether life is getting any better (Australian Bureau of Statistics, 2007). When it comes to indicators of society's well-being, health, education and work (as measured mainly by unemployment) have improved. However, when it comes to other measures such as crime, family and social cohesion, democracy, governance and citizenship, there seems to be little information to provide accurate readings. Despite some efforts to do otherwise, there is little interest in looking beyond the GDP to calculate our progress.

Those inclined to think that economic growth will solve our problems and all the rest is 'woolly' may be surprised that Britain's Conservative Prime Minister David Cameron is one of those to have taken up the call for change. Some time ago, before he became Prime Minister, he was arguing for a focus not just on GDP but also on GWB – general well-being. His claim seems to have some support – research conducted by UK researchers (Wilkinson & Pickett, 2009) would suggest that those claiming that 'a rising tide lifts all boats' is far from valid.

However, one must be careful not to dismiss the importance of economic growth. Material prosperity remains a necessary condition of social progress. We need to articulate a model of well-being that doesn't 'pathologise prosperity'. Nevertheless, a focus on material prosperity that is linked to individualism, rampant consumerism and 'survival of the fittest' goes together with a long list of health and social indicators – worse mental health, drug problems, violence, rates of imprisonment …' (Wilkinson & Pickett, 2009).

What we are searching for is to understand community well-being in terms of the principle of mutual obligation. There is nothing in 'liberal thinking' that leads to a

rejection of the role of personal responsibility in social and economic reform. In fact, it is at the very heart of the concept of participation. In the social inclusion/exclusion agenda currently being argued, it is important to remember that rights and responsibilities go both ways and include all. If poverty is to be tackled and society improved, governments and business as well as individuals and community have a role to play. Understanding that role is one of the imperatives for communities of the future.

An important shared element in the focus on collective material prosperity and on community well-being is the role of learning. In our current period of dramatic social change, it is commonplace to recognise the centrality of new and applied knowledge: hence, the references to a 'knowledge economy' or a 'knowledge society'. Knowledge becomes relevant in both contexts as a critical resource for advancement. This encompasses both knowledge which is the formal subject matter of organised programs, and knowledge which is borne more of practical experience, often remaining less tangible and clearly articulated yet still crucial for new thinking which enhances either economic or community or personal outcomes.

There are many studies now, both theoretical and practical, which demonstrate the importance of these kinds of knowledges for both economic and community development, not least in urban environments. There is, perhaps, much greater awareness of this in corporate innovation than for communities. Yet communities also depend greatly on collaborative processes which value new learning for addressing various issues.

Of course, 'community' is a contested term. Delanty has observed that 'community is currently in transition… Some of the major transformations in the world today are having a huge impact on the idea of community'. Rather than becoming less relevant, as some have suggested, Delanty suggests that 'community has a contemporary resonance in the current social and political situation, which appears to have produced a worldwide search for roots, identity and aspirations for belonging' (2003, 1). The challenge of establishing a livelihood is, for many people, the key to achieving a sense of belonging, and it is this which links the priority of learning in an economic context with that related to community well-being.

Indeed, an increasingly interregional, international flow of goods, services, people and ideas offers new opportunities for cities to connect with each other independently of national governments. Communities within cities (and local government specifically) can forge new identities which reshape the basis for economic activity and social identity.

The 'learning region', in particular, has been a focus for redeveloping traditional industrial areas, encouraging inventiveness in the new application of expertise in new sectors. Community-based collaboration has been an integral part of the processes adopted in learning regions with positive outcomes not only for new industries and regional economies but also for community solidarity and well-being. The most recent planning for European Union Regional Policy extends the priority on local collaboration even further. These are not processes to be taken for granted; collaboration itself is not sufficient to generate either economic or community benefits, nor does it come naturally to people or organisations. However, when communities, cities and regions provide a framework for key stakeholders to come together and

support appropriate learning, the sharing and generation of relevant knowledge, significant outcomes can be achieved.

One important example of this has been the C4C project (Community for Community), a partnership between the University of Southern Queensland (USQ) (whose main campus is in the regional city of Toowoomba, Australia) and the community that is exploring community-centred solutions to complex social problems being faced by the community. What is unique and of interest is that the participants in many of the community-centred approaches in the Toowoomba region are endeavouring to understand the causes and not just treat the outcomes when much of the damage has already occurred. The C4C initiative is looking to strategies that address the causes or that intervene early enough to achieve solutions that break the cycle of social problems and prevent social dislocation and dysfunctional behaviour before they occur.

In a forthcoming book on community capacity-building in Australia, the decision to focus on an Australian regional perspective on community capacity building was linked to the view that the region could offer itself as a laboratory for understanding community capacity building. This confidence is based on the evidence of community energy manifested in the strategies and processes employed by the many voluntary-driven innovations in the region discussed and analysed in the book – The Older Men's Network (TOMNET) , the Flexi School, GraniteNet, Toowoomba Says No to Violence and Toowoomba Refugee and Migrant Service, to name a few.

Another reason stems from a need to understand the nature of community engagement between the community and higher education in a specific Australian regions. Given that universities have constantly transformed themselves to meet the challenges of their age, today's universities can become "Universities for New Times" (Power, 2011), responsive, responsible and rigorous learning communities. If they boldly face the challenges of the age, it may be possible to see a renaissance in higher education and the emergence of a university that serves the common good, and universities that are more universal in their values and mission (Power, 2011). What is under investigation here is to ascertain what is involved in shifting from the corporate university to the community-engaged university.

Furthermore, participating in social and civic activities, such as the community initiatives, serves to strengthen social relationships, building trust, identity and skill for collaboration, amongst citizens, and amongst key representatives of citizens in community and local government organisations. This kind of enhanced social cohesion can add immeasurably to the health, wealth and well-being of communities, also enabling greater formal, non-formal and informal learning. It is a key indicator of the building of healthy communities through collective and mutually beneficial interaction and accomplishments. This draws attention to the broader social determinants which hinder the achievement of the kind of well-being which is sought through community capacity building initiatives. It supports strategies that address behaviour but focus on the settings in which people live, work and play. The implication is that more emphasis is needed on efforts to strengthen the mechanisms by which people come together, interact and, in some cases, take action.

This perspective also underscores the importance of learning together, learning where the community are co-creators and interpreters of knowledge through collaborative

research and learning activities. This adds a dimension to adult learning which is central to understanding how to integrate the formal and non-formal learning activities which together will form the foundation of a stronger focus on regional human capital formation.

Some questions to ponder:

- Who are the multiple stakeholders whose perspectives on community capacity building it is important to analyse?

- What are the commonalities and divergences in those stakeholders' perspectives on community capacity building?

- How are those commonalities and divergences linked to broader issues of formal, non-formal and informal learning and of human capital and social cohesion?

- Which concepts and theories are particularly useful in illuminating current trends in community capacity building?

- Which current and potential practices highlight the innovative and transformative potential of community capacity building?

- How might concepts of community capacity building maximise community well-being?

- What can we learn from the narratives of selected community initiatives about the ways in which community members engage in ongoing learning and in doing so transform their communities?

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The challenge of positive youth development programs: Providing quality informal education opportunities for young people[1]

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Introduction

Over the past two decades the youth sector has been characterised by a focus on the professional, conceptual and evidential expansion of volunteer and professional youth program work practice. This period has seen the emergence of a new theory of positive youth development with a focus on youth strengths or positives rather than on youth deficits or problems. This new conceptualisation of youth development challenges the dominant deficit-based political and professional discourse and its categorisation of young people into two opposing groups based on their problem status as either mainstream and problem free, or marginalised, troubled and at risk. Working outside of this dominant discourse and creating new, strengths-based ways to view, conceptualise and deliver youth programs and services presents a challenge for academics, practitioners and policy influencers.

The expansion in research exploring youth program work is also resulting in a reassessment of the role universal, community-based youth organisations such as the Girl Guides, Duke of Edinburgh's Award and The Boys' Brigade play as informal educators. A strong evidential link is being demonstrated between youth participation in these programs and the acquisition of knowledge, skills and competence in a whole range of important developmental or life skill areas. Some of this work demonstrates that not all programs will achieve equal outcomes, and neither will different groups in the same program.

The quality of a program and its activities will affect how participation impacts on a young person's development. A youth program or organisation that has its practice clearly defined and grounded in a theoretical and practice framework will have a distinct advantage over those youth services that do not. These advantages include enabling the production of accurate and ethical promotional material, supporting effective planning and evaluation of core program curriculum and outcomes, and ensuring that the core program can be replicated across different places and times and by different service providers or staff members. When everyone understands what a program looks like and how it is located within an organisation, community and policy environment, youth workers can model more effective program practice. Practitioners, policy-makers and academics therefore agree there is real value in gaining an explicit understanding about youth development program characteristics which lead to quality programs and support positive developmental and life skill outcomes.

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[1] A full list of references is available from the author k.seymour@griffith.edu.au. The Good Practice Principles for Youth Development Organisations is available at http://www.griffith.edu.au/criminology-law/school-criminology-criminal-justice/research/research-higher-degree-students/kathryn-seymour

Background to Research Project and Aims

The research project to which this summary paper refers is the Queensland Australia-based Youth Development Research Project (YDRP).[2] There are two key aims of the YDRP. Study One aims to identify the central programmatic characteristics of quality universal, community-based youth programs. Study Two builds on this work and aims to explore from the perspective of young people what difference these programs make to their wellbeing and decision-making around risky problems and healthy positive activities and behaviours. This discussion paper presents a small selection of results from Study One. These two studies contribute to the growing body of work expanding the professional, conceptual and evidential understanding of volunteer and professional youth work.

Method

Study One uses a participatory action research (PAR) approach of observation through practice and research, reflection, planning and action to work with eight Queensland youth-focused organisations and programs. Over three cycles of PAR we worked together to identify and articulate the key characteristics of quality universal, community-based youth programs which help practitioners deliver programs to support young people achieve positive developmental outcomes. This iterative PAR process involved a comprehensive international and interdisciplinary primary and scholarly investigation of youth research and practitioner literature and extensive collaboration, discussion and consultation with each participating youth organisation and program.

A new youth development program practice model

Study One resulted in the development of a new strengths-based youth development program practice model for use by practitioners, policy-makers and academics. This model includes a framework of good practice for youth development organisations and programs. At the heart of this framework are the following six principles:

- Learning and development

- Leadership and decision-making

- Inclusive ethos

- Community service

- Partnerships and social networks

- Ethical promotion.

Each of these principles is underpinned by a set of priority indicators, examples of activity illustrating how these indicators may be put into action and where these

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[2] The YDRP is managed by Griffith University & Impact: Youth organisations reducing crime limited. It is supported by the Queensland Youth Alliance and funded by the Australian Research Council, the Queensland Government Department of Communities and seven Queensland youth development programs: Girl Guides, The Boys' Brigade, The Duke of Edinburgh's Award, Lions Clubs International, Police Citizens Youth Clubs, Emergency Services Cadet Program and Surf Life Saving.

examples of activity might be found or promoted. The examples of activity are not meant to be exhaustive. Instead they are provided to illustrate the meaning and intent of each indicator. They can be used to help look at what an organisation or program does. When using this framework other examples of activity may come to mind that can be drawn on or strengthened. Importantly, this framework will reaffirm as well as challenge those working in this environment.

Different kinds of activities catering for the diversity in youth development programs and for different skill levels, opportunities and aspirations of those who may use the framework have also been provided. Documenting these examples of activity helps to address the criticism that good practice frameworks of principles and indicators are often difficult to use because it is not clear how they can be translated into action. Each principle, their underlying indicators, and the concepts which support them, are linked. When using this framework consideration must therefore be given to how the principles and indicators work as a whole. The translation of the first principle on learning and development into this model is, however, the focus here.

Exploring the first principle on learning & development

Learning and development are at the heart of strengths-based youth development programs and organisations. These programs complement the formal school system by supporting young people to develop important social connections and life skills. While youth programs can teach other important practical, generic and specialist technical skills, and these are often the reasons why young people choose to participate, the promotion of life skills is increasingly being recognised as the most important objective of these programs.

Increasing evidence suggests that youth development programs help young people reach their potential by supporting them to develop a diversity of life skills across four core areas - critical thinking and cognitive skills, coping skills and self-management, social and moral skills and communication skills. These skills include developing the ability to lead and be part of a team, set goals, problem-solve, be curious and creative, have compassion and empathy, think reflectively and critically, be thoughtful, make decisions, communicate effectively, maintain positive relationships and friendships, be socially responsible and take responsibility for one's own actions. Not all programs will address all of these skills.

When young people are equipped with these types of life skills across the four core areas outlined above, they are more able to develop and maintain positive social connections and more likely to be happy, active and contributing family, peer group and community members. They are also more likely to choose positive healthy activities and behaviours over risky problematic ones and they are more likely to reach their full academic and intellectual potential. Understanding this and purposively facilitating a high quality, strengths-based and sustainable organisational and program-wide culture of education is therefore a core part of the new framework. It is not possible to discuss in full all nine indicators underpinning this principle, but the following section provides an indicative overview.

Introducing nine indicators underpinning learning & development

Indicator one argues for youth organisations and programs to make a strategic commitment to focus on learning and development. Careful consideration of the use of internal and external resources is critical. The aim is to provide opportunities for continuous relevant, lifelong education opportunities. Using strengths-based practice to underpin the provision of learning and development opportunities will see each person valued for who they are now, build on their strengths, recognise their achievements and their future potential.

Indicator two introduces individual learning and development plans, work plans or portfolios to support program leaders and young people to identify and document their own learning needs and goals, set standards for themselves and record their skill and knowledge goals and achievements.

Indicator three demonstrates how critical it is for youth organisations to have an understanding of the core values, skills and knowledge needed by program leaders to work effectively with young people as they deliver youth development programs and activities.

Indicator four advocates active succession planning which properly supports program leaders and young people and ensures the sustainability of youth organisations and programs. It recommends that active attention is paid to ensuring succession planning strategies and opportunities are equitable.

Indicator five recognises the importance of providing a safe youth development organisation and program environment. A safe social and psychological environment is addressed in Principle Three on *An Inclusive Ethos.* Paying attention to the physical program environment contributes just as much to program success as do the individuals located in that environment. A safe physical environment is necessary for facilitating positive, healthy developmental outcomes for young people, for facilitating a sense of personal safety and to foster a willingness to participate.

Indicator six supports the argument that to achieve the best outcomes, program activities need to be delivered using a mix of instruction, observation, experience and critical reflection. Paying attention to the ways in which activities are delivered is an essential part of designing activities because the learning process is complex and young people have multiple learning styles and needs. Critical, adaptive skills such as leadership and the development of character cannot be taught didactically through instruction; they need to be learnt and developed through experience and reflection.

Indicator seven demonstrates that designing a youth program curriculum requires having the right mix of age and developmentally appropriate activities. Activities need to be structured sequentially to build and maintain positive learning outcomes over time and to recognise increasing responsibility for self. Learning will be most successful if it occurs in an environment where a balance has been achieved between challenge and support, and a young person is able to safely and positively interact with people of all ages around them.

Indicator eight acknowledges that the success of youth programs is heavily reliant on the skills, knowledge and aptitude of program leaders who work to deliver and support them. Offering accessible development opportunities including peer-to-peer education and support, is therefore an important focus of strengths based youth organisations.

The final indicator argues for a diverse program curriculum which includes activities that are fun, meaningful, relate to everyday life experiences, and help to foster a world view and a positive vision for the future. To be successful in this endeavour youth development organisations and programs need to consult with young people and other diverse sources of expertise including program leaders, community networks and parent/guardians.

Conclusion

This new framework, of which only one principle is presented here in summary form, contributes to the professional, conceptual and evidential expansion of volunteer and professional youth program work practice. It helps to fill the gap in available program tools available to youth organisations and programs. By providing a new program focused resource, which supports participant focused practices, youth workers, policy makers and academics are better supported to design, implement, deliver, evaluate and change programs.

It is important to note here that this new framework is aspirational. While it presents seven key principles identified through Study One which I argue underpin successful youth work practice, there is no 'one way', 'perfect practitioner' or 'perfect youth development program'. The ways these good practices are operationalised in youth development organisations and programs depends greatly on the specific characteristics of the organisation and program.

Youth organisations and programs differ on many levels and these differences can be expressed in their structure, purpose, resourcing, paid and volunteer staffing profiles, program features, contexts and locations. These differences will impact on the type, range and capacity of good practices that youth organisations and programs can develop, implement and sustain. By identifying the most important concepts, ideas and youth work practices it is hoped that this framework will inspire youth organisations and programs to explore how they can better create opportunities to support their youth workers and young people to do the best they can, seek to make their own contextual judgements, and learn from these experiences.

2.3. Health, Wellbeing and Social Welfare

Introduction

Health, Well-being & Social Welfare Strand

Peter Kearns

The Health, Well-being and Social Welfare strand of the conference will examine how these key dimensions of the quality of life in cities can be enhanced through learning and community building strategies, broader and strengthened partnerships, the development of a shared vision of the future, improved measurement, and other innovative approaches.

The focus of this strand will be on innovation in the context of new approaches to health, well-being, and sustainability in cities. The rising costs of health system in a context of ageing populations in many countries has attracted considerable attention internationally. At the same time, continuing inequalities in access to health services and opportunities for healthy living are seen as major issues.

The sustainability of health systems in this context was taken up during the 2013 World Economic Forum with a paper prepared for the Forum in collaboration with McKinsey & Company.[1] This report concluded that radically different health systems will be required for the future.

> *The preferred health system of the future is strikingly different from the national health care systems of today, with empowered patients, more diverse delivery models, new roles and stakeholders, incentives and norms.*

This strand will seek to identify characteristics of preferred health systems of the future. In doing this, it will build on the achievements of Learning Cities participating in the conference.

This orientation towards new approaches to health provision has been accompanied by a growing interest in well-being in the populations of cities. This interest has been fuelled by progress in the measurement of well-being through developments such as the OECD *Better Life* initiative with its well-being indicators, the report of the Stiglitz, Sen, Fitoussi Commission on the Measurement of Economic Performance and Social Progress, and initiatives taken in individual countries. As an example of this approach, this strand will have a paper on the measurement of well-being in Ireland.

The holistic approach to quality of life in cities reflected in this strand, will be further reflected in the social welfare component of the strand which will consider how such an integrated approach, linked to the learning city concept, could bring benefits in terms of social welfare in cities. The three components of this strand will be discussed with

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[1] Mckinsey & Company (2013), Sustainable Health Systems : Visions, Strategies, Critical Uncertainties & Scenarios, World Economic Forum

particular reference to the role of local communities in cities, and strategies that bring value added outcomes across these key aspects of quality of life in cities.

This orientation will be reflected in the following questions.

1. What are likely to be the key features of future sustainable health systems in cities?
2. In what ways can the well-being and welfare of the populations of cities be enhanced in the framework of future sustainable learning cities?
3. What role will policies and strategies for local communities play in enhancing health and quality of life for the populations of cities in the future?

Wellbeing in Ireland: Designing Measures and Implementing Policies

Michael Hogan
Benjamin Broome

Introduction

Internationally, there is increasing interest in, and analysis of, human wellbeing and the economic, social, environmental and psychological factors that contribute to it. Current thinking suggests that to measure social progress and national wellbeing we need something more than GDP, which is inadequate as an indicator of progress, especially as the link between economic growth and psychological and social wellbeing is not always positive. There is a wider question of what matters in life, and the ongoing debate about individual and societal wellbeing seeks to address this question.

In a report published by The National Economic and Social Council (NESC, 2009), *Wellbeing Matters: A Social Report for Ireland*, it is proposed that a person's Wellbeing relates to their physical, social and mental state. It requires that basic needs are met, that people have a sense of purpose, that they feel able to achieve important goals, to participate in society and to live the lives they value and have reason to value.

The report further suggests that people's Wellbeing is enhanced by conditions that include:

1. Financial and personal security

2. Meaningful and rewarding work

3. Supportive personal relationships

4. Strong and inclusive communities

5. Good health

6. A healthy and attractive environment, and

7. Values of democracy and social justice.

The NESC report makes an important distinction between individual and collective wellbeing. Individual wellbeing is based on ratings of emotional experience, life satisfaction, quality of life, and other aspects of individual psychological and social wellbeing. Collective wellbeing is based on the common good, equality, justice, freedom, democracy, and warrants a lifespan, intergenerational perspective. The relationship between individual and collective wellbeing has always been seen as important, but the nature of the relationship has been hard to characterise. Many believe that the search for a universal account of the relationship between individual and collective wellbeing is difficult to achieve, in part, because each individual's wellbeing is influenced by a unique combination of factors. An implication of this perspective is that individual and collective wellbeing are best understood in the context of ongoing individual reflection and social interaction.

Wellbeing and Collective Intelligence

Facilitating the transfer and exchange of knowledge to bring about more wellbeing for everyone is a major goal of science. However, the relationship between science and public policy is complex and there is a need to create new spaces where dialogue is fostered and where knowledge is translated into action. Ireland currently has no national wellbeing index and there is a strong consensus that this is a barrier to wellbeing in Ireland (Hogan & Broome, 2012).

We recently hosted a conference on wellbeing in Ireland where conference delegates participated in a *Collective Intelligence* (CI) design session focused on the development of a new Irish index of Wellbeing. *Collective Intelligence* is a software supported collaborative design process that allows a group of individuals with a vested interest in understanding complex issues to reach a consensus about system interdependencies among sets of ideas such as problems, barriers, obstacles, goals and strategic objectives. CI taps into and enhances our largely underdeveloped cognitive capacity for graphical, systems thinking. It enhances the collaborative power and action potential of groups who seek to work together toward the resolution of problems and the realization of possibilities. Derived from Interactive Management (http://warfield.gmu.edu/im), CI draws upon a long history of development in the fields of mathematics and systems science and is neutral as regards its scientific and social applications. *Collective Intelligence* is a key piece of design infrastructure that the new Whitaker Institute for Innovation and Societal Change is promoting and using in collaboration with members of the Health & Wellbeing research cluster.

In organizing our conference we had five objectives:

1) Establish a new national and international network of scientists, community organizations, policy-makers, and other key stakeholders to discuss the latest advances in wellbeing measurement and policy

2) Introduce conference participants to *Collective Intelligence*, a collaborative systems design methodology

3) Use *Collective Intelligence* methods to foster a dialogue on strategic objectives that should guide efforts to enhance the wellbeing of the people of Ireland over the coming decade and develop a systems model describing how selected strategic objectives are related

4) Use *Collective Intelligence* methods to consider barriers to the implementation of national and international wellbeing policies and develop a systems model describing how selected barriers are related

5) Propose options to overcome barriers to wellbeing policy implementation.

In advance of the conference, we asked participants to reflect on the broad issue of wellbeing in Ireland and generate a list of strategic objectives in response to the following question:

In the context of developing a new national wellbeing index for Ireland, what are strategic objectives that should guide our efforts to enhance the wellbeing of the people of Ireland over the coming decade?

We analysed the survey responses and identified ten domains of strategic objectives. Conference participants then engaged in discussion to further develop strategic objectives within each domain. Strategic objectives were posted on display walls and participants were given time to clarify objectives. Participants were given time to study all objectives before voting to select their top objectives from the full list. Selected objectives across 10 wellbeing domains are listed below:

Table 1. Top Ranked Strategic Objectives across Ten Wellbeing domains

A. Education
- To facilitate personal development and the development of critical life skills in Irish youth
- To educate people about the dimensions of wellbeing

B. Business and Employment
- To provide employees in Ireland with rewarding and fulfilling employment opportunities and conditions
- To develop ethical frameworks in business to promote wellbeing

C. Community
- To ensure that all citizens have the freedom and agency to bring about positive change in their communities
- To promote the stimulation of peoples' intrinsic values (i.e. autonomy, competence, relatedness)

D. Health
- To make healthy choice the easy choice
- To promote access to healthcare for all citizens in Ireland

E. Democracy
- To educate people about the need for and importance of democracy
- To ensure the voice of vulnerable groups is heard

F. Environment
- To recognise and respect the multi-dimensional aspects of the environment and how vital they are
- To create beautiful and enjoyable environments for people to live, work and spend time in

G. Sustainability
- To ensure future planning and development is sustainable
- To enhance appreciation of Ireland's uniqueness in terms of its rich linguistic, artistic and cultural heritage

H. Governance
- To ensure that research is promptly fed back at a government level so that policy change can occur
- To promote leadership and governance with an emphasis on community participation

I. Lifestyle	
▪ To enhance quality of life-work balance	
▪ To improve childcare and maternity/paternity leave to enhance early family experience	
J. Equality	
▪ To ensure policy goals toward equal opportunities acknowledge unequal starting points	
▪ To reduce socio-economic inequalities	

A smaller group of conference participants worked the following day using the *Collective Intelligence* software to structure interdependencies among the highest ranked objectives (see Figure 1). The figure is to be read from left to right and arrows indicate 'significantly enhances'. Thus, as can be seen from Figure 1 participants argued that promoting leadership and governance with an emphasis on community participation is a fundamental driver in the system and promoting these objectives is thus likely to increases our changes of achieving all other objectives in the system of interdependent objectives.

Figure 1. Well-Being in Ireland Conference Strategic Objectives Structure

Wellbeing Policy Barriers

A second group consisting of international wellbeing leaders focused on the following question:

What are the barriers to implementing national and international wellbeing policies?

Participants generated 40 barriers and categorised them into eight domains (Table 2). They selected the top ranked barriers and used the *Collective Intelligence* software to structure interdependencies among the highest ranked barriers (see Figure 2).

Table 2. Barriers to implementing wellbeing policies

A. Conceptual
▪ Conceptual confusion
▪ Too much argument amongst the believers about technical details
▪ The gap between Rhetoric and Reality
▪ Failure to recognise diversified needs across gender, class, disability and ethnicity
▪ Tension between an emphasis on productivity versus efficiency
B. Political
▪ Lack of leadership at political and administrative level
▪ Inability to deal with backlash from power structures/interests
▪ Lack of a political mandate
▪ Resistance to wellbeing as a priority in time of crisis
▪ Conflict for public resources (e.g. Health versus Education)
▪ Short-termism of political electoral cycle
C. Data measurement, analysis, and interpretation
▪ Lack of data
▪ Misinterpretation of data
▪ Distrust and suspicion of subjective wellbeing measures in terms of quality, resulting in unwillingness to make decisions based on wellbeing data
▪ Governments and Ministers manipulating indicators
▪ Lack of processing capacity to give the public clear, robust data and analysis and understanding of causality
▪ Lack of inclusion in EU statistical work programme mean that wellbeing is not a priority to member states
▪ Difficulty measuring progress in the context of the non-linearity of 'wicked problems'
D. Evidence
▪ Lack of evidence that this approach makes a difference
▪ Lack of evidence-based alternative to economics and economic policy
▪ Shortage of good case studies
▪ Lack of a compelling reason to change

E. Support
- Lack of public awareness, buy in and demand
- Shortage of philanthropic support to kick-start and advocate
- Resistance from politicians to embrace wellbeing because of fear that it is too 'fluffy'
- Lack of belief in the value of wellbeing as a policy objective
- Lack of mainstream media interest in wellbeing
- No Advocacy Lobby
- Lack of NGO support

F. Attitude
- Opposition from vested interests
- Resistance to changes that might incur extra cost and are hard to manage
- Resistance to paternalism (state/NGO)
- Inability to innovate and think outside the box in the wellbeing policy space
- Fear and hostility towards measurement that could show up policy failures
- Hostility towards a composite index
- Resistance from statisticians/analysts/academics that this is not the role for official statistics

G. Collaboration and Integration
- Lack of incentives for collaboration across government departments and the wider public sector
- Lack of integration (vertical & horizontal)
- Unwillingness to embrace co-production and participation

H. Resources
- Inadequate resources, human and financial
- Shortage of knowledgeable and passionate staff
- Reduction in resources in government leading to a feeling that this is a thing we don't have time for

Figure 2. Structure of Barriers to Implementing Wellbeing Policy

Figwe 2. Structure of Barrius to Implemenling Wellbeing Policy

Conceptual confusion (1)

Shortage of case studies (29)

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Shortage of philar11Yopic sLWOrtto kick·start and aclvocale (16)

Lack of evidence that this approach makes a difference (14)

• Lack of leadership at polkical and administrative levei (S)

• Lack of public awareness, buy in and demand (41)

Failse to recogise <tversifiedneeds across gender, clas$, <lsdy llldetlri:iy (11)

Lack of evidence based aRernative to economics and economic policy (35)

Resistence from polkicians ll o embrace wellbeing because of fear that k is too 'fluffy' (2)

• nability to deal w•hbacUash frompower struct\feskierest s (12)

• laclc of a reason to ctmge (13)

Lack of inceriives for colaboralion acrossgo'll. departmeris & wider lll.llic sector (4)

Wellbeing leaders also considered two of the categories and proposed options to overcome barriers in each of these categories. They focused on two categories linked with two fundamental drivers of negative influence in the problem structure in Figure 2, that is, barriers linked to Support and Conceptual Issues. In response to support barriers, wellbeing leaders suggested many options including: Find a political champion; Engage with journalists to start a conversation about wellbeing; Approach government/philanthropists for co-funding of a roundtable; Create a national wellbeing movement; Develop local and locally relevant case studies to consider compelling reasons for change; Identity ways that existing policy initiatives could be seen through wellbeing lens; Build consensus on well-being issues though communications strategy.

In response to conceptual barriers, wellbeing leaders proposed many options including: Consult widely with civic society to find out what matters to the people of Ireland; Promote agreed concept of wellbeing in Ireland; Create wellbeing groups to clarify meaning and logic of wellbeing for policy in Ireland; Establish a roundtable of key stakeholders to agree on what a wellbeing approach to public policy in Ireland would look like; Invite external experts (Stiglitz) to form a commission to make recommendations as to how to incorporate wellbeing into policy making; Be consistent in use of language.

A Call to Get Involved

There was a strong positive response to the conference and the CI methodology and there is significant interest in hosting similar workshops in local communities and across a variety of different sectors (e.g., education, health, policy design) to facilitate more dialogue and debate and systems thinking in relation to wellbeing in Ireland. The conference participants have started a linkedIn discussion group focused on Wellbeing in Ireland (Changing the System: Overcoming Barriers to Wellbeing in Ireland) and it is hoped that Wellbeing researchers across Ireland can continue to connect with one another and work in new and innovative ways to advance the Wellbeing of people in Ireland.

We welcome further dialogue, discussion, and collaboration. It is important that this report and the work and dynamism of this group continue to breathe life into our efforts to promote wellbeing in Ireland and inspire us to work together in new and innovative ways.

Galway as a Healthy City

Evelyn Fanning
Fiona Donovan
Health Promotion Galway Ireland

Galway City is a designated World Health Organization (WHO) European Healthy City committed to improving the health and wellbeing of people living and working in Galway City. As part of this WHO programme, Galway City is working on six strategic goals which have much in common with the work of PASCAL and are as follows:

> 1. To promote policies and action for health and sustainable development at the local level and across the European Region, with an emphasis on the determinants of health, poverty and the needs of vulnerable groups.

> 2. To increase accessibility of the WHO Healthy Cities Network to all Member States of the European Region.

> 3. To promote solidarity, cooperation and working links between European cities and networks and with cities and networks participating in the healthy cities movement in other WHO Regions.

> 4. To strengthen the national standing of Healthy Cities in the context of policies for health development, public health and urban regeneration.

> 5. To play an active health advocacy role at European and global levels through partnerships with other agencies concerned with urban issues and networks of local authorities.

> 6. To generate the policy and practice know-how, the good evidence and the case studies for promoting health to all cities in the Region.

The WHO sets core themes and objectives for cities, which determine the agenda for each five year phase. Cities are expected to develop programmes for each theme that are appropriate for local circumstances and also integrate work on the themes.

As part of the current phase of the programme which ends in December 2013, Cities are working on progressing 3 core themes which are interrelated, interdependent and mutually supportive. These core themes include

- Caring & Supportive Environments
- Healthy Living
- Healthy Urban Environment & Design

Under each theme an example is outlined on how Galway City has contributed to sustainable healthy cities through its participation in the WHO Healthy Cities Programme.

Theme 1 - Caring & Supportive Environments

"A healthy city should be above all a city for all its citizens, inclusive, supportive, sensitive and responsive to their diverse needs and expectations"[1]. One of the issues that Galway has been working on under this theme is the development of Age-friendly cities. This is centred on introducing policies and holistic action plans addressing the health needs of older people that emphasize participation, empowerment, independent living, supportive and secure physical and social environments and accessible services and support.

According to the WHO making cities and communities age-friendly is one of the most effective policy approaches for responding to demographic ageing. The WHO is leading the way globally on age-friendly cities and its comprehensive guide Global Age-friendly Cities is a leading light for the world on ageing[2].

Planning for environmentally, economically and socially sustainable communities needs to take account of the ageing of populations and the role older people can play as a key resource in meeting their specific needs. Creating age-friendly cities and communities goes beyond active and positive living and health needs, public health outcomes and the persistence of health inequalities. Through the adoption of an age-friendly approach to planning and decision making in all areas of public life, we are actively creating an environment that facilitates citizen's social engagement regardless of their age.

Galway Healthy Cities facilitated extensive consultation with older people on the extent to which Galway is age friendly city. For further details on this please click here. Work is currently progressing with Ageing Well Network and other partners in developing an age friendly strategy for the City and County and linking with the WHO Global Network of Age Friendly Cities and Communities[3]

Galway Healthy Cities Project recognises the synergistic work of the WHO European Healthy Cities Network and the WHO Global Network of Age-Friendly Cities and Communities, and endorses the principles and core values related to equity, empowerment, partnership, solidarity and sustainable development contained in the Zagreb Declaration for Healthy Cities. (Zagreb Declaration for Healthy Cities. WHO 2009)[4]. Actions to make Cities and Communities age-friendly can reinforce many dimensions of the Europe 2012 - 2020 strategy towards smart, sustainable and inclusive growth.

There is significant opportunity to build on local and regional channels and networks between the various cities and communities involved in both Healthy Cities and Age

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[1] World Health Organization Regional Office for Europe (2009); Phase V (2009-2013) of the European Healthy Cities Network Goals and Requirements
http://www.euro.who.int/__data/assets/pdf_file/0009/100989/E92260.pdf
[2] WHO Global Network of Age-friendly Cities and Communities
http://www.who.int/ageing/age_friendly_cities_guide/en/
[3] WHO Global Network of Age-friendly Cities and Communities
http://www.who.int/ageing/age_friendly_cities_network/en/
[4] WHO Regional Office for Europe (2009) Zagreb Declaration for Healthy Cities (2009)
http://www.euro.who.int/__data/assets/pdf_file/0015/101076/E92343.pdf

Friendly Cities Network to stimulate and support advances in the development of neighbourhoods and communities for all ages that are diverse, safe, inclusive and sustainable.

Theme 2 - Healthy Living

Community Gardens

Through the Galway Healthy Cities Project the first community garden was set up in Ballybane in 2006. The project is multidisciplinary and involves different agencies from the education, health, local government and community and voluntary sector. This includes Galway City Council who provide the land, some funding and access to their in house garden centre. HSE Health Promotion who provide some funding and support and Galway City VEC, who provide tutors and support. In addition, the local Community Development Project and the local community were key in the recruitment and retention of local volunteers and the continuous promotion of the garden through open days and training.

In 2007, a small scale study was undertaken to examine the impact of involvement in the Ballybane community garden project on the general health and wellbeing of participants. The study found an increase in healthy food consumption and also an increase in vitality and social functioning. As a result, community gardens have been introduced on a phased basis in Ballinfoile and Westside and there is currently a garden being planned for Doughiska. All of these areas have been strategically selected as are deemed disadvantaged by the Government.

A key aspect of the gardens is learning and social interaction. To maximize resources and leverage knowledge, a network group – Let's Get Galway Growing – was set up in 2011. The aim of Let's Get Galway Growing is to connect all the community gardens in Galway, maximise use of resources and share knowledge, increase awareness of the gardens, increase involvement of the local community and provide information on developments and events. To view the gardens and work visit www.letsgetgalwaygrowing.com

This network is represented by 2-3 volunteers from each garden who meets in October to review the season and February to plan the season. In addition a networking and learning event is held in April. This learning event provides an opportunity for the gardens to network and share information and knowledge and also expands their knowledge. In 2013 the event included workshops on herb planting and bee keeping.

Prevention and Reduction of Alcohol-Related Harm

There is growing evidence that documents the impact of alcohol-related harm not just on the individual drinker and their family but on the wider society e.g. social disorder, vandalism, violence and other crime, reduced community amenity, absenteeism and reduced work performance. The estimated cost of excessive alcohol consumption in Ireland is €3.7 billion a year due to health, crime/public older and other costs.
When the Galway Healthy Cities Project asked key agencies and groups "Do we need a strategy to reduce alcohol-related harm in Galway City" we received a clear yes with a strong need and desire to reduce alcohol-related harm. The Galway Health Cities

Alcohol Forum, which is a multidisciplinary group, took on the task of developing a five year strategy to prevent and reduce alcohol related harm.

In 2012 this group initiated the process of developing the strategy. All key stakeholders were invited to participate in a consultation session where local services presented on the impact of alcohol related harm in the city. A wide range of agencies, groups and individuals participated in the consultation process to develop this strategy. This included submissions, emails, phone calls, attending meetings and providing feedback on the draft strategy. The five-year strategy (2013 – 2017) to prevent and reduce alcohol-related harm is informed by research on effective approaches to tackling alcohol-related harm and focuses on four key areas:

A) Prevention

B) Supply, Access & Availability

C) Screening, Treatment & Support Services

D) Research, Monitoring & Evaluation

These areas are in line with the National Drugs Strategy. To view the strategy visit www.galwayalcoholstrategy.ie

Community mobilization and commitment from all agencies and groups is key to the effectiveness of the strategy. During the consultation stakeholders were asked to identify actions for the city and to ascertain how they could participate and commit to the implementation of the strategy. Further engagement with individuals, groups and agencies will continue throughout its lifetime. It will be implemented on an annual basis through the development of an annual action plan which will be overseen by the Galway Healthy Cities Alcohol Forum. At the end of each year an update report will be compiled along with the action plan for the following year identifying the key stakeholders for each action.

Through maintaining and further developing this partnership approach, we are confident that together we can make a real difference in preventing and reducing alcohol-related harm across Galway City. The anticipated affect of implementing this strategy over the next five years includes improved health, wellbeing and quality of life for people living in Galway City, reduced harmful use of alcohol, reduced alcohol- related harm, reduced incidents of alcohol related crime and antisocial behaviour and increased access to support services for those affected by others alcohol consumption.

Theme 3 - Healthy Urban Environment & Design

Healthy urban planning consists of integrating health considerations into urban planning processes, programmes and projects and establishing the necessary capacity and political and institutional commitment to achieve this goal. Healthy urban design consists of creating socially supportive environments and an environment that encourages walking and cycling. It also focuses on enhancing cities' distinctive and multifaceted cultural assets in urban design and promoting urban designs that meet all citizens' expectations for safety, accessibility, comfort and active living.

A sub group was set up to progress the WHO core theme of Healthy Urban Planning & Design, with representatives from Planning, Architecture, Transport and Health. The

purpose of the this group is to provide a space to learn, network and create tools to enhance the healthy urban environment and design of Galway City for the benefit of all. The aims of this group include providing opportunities for learning about Healthy Urban Environment & Design, sharing thinking on Healthy Urban Environments, using local data to guide how we make decisions and developing tools and resources to support Healthy Urban Environments.

The target groups include policy and decision makers in all topic areas, Councillors, Strategic Policy Committees, community and voluntary groups and the general public who have an interest in this area.

Over the past 18months Galway Healthy Cities have organised three learning events. These include:

- [Infrastructures for Health Workshop](#) (February 2012)
- [Connecting People and Places Workshop](#) (September 2012)
- [Creating Active Spaces for All Workshop](#) (June 2013)

All three workshops had a good attendance from a wide range of organisations, departments and groups which demonstrates the interest and relevance of Healthy Urban Environment workshops. The workshops provided a valuable space to reflect and discuss developments and issues in relation to healthy urban environment and design in Galway City. The ideas and suggestions from the workshops are recorded and used where relevant to engage with key stakeholders in developing innovative and effective projects for healthy urban planning and design. Galway Healthy Cities will continue to provide a space for relevant stakeholders to learn, network and create tools to enhance the healthy urban environment and design of Galway City for the benefit of all.

Concluding remarks

Cities participating in PIE have much in common with the aims and objectives of Cities participating in the WHO Healthy Cities Programme with both creating healthier urban populations through the implementation of sustainable practices that improve environmental standards. There is significant opportunity to forge greater links between Cities and communities involved in a range of different programmes with cross cutting themes. We would welcome the opportunity to build on local regional, national and international networks between the various cities and communities involved in both Healthy Cities and PIE and actively promote a shared learning space to stimulate and support advances in the development of neighbourhoods and communities for all ages that are diverse, safe, healthy, inclusive and sustainable.

Why Cork's Lifelong Learning Festival is committing to EcCoWell

Tina Neylon
Cork Lifelong Learning Festival
Denis Barrett
Cork Education & Training Board

Cork City has had a lifelong learning festival since 2004. In 2012 it began exploring the ideas behind EcCoWell and how they might be applied to the city. In doing so, one of our conclusions is that unless inclusion is explicitly stated as necessary in the application of EcCoWell in this or any city, the full benefits of the concept may not be realised for all citizens.

Cork is the second largest city in the Republic of Ireland. Founded as a walled port over 800 years ago, it's situated on the south coast of the island of Ireland. Many Corkonians regard their city as 'the real capital of Ireland' and have a chip on their shoulder which often motivates them to be trailblazers – which is true of its Lifelong Learning Festival – the first of its kind.

The Cork Lifelong Learning Festival is about equality and inclusion – about giving everyone the opportunity to engage in learning.

From its beginning 10 years ago it has been inclusive – bringing together all ages, encouraging the participation of people with differing levels of ability, interests, backgrounds, ethnic origin, and involving providers from both public and private sectors. Up to 20,000 take part – out of a population of 119,230 (Census 2011) – and all because they want to. There are no fees charged to organisations and individuals running events – and admission to all festival events is free.

While demonstrating that learning can be fun, the festival has a serious underlying intent – an attempt to change attitudes towards education, and not only among those disaffected perhaps due to unhappy early experiences, but also across the general population.

The festival has become a model for other cities in Ireland and could well become one for cities anywhere. Limerick, the Republic's third largest city, this year organised its third festival, and Waterford its second. That model is encapsulated in our motto – Investigate, Participate, Celebrate! In other words – a call to find out about learning opportunities, use the occasion to try out some experiences and, particularly for those already engaged, celebrate your learning. It's a case of 'you too can do this.'

As much as possible events are taken out of the classroom and into the community. Some take place in shopping centres, others on the water or in the streets, many in library branches. In 2013 there were almost 500 different events to choose from.

Community Education Networks have been at the heart of the festival since it began. The networks were set up in the city in 2001, mainly in response to the policy outlined in Learning for Life, the government's White Paper on Adult Education.

The Cork Education and Training Board[1] – the regional State education authority - funds and supports the 10 Community Education Networks in disadvantaged areas of the city. Each is unique, bringing together local education providers to avoid duplication and share ideas and resources. There's also a Disability Education Network and a Community Music Network, which both operate citywide.

Since its foundation by Cork City Council's Development Board in 2004, the festival's remit is to focus particularly on those who may not usually participate in learning.

In our tenth anniversary year we wonder how far have we got in developing a culture of learning in Cork. In particular, in those areas of the city where residents experience higher than average levels of educational disadvantage, including early school leaving, and are poorly represented at Third Level, is the festival having an effect?

While no research has yet been carried out, there is evidence that attitudes are changing. The most obvious is how the role of Community Education Networks in festival week has evolved. From organising one joint event, the networks have expanded their participation – individual members run their own events plus they usually get together to organise a collective event. During the first festival the networks organised 25% of the 60+ events, and they have maintained a similar percentage while the festival has grown to almost 500 events.

A culture of celebrating learning appears to have developed in the most disadvantaged communities over the last decade. For example, five years ago Home School Community Liaison teachers, members of four Community Education Networks on Cork's northside got together to organise a Family Literacy project. One Book, One Community (modelled on One Book, One City) has been repeated annually since. Copies of the book chosen each year are distributed free to children to take home to read with their family. Activities associated with the book are organised by the teachers and take place during the festival with parents and other adults from each community encouraged to participate.

As the festival has established many cross-sector links, it was easy to get committed representatives from Healthy Cities, Cork Environmental Forum, the Economic Development unit at Cork City Council, and the education sector together to be introduced to EcCoWell by George Osborne from Hume Global Learning Village in Melbourne, our guest during the 2012 festival. Since then we have worked together to introduce EcCoWell to our city.

The response from all sectors has been enthusiastic and generous; including significant statements of commitment made by the Lord Mayor and Cork City Council.

Experiences in Cork have shown that previous attempts to counteract disadvantage in communities identified as suffering from deprivation have been most successful when

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[1] Until July 2013 the City of Cork VEC (Vocational Education Committee) and County Cork VEC.

the various agencies and stakeholders involved join up their efforts. Deprived areas already have programmes such as RAPID[2], Health Action Zones[3] and Community Education Networks, and they work better when one programme's actions are broadened to include the involvement of the others. Our belief is that we now have the potential to further enhance outcomes when, through adopting the EcCoWell approach, such programmes are connected to economic and environmental efforts.

As festival organisers we see our involvement with EcCoWell as allowing us to grow and to add value to what we have achieved.

Our Seminar about EcCoWell last March during the 10th festival was free and open to all, but we particularly targeted people with an interest in at least one of the four pillars. More than 80 attended. We were honoured that Peter Kearns & his wife Denise travelled to Cork to introduce the concept to our audience.

Since then we have had separate follow up meetings with the four sectors and an Open Networking session – which brought together those who had attended the March Seminar and others who are interested in learning about EcCoWell.

Our International event in late September is aimed at bringing global and local experiences together, so we can learn from each other.[4]

Cities everywhere struggle with disadvantage and deprivation, no more so than in education. The recession in Ireland has magnified inequalities. While inclusion may be implicit in the EcCoWell concept, we believe that it needs greater emphasis. EcCoWell should be used as a way of 'inclusion-proofing' activities across all sectors.

We look forward to reporting at future events on our experiences of implementing the principles behind EcCoWell in Cork.

What attracted us to EcCoWell is that it's about moving beyond boundaries and encouraging people to work across sectors for the betterment of all.

Like the festival itself, it's about inclusion.

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[2] RAPID is a government programme – 'Revitalising Areas through Planning, Investment and Development' - aimed at targeting disadvantage and integrating services locally; there are three RAPID areas on the city's northside and one on the southside.
[3] Health Action Zones have been set up by the Health Services Executive in disadvantaged areas.
[4] By the time of the Hong Kong PASCAL Conference, a report on EcCoWell Cities for the Future will be available.

Learning, health and well-being: towards a virtuous cycle

John Field

Cities are exciting places to live, culturally, socially and politically. More, they are usually the economic hubs of a wider region. They bring together a range of knowledge resources such as universities, colleges, libraries, museums, orchestras, theatres and research institutes – and these in turn bring in specialised knowledge workers who can boost the creativity of the local economy, as well as shaping demand for cultural activities. Yet just as they bring together opportunities for socialising, leisure and work, cities are also beset by the concentrated problems and challenges of their societies. How can adult learning help urban communities promote the health and well-being of their citizens?

Cities offer a huge variety of adult education activities, from evening classes to weekend schools, and field trips to online courses. Some lead to qualifications, others can be studied simply for their own sake. They can be provided by a remarkable range of different types of organisation, from universities to museums, voluntary organisations to churches, employers to trade unions, sports clubs to health centres – all of which tend to cluster in cities. And while more and more people are learning through the new communications technologies, it has become clear that they learn more effectively when they can complement remote exchanges with face-to-face dialogue.

Participation in adult learning varies enormously between countries. We will have a clearer picture for much of the world in October, when the first results are revealed of the Programme for the International Assessment of Adult Competencies – an international adult learning survey led by the OECD. The nature of adult learning, and the priorities for policy, also vary enormously by country. According to UNESCO, 16% of the world's population – over 775 million people – are illiterate. But this rises to over 50% in some countries, particularly in sub-Saharan Africa. Even within cities, let alone at national level, access to adult learning and levels of adult skills can vary enormously.

And all of this adult learning has an impact on well-being and health. We usually think of adult learning in terms of its possible influence on the economy, or perhaps its impact on people's capacities for active citizenship. In so far as we think of adult learning impacting on health, we usually see this as a direct result of health education interventions. But recent research has revolutionised what we know about the broad benefits of learning across the life course. Adult learning, in short, can help people make a whole number of changes that may have nothing to do with the explicit goals of their learning programme.

This won't be news to many practitioners. People who teach adults often comment on the way in which learners can become more confident as people, more aware of their potential, and more engaged with the wider world. But sadly, adult educators are rarely very influential, and their voices are all too often ignored. But a whole series of recent academic studies have shown a small but significant link between learning, health and

well-being. And by using advanced statistical techniques, they have shown that it is participation in learning – rather than some other factor – that seems to be responsible for these positive changes.

Again, this is not entirely new. Researchers who have asked learners about their experiences say that they report a range of benefits from taking part in learning. Typically, they value the ways in which continuing their education helps them cope with the demands of their job, keep their minds active, pick up new skills and knowledge, and meet new people and make friends. They also generally say that they relish their learning: a good tutor, a sense of achievement, and a congenial group of fellow learners combine to make learning a rich and enjoyable experience. Above all, they find learning empowering – it helps them make choices about their lives and futures.

As well as listening to what learners say, researchers have other ways of finding out what impact learning has. They can talk to non-learners, to find out why they don't take part. But the most exciting research, in my view, has come from the use of advanced statistical techniques to examine more objective evidence of the impact of learning. This has allowed social scientists studying adult learning to analyse large scale longitudinal data sets, which report on a whole range of people's lives as they change through time.

These studies have shown that adult learning produces measurable changes in health and well-being. For example, one side-effect of adult education is a greater likelihood of giving up smoking, or participating in cancer screening. Another is that it tends to promote self-efficacy, or the willingness and belief that you can act in ways that will influence your life. It also promotes people's involvement in their wider community and in political affairs, as well as increasing the likelihood that they will be more tolerant towards others who are different from them. It supports them in their role as parents (and, increasingly, as active grandparents). It helps people encounter transitions more successfully, and handle major changes in their lives. And while it is less surprising that it has measurable effects on people's earnings and employability, it is good to have this confirmed by the new studies.

Conversely, lack of learning can inhibit well-being. Richard Desjardin's analysis of OECD survey data on adult learning showed that the lowest levels of well-being were found among those who devoted the least time to learning for personal interest reasons. Finnish social scientists have found that poor education is associated with loneliness in later life. Other studies have confirmed this link, and have also in turn shown that loneliness is associated with decreases in cognitive function. So it isn't just that learning promotes sociability – relationships also matter for learning. We need other people to challenge us, support us and accompany us if we are to maintain our capacity to learn.

In a context of societal ageing, these findings may be particularly important for how we view older people. We now know from neuroscience that the brain can continue to develop through adult life as people acquire new skills (one fascinating study documented physical changes in the brains of former terrorists who take literacy programmes). We also know that education can be important in delaying the effects of such illnesses as dementia. We are still in the early stages of this important work, but

these findings support other studies suggesting that adult learning has a role to play in maintaining people's cognitive resilience, and hence their ability to live independently and productively in later life.

This being so, what can cities do to promote health and well-being through adult learning? We have seen that adult learning has important benefits for those who take part, and is particularly important in bringing them together with others. We have seen that these benefits include important, if small gains, in health and well-being. Yet large parts of the urban population have limited access to learning, or are in no position to make effective use of the opportunities that do exist. What do we need to do to improve the situation?

The first thing, in my view, is to change mind-sets. This starts with those people who don't see learning as something they can do. You really are, as the cliché has it, never too old to learn. And even those who hated their schooldays often find that they love learning in adult life, among their peers. But as well as changing the minds of reluctant learners, we also need to work on the attitudes of policy makers, voluntary organisations, and those who lead educational institutions. We have witnessed the value of learners' festivals, and concerted publicity drives that engage the mass media and entertainment industries as well as education professionals. The best-known example is the UK Adult Learners Week, but there are many others, and it is relatively easy to co-ordinate different actors at city level.

Second, we need to build policy bridges between different departmental roles and responsibilities. Usually, adult learning is overseen by the local authority department that is concerned with education. But many of the benefits of adult learning are non-educational. These benefits might concern the department responsible for social services, the labour market, health, leisure, or elder care more than they do the department responsible for education. Engaging these other policy actors through learners' festivals or promotional activities is a start, but at city level there are also opportunities for a more concerted and strategic collaboration, focused on tangible activities.

Third, we need to celebrate and grow those organisations that provide the types of learning best suited to adults. City governments often run their own provision, and are well-placed to ensure that it reaches those most in need while also promoting the broader interests of the community. But I am also impressed by the rapid growth of self-help initiatives, where people organise their own learning opportunities. The Universities of the Third Age, who now have groups across much of the world, are self-governing co-operatives who arrange their own learning with no regard for qualifications or other external demands. For those who cannot find a U3A, there are plenty of other initiatives, from reading circles to women's groups to Men's Sheds, which allow people to share interests and develop their know-how with other people.

Fourth, we need to factor adult learning into public policy in new ways. This should start by acknowledging that many adults already have valuable skills and knowledge. They can share them not only with other older learners, as in U3A groups, but also with younger people, through intergenerational learning programmes. And of course, it should be a truism that a parent who is actively learning something new will be not only a role model to their children, but they will develop greater capacity for engaging

with the schools and teachers, and perhaps contributing informally as well as formally to the education of children in the community.

Fifth, we need continued investigation of the relationship between adult learning, health and well-being. We cannot be satisfied with resting on our laurels: while the recent studies provide firm evidence that is helpful and encouraging, there are still plenty of gaps; and new sources and techniques will provide new insights and knowledge that we can draw on to develop policy and practice. It probably goes without saying that I also think that we need to become much smarter at exploiting the findings of research into learning, health and well-being, and ensuring that they are widely understood among the professional and policy communities.

Finally, we must tackle inequalities of access. These can seem so massive, particularly at global level, that we sometimes feel powerless to do anything. Of course, we need to ensure that resources are committed to ensuring that every individual has access to a range of learning that will help them make the most of their lives. But cities are well-placed to bring together the relevant actors, and maximize the benefits of collaboration. Knowledge and skills are critical to building a balanced and sustainable economy and society; inequalities of access do not only affect those concerned, but they hold back the wider community as well. This is rightly recognized in the oft-quoted slogan of 'Learning for All'.

Online resources

A summary of the Foresight project on Mental Capital and Well-being, published in *Nature*, at: http://www.bis.gov.uk/assets/foresight/docs/mental-capital/mental-wealth-nations-nature.pdf

NIACE commissioned a policy discussion paper by John Field on adult learning and well-being, available at: http://www.niace.org.uk/lifelonglearninginquiry/docs/IFLL-wellbeing.pdf

Tehran Urban Heart Project

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Introduction

The Urban Health Equity Assessment and Response Tool helps countries to generate evidence to assess and respond to unfair health conditions and inequity in urban settings. The tool was developed and introduced by the WHO Centre for Health Development in Kobe, Japan.

Objectives

1. To identify the differences between the health, health determinants and well-being of people living in urban areas.
2. To determine appropriate, feasible and cost-effective interventions to reduce gaps between people living in the same city.
3. To promote community involvement and inter sectoral collaboration in urban development

Methodology

The Urban HEART Project was conducted in Tehran on two occasions. In the first round in 2008, about 22,000 households in 22 regions of Tehran were studied, 1,000 households per region, in order to assess 42 health and SDH related indicators. In the second round, in 2011, in order to have valid indicators in 374 local areas, 34,700 households were interviewed and 70 indicators were assessed. In both studies the indicators were measured for six domains as follows:

1. Physical infrastructure
2. Human and social development
3. Health
4. Economic development
5. Nutrition
6. Governance

Conclusions

1. Community mobilization and empowerment for priority-setting, intervention and evaluation in the response process
2. Recourse allocation for different regions based on Urban HEART results by Tehran City Council
3. A Ministerial claim of endorsement of 52 health equity indicators for all 400 districts of the country

Citizens for health advocacy: Exploring options for learning in the context of healthcare reform in Hong Kong

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Hong Kong is known to have an excellent set of indicators of population health that places it in an enviable position relative to other major cities in the developed economies. This achievement comes as no easy feat given the city's crowded living condition, large income inequality, air pollution problem and limited community level participation. The desirable outcomes in population health can be attributed mainly to the twin factors of good public health infrastructure and coverage for tertiary healthcare in public hospitals at minimal charges to users. Due to continuing fiscal abundance, the government is able to sustain the city's public healthcare system in the absence of a universal health insurance system although plans for healthcare reform have been proposed and discussed continuously for more than 20 years.

On the public health front, the establishment of dedicated organizations such as Centre for Health Protection and Centre for Food Safety in recent years has given much impetus to efforts in disease surveillance, combating non-communicable diseases, health promotion and communicating health risks to the public. No doubt these developments are a far cry from the low status and low visibility that health education has engendered in the past. Hong Kong's seven million urban inhabitants can largely find assurance in health and disease at the hands of the Department of Health and the Hospital Authority respectively.

For all that has been said about the positive aspects of healthcare system performance and health policymaking in Hong Kong, there are features that warrant scrutiny and improvement. Any keen observer of health issues in Hong Kong would notice the lack of a strong voice for patients and minimal involvement of users in policy making process. The culture of decision-making being concentrated in the hands of healthcare professions and asymmetrical power relations between patient and doctors have served to perpetuate until now the ineffectiveness of realizing 'patient-centred healthcare'. While the main provider of healthcare in the public sector, Hospital Authority, has progressively adopted measures to inform users of its services and to engage with patient groups when consulting about service delivery, actual decision making processes for resource deployment and prioritization continue to be provider-led.

These manifestations at both micro and macro levels are undesirable for patient empowerment especially when the city's health authority (Food and Health Bureau) increasingly view the potential of primary care as a gatekeeper to healthcare utilization and mulls over the possibility for change to an insurance-based healthcare delivery model that will move more services to the private sector. Government policy consultation documents on health care reform speak loudly of the resource shift through slogans such as "Your Health, Your Life" and "My Health, My Life". These are obvious moves that thrust the individual into the forefront of the healthcare reform

agenda with health being regarded as a personal responsibility and healthcare services a form of consumption.

Overseas experience suggests that as a healthcare delivery system gets more complex, patients face the challenge of staying well-informed and being able to make choices. It is ironic that when more market-oriented approaches are touted as possible solutions to a system overly reliant on public funding, the city's health planners have continued to introduce in reform package for primary care a service-driven approach dominated by professionals (e.g. team-based primary care in community setting) without realizing the need to invest in user education as supporting measure. The myriads of health-related information in flashy government websites cannot give an indication of the public's usage of the information posted, not to mention whether it may actually lead to meaningful patient engagement. This observation is echoed by one major patient alliance group Alliance for Patient's Mutual Help Organizations (APMHO, 2012) who puts it this way: 'All too often, the users of healthcare are only involved as recipients of care or at the end of initiatives in a cursory way with them having no real impact on the healthcare services available'.

The city's population evidently needs more learning to become informed users and consumers of healthcare services. Health planners will also need to accommodate stakeholder advocacy of resource allocation and prioritization to fine-tune healthcare service delivery in the public sector. Unlike health education and health promotion which both gear toward knowledge translation into behavioural changes for achieving health outcomes of individuals and community, concern for health systems problems requires awareness raising, capacity building and group action. The result is a more balanced pursuit of values essential for ensuring satisfaction to all stakeholders during the health care reform process, that of official push for values of quality, choice and efficiency countervailed by access and equity from patient and user group perspectives.

This quest for a synthesis of healthcare management and community action is consistent with the concept of "New Public Health" that broadens contemporary understanding of public health practice. As defined by Ncayiyoma et al., 1995 (cited in Tulchinsky and Varavikova, 2009, p. 68), the New Public Health 'seeks to address such contemporary health issues as are concerned with equitable access to health services, the environment, political governance and social and economic development. It seeks to put health in the development framework to ensure that health is protected in public policy. Above all, the New Public Health is concerned with action'.

The kind of learning need called for by 'New Public Health' is unlikely to be addressed by the government or the market but nonetheless can provide opportunity for third sector organizations to mobilize their efforts in creating learning spaces for citizens. Against this backdrop can be raised two fundamental questions:

(a) Who can be the learning providers and what approach should the learning adopt?
(b) What are the options available for designing learning opportunities to achieve the most impact?

As a long-time continuing educator in local universities, my observation is that there is no shortage of initiatives from university departments, research centres and continuing education schools to become providers of learning in their respective areas of expertise.

Apart from assembling experts and identifying resources, program planners face greater challenges in deciding what approach the learning should take. To borrow an analysis used by Shanahan and Ward (1995), it is only when learning intersects at the point of connecting with realities faced by individuals and their community and is aimed at changing the socio-cultural and politico-economic environment can it be called 'empowering'. Other types of learning that miss the integration with life or eschew change can only qualify as academic learning, training or professional education. One must also not dismiss other possible providers of learning in the community such as health professional organizations and health-mission oriented NGOs who may adopt other approaches of learning that can reach a wider audience through the skilful use of media and promotional activities. In fact, who the learning provider is and who are the recipients of learning no longer appear to be important when considering that interaction resulting in action is what matters most.

I outline below four options for delivering learning about health advocacy in the context of a city like Hong Kong in the midst of undergoing transformation of its health care system. These options are not mutually exclusive and have respective advantages defined by the target audience it can reach, the level of participation (i.e. translation into action) it is able to elicit and the sustainability of learning effort.

Learning provider as part of change

		No	Yes
Learning for action	No	Option 1 *Information dissemination*	Option 2 *Active discussion of issues*
	Yes	Option 3 *Assisting others to make informed choices*	Option 4 *Advocating for self, group and community interests*

Adapted from Shanahan and Ward (1995)

Option 1 includes initiatives designed to inform citizens about health care reform proposals as well as the academic study of health care system performance, its management and financing. Main providers of learning are the city's health authority and the two university public health schools. The aim of learning is to disseminate information or to increase the stock of knowledge but it does not normally bring about critical understanding of the subject matter. This learning option hopes to arouse and maintain interest among the wider citizenry to enable policy process of healthcare reform to get going. In the same vein, academic programs (e.g. MPH) merely educate health care professionals on possible models for changing current system of healthcare delivery and practice. As such, the learning molds conformity and learning providers stay detached from the thinking and aspirations of the community.

Option 2 takes place when an NGO, a health professional association or any other concerned group takes the initiative to lead citizens in discussion about implications of healthcare reform or on current healthcare themes. Methods used may include press conference that can lead to wide media reporting and then becoming a focal point of attention for citizens and the community who are normally issue naïve and shy. The learning outcome is not action but a capacity to articulate views and justify them. This

option can work particularly well in a city like Hong Kong where the population is minimally engaged with public issues but does have intense exposure to all forms of media. The downside is that learning may be brief and difficult to sustain.

Option 3 is related to health advocacy on behalf of patients, their families and other affected parties. In the highly market-oriented and insurance-based healthcare system of North America, health advocacy is a specialist function. Hong Kong will be nowhere near that state even with the pursuit of more privately provided healthcare services in future. However, the same learning that a health advocate receives in advising about healthcare issues, insurance schemes, continuum of care in clinic, hospital, institution, rehabilitation and home settings would prove equally useful to frontline social workers, nurses, health professionals who are entrusted with the responsibility to support patients and their families, especially with the emphasis placed on primary care in community settings. The future landscape for healthcare will certainly look very different and without someone to help them cope with the change, patients and their families would not fare well even under a well-intended reformed healthcare system.

Option 4 represents informed understanding of issues coupled with the capacity to take action. Learning subjects are themselves also learning providers as this option is normally pursued by patient groups with an interest to sustain their cause. The APMHO, which is a member of International Alliance of Patients' Organizations that advocates 'patient-centered healthcare', is one prominent example in Hong Kong. This group has active lobbying interests in resource allocation for select hospital service areas, funding of new pharmaceuticals and improvement to service delivery. It must be appreciated that a vibrant discussion of health care reform issues would require participation of stakeholders in both health and disease and hence the voice of organizations like APMHO is important.

In the end, there is likely to be a strong correlation between understanding how healthcare reform affects stakeholders' interest and their inclination to act that would also determine the very existence and development of groups promoting health advocacy for themselves and others in the community. This in turn will shape the eventual character of health system design in Hong Kong with important bearings for the health of the city's population.

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2.4. Social Issues and Practical Solutions

Introduction

Learning to Become Inclusive Cities – the Social Dimensions

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The world is become urbanized. More than half the world's population is now urban. Many more Asians are now living in urban habitats than rural. Large Asian countries - China, India, Indonesia - already having nearly half of their populations in urban areas. A similar trend is occurring in Sri Lanka, Bangladesh, Pakistan, Malaysia, Philippines, Vietnam etc. Australia, New Zealand, Japan and Korea were already well urbanized some time ago.

Towns and cities have thus become the place of living for a majority of Asians. Cities are hubs of economic activities; they are centres of trade and commerce. Cities offer vast educational and cultural resources. Cities are now driving the economies, employment, life-styles and culture. Cities are the future of many societies now.

Millions arrive and live in these cities. Some have arrived in search of livelihoods; some others have been driven away by poverty and hunger in their villages. Some are refugees from persecution and war. Many migrate to cities in search of more modern life-style, education, health care and entertainment.

Yet, cities are becoming increasingly exclusionary. Property values in central parts of cities are rising astronomically. Land ownership patterns are concentrating wealth in the hands of the very few. Municipalities and city governments are unable to cope with this enormous growth. Their financial resources are inadequate to provide basic services to all city-dwellers, all 'citizens'. The cities are, therefore, trying or at any rate tending to create zones of affluence and margins of deprivation. In order to compete globally, cities are trying to attract investments, corporates, professionals, etc. The city governments are therefore displacing the poor and homeless away from city-centres into the peripheries.

The leadership of Asian cities needs to recognize that density of populations in cities will continue to increase. The poor and new immigrants in the cities also contribute to city's economic life. They are the vendors, service-providers, construction workers, maids, drivers, rickshaw-pullers, rag-pickers. They work for and in the city. Their labour and work contribute substantial fuel to the economic engines of the cities.

Yet, they live in informal settlements, in slums and shanty-towns, in distant peri-urban locales. They do not get access to water, sanitation, transport and health care; their children do not get access to good quality education. The youth of such families become ghettoized and gradually criminalized. Alcohol and drugs take over their lives.

They do not find meaning in their life in the cities; they lack a sense of identity and belonging to the city. They feel excluded, as if they do not belong to the city.

Cities need to learn to include such urban households in their mainstream. Cities need to have an approach to urban planning that is inclusive for all, and can provide secure shelter and meaningful livelihood for all city-dwellers. Education and lifelong learning are critical for the inclusion of all city-dwellers in the life of the cities. Cities' business communities need to learn that the inclusion of all is essential for the long-term growth of their businesses and profits. Municipalities and their political leaders need to design taxation and service policies that do not discriminate between the basic needs of any citizen. City governments need to encourage and enable a transparent and accountable governance system where all citizens participate actively. All those who live in the city should feel that they have equal rights and common duties as citizens.

Therefore, the social aspects of 'learning to become inclusive cities' become especially crucial in 'learning cities'—not just any types of learning, but learning to become inclusive cities. The following set of questions can guide deliberations around social aspect of 'learning to become inclusive cities':

1. How is socio-economic diversity in composition of city-dwellers taken into account in planning of cities, their infrastructure and services?

2. Do cities have mechanisms to continually integrate new immigrants into the services and provisions of the city?

3. What kinds of mechanisms exist to include the needs of different sections of city-dwellers as they vary with occupation, ethnicity, age and gender?

4. What mechanisms exist for transparent and the timely sharing of information about the emerging policies and programs of city governments?

5. How do citizens interact with city government councillors, mayors and officials to ensure 'downward' accountability?

Many other questions can be asked in this regard, to focus attention on the social aspects of 'learning to become inclusive cities' in Asia.

Social inclusion & local governance in Indian cities

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India, the Country

India, in South Asia, with more than 1.2 billion population is world's largest democracy. It is seventh largest country in area, 10th largest economy and 3rd largest country in terms of purchasing power parity. It is a parliamentary federal republic with multi-party system in its 28 states and 7 union territories. India is pluralistic, mutli-lingual and multi-ethnic society. India has the world's largest Hindu, Sikh, Jain, Zoroastrian, and Bahá'í populations, and has the third largest Muslim population and the largest Muslim population for a non-Muslim majority country. Traditional Indian society is defined by social hierarchy. The Indian Caste System, though weakening, still embodies most of the social stratification and many of the social restrictions found in the Indian subcontinent. In fact, poverty and social exclusion, may scholars argue, has its roots in country's historical divisions along the lines of caste, tribe and gender (woman). It has also contributed to rising inequalities in the country despite very high macro-economic growth. This exclusion and inequality has not been limited to rural India only. Urbanization process in India also reproduces inequalities that exist in larger society. Actually urbanization compounds inequalities through its exclusionary settings (such as slums) and inclusionary barriers (informalities of cities).

Urban India - new realities

More than 377 million people or 31.2 % of Indians live in 7935 (statutory and census) towns and 475 Urban Agglomerations[1]. For the first time in India, absolute growth in urban population is more than the rural population. Seven states of the country are already urban majority while many more states would sooner have more urban population than their rural population. Despite on-going politico and academic debates over underestimating poverty indicators, current official figures suggest that over 80 million people in urban areas are absolute poor; more than a quarter of them live in slums. Informal settlements, informal livelihood, homelessness, social insecurity and threat of man-made and natural disasters are part and parcel of city lives in India. Faster urbanization of Indian population and social problems are new realities.

As per 2011 census, there are 53 million plus cities in India and about half of urban population live in these cities, indicating unequal spatial distribution of urban population across the country. Such a skewed distribution of urban population also indicates the enchanting pull of the faster growing markets. This in turn promotes increasingly concentrated migrations to the megacities. Migration influx to megacities results into increasing pressure on urban infrastructure and so, further worsening of exclusions of poor and marginalised in these cities.

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[1] Census of India, 2011. Various scholars argue that urban population figures are gross underestimate of actual urban population.

Unorganized and uniformed citizens

Citizens from all parts of India migrate or have migrated to the cities in search of better lives for individuals and families. They settle in cheaper informal settlements to start their journey into the informalities of cities. The never ending journey of city life starts as individual or family being. Unlike village communities having shared socio-cultural and economic roots, most of city dwellers have different historical roots. History does not help them in remain united and urban present (challenges) keep them disconnected. Urban poor in most cities are unorganized and so, lack community feelings and supports. They lack individual and community identities. Information about services and rights are not available to them Lack of community collectivities coupled with ignorance about their rights and responsibilities make urban poor more vulnerable. In cities, individual voices remain unheard and community voices have yet not been effectively strengthened.

Rural focussed Political Class

In democracy, political parties are supposed to be the guardian of poor and marginalised ones. But despite the fact that urbanization is growing very fast in India, political classes still concentrate on about 70% of rural voters. They do focus on pro-poor rural policies and programmes. But in case of cities, it seems that most active middle class gets more political attention. Unorganized and uninformed urban poor in slums and other poor pockets of cities are easily 'captured' or manipulated by the political parties. It is true that urban issues have not been mainstreamed into Indian politics, which literally decides on destinies of Indians.

Inexperienced Bureaucracy

For Indian political class, urban is electorally secondary to the rural. Thus all hopes lies with powerful Indian bureaucracy and technocrats, who significantly influence policy-makings. But India has traditionally been focusing on rural development and so, the learning and experiences of Indian bureaucracy are limited to rural governance and rural development. Majority of current urban policy makers and bureaucrats in fact have rural expertise and rural experiences. Thus bureaucrats and policy making technocrats play in the hands of market and vested interests. Markets are more informed and so, easily manipulate politico-bureaucratic executives.

Weak Local Government

The 74th Constitutional Amendment Act (CAA), 1992 was enacted in 1993 to establish elected Urban Local Bodies (ULBs). These bodies were expected to strengthen citizen-centric urban development planning and also improve the quality of the urban environment, provide services in a more responsive and effective manner, and enhance participation of local stakeholders in decision-making processes. Planning Commission of India in its national report also admits that

Urban governance today is characterised by fragmentation of responsibility, incomplete devolution of functions and funds to the elected bodies and ULBs, unwillingness to progress towards municipal autonomy, adherence to outmoded methods of property tax and reluctance to levy user charges. State governments

continue to take decisions on such matters as rates of user charges, property tax, octroi, role of parastatals in water supply and sanitation services, etc., with little reference to the ULBs that are affected by these decisions. Far from strengthening the constitutional role of the elected ULBs, such developments only reinforce the perception that ULBs are subordinate entities under the day-to-day control of the state governments, beholden to them not only for the development of the cities but often for their very survival.

Even after 20 years of the constitutional amendment act, the mandated institutional mechanisms (District Planning Committees and Metropolitan Planning Committees) are still non-functional. The bureaucratic top-down approaches of developing Master Plans of cities are unrealistic and in the interest of rich and powerful ones. The majority of ordinary citizens are not even aware of preparations of the Master Plans and those who are luckily aware, unfortunately have no space for voicing their concerns and needs.

Indifferent civil society

Indian Civil Society has primarily been concentrating on rural poverty and rural issues. No doubt it has made significant contributions to bring positive changes in rural lives. But unfortunately Civil Society in general remained disconnected from urban issues and challenges. PRIA's own experiences suggest that not even 1% of CSOs would be active in urban areas even though many of them may have their offices in cities. This ignorance and indifference of civil society may not be deliberate but it has adversely affected ever-increasing urban poverty and urban complexities. Civil society highlights policy issues and finds simple solutions to complex problems. But its absence from urban arena results in absence of supports to social needs and pro-poor practical solutions.

Economy overpowering sociology and cities' new bane of social exclusion

It is a fact that Indian cities now drive Indian economy[2]. But it is also true that cities are driven by informal services rendered by people living in the informal settlements. Economies and amenities in cities trap ever-increasing numbers of migrants into a vicious social cycle of exclusion and perpetual marginalization. It is sad and paradoxical that in the economic booms of cities those benefitting from it do not recognize and reciprocate for the social and economic well-being of the urban poor. In the name of city beatification drives, poor are often evicted from their settlements and 'thrown' out at the periphery of cities without any thought about their livelihood protection and advancement and their social securities.

Thankfully social exclusion in villages is reducing, but it seems nationally that social exclusion follows a mathematical equation in the sense that day by day social exclusion in Indian cities is increasing. Policies and programmes are made for serving economic interest. Central schemes such as JNNURM and RAY have failed miserably so far due to parochial political interests and incompetent implementing mechanism. It is an irony

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[2] The report2 of Steering Committee of Planning Commission estimates that contribution of urban sector to India's GDP will increase from current 62-63% to 70-75% by 2030.

that despite alarming reminder from city of Detroit, the HPEC[3] of Government of India proposes to create 87 million plus cities in the country by the year 2030. Hopefully these cities will inflate macro-economic indicators but if current trends persist, these cities would become national hubs of social exclusion and urban poverty.

Collectivization, Mobilization and Informed Engagements of Citizens and Strengthened Local Governments

A very large numbers of poor and informal workers, living in slums and other poor/informal pockets, are deprived of basic services such water, health, education, sanitation, and legal protection. Absence of social cohesion and collectivization processes often frustrates individuals and families who keep fighting lone battle of survival in cities. PRIA's experiences over past a decade or so suggest that unless poor are organized, mobilized and engaged with service delivery agencies and policy makers; situation is not going change favourably. Urban Local Bodies are most proximate and most potent institutions of government in addressing urban issues. Partnership between vibrant Urban Local Bodies and organized and informed urban poor would be able to effectively arrest increasingly exclusionary urban growth and urban poverty.

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[3] High-Powered Expert Committee for Estimating the Investment Requirements for Urban Infrastructure Services (HPEC), Government of India, 2011

Challenges of ageing issues in an Urban learning city – some reflections from Singapore

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Abstract
The world's population is growing and ageing. With higher life expectancy and better health care information, more people are moving into urban cities to enjoy affluent lifestyles. City living has its host of social problems as well as meaningful lives. Singapore is a microcosm urban city with its unique problems and its lifestyles of fun living and learning. It is taking challenges as opportunities for re-thinking of social developments to benefits its citizens.

1. Introduction

The world's older population is projected to grow from present 800 million (about 11% of the world's population) to over 2.0 billion by 2050 (about 22% of the world's population). With half of world's older people living in Asia, Singapore has one of the fastest ageing populations in the world. By 2050, 38% of its people will be over the age of 60, and it will be fourth oldest in the world – after Macau, Japan and Korea. It is due to increasing longevity, declining fertility and better healthcare information.

Singapore is a unique microcosm example of an urban society needing to expand in order to survive. It is a unique harmonious multiracial, multicultural, and multi-religious society of four major races - Chinese, Malays, Indians, and Eurasians. It is also an ageing society which, unlike bigger countries, has no hinterland to attract immigrants. The government's White Paper on population growth is being debated by citizens; when Friedman (2009) has perceived that every developed country in the world will be 'fighting' for talents by 2030 as a result of demographic change of falling birth rates. New immigrants are required for economic sustainability.

It is against these backgrounds that this paper will look at two issues of Singapore's active senior citizens' living and learning in this early 21st Century. It will discuss the challenges of (a) Population growth and community living; and (b) lifelong learning and a knowledge economy.

It is hoped that this paper will give insights into how an urban city is managing its changing population and demographic landscapes, while maintaining its social and economic growth in an efficient living and learning environment.

2. Population growth and community living

With a fast ageing population, Singapore will have challenges attracting talented immigrants. Singapore is tackling this problem now with its White Paper on 'A Sustainable Population for a Dynamic Singapore' (www.nptd.gov.sg) for population

growth by 2030. The National Population and Talent Division (NPTD) had actively sought views and suggestions to the white paper, and feedbacks are classified into three themes (www.population.sg); namely:

a) strong and cohesive society (marriage and parenthood; Singaporean abroad, immigration (and integration and identity)
b) vibrant and dynamic economy (economy and workforce; cost of living, social support)
c) high quality living environment (livability, environment and planning)

However, Singapore senior citizens' concerns with population increase are their efforts to sustain existing social lifestyles with safe, clean, and fun living; and to maintain the purchasing power of their limited savings. However, assurances have been given that population increase will be calibrated to ensure minimum discomforts to citizens.

As of 2008, there are more than 300,000 persons who are aged 65 years and above in Singapore.

The number of persons aged 65 years and above will escalate from 8.7% in 2008 to about 19% of our population in 2030 (MCYS, 2008).

In the recent National Day Rally 2013, the Prime Minister had announced policy changes to housing, rebuilding, health, and education issues which - to many senior citizens - are addressing their ageing concerns in the long term. Some strategic shifts in policies (www.pmo.gov.sg) are:

a) on housing: enhanced grants to help citizens, especially older citizens to own their flats.
There is also the new 'Enhanced Lease Buyback Scheme which is an additional monetisation option to help low-income elderly households in smaller flats to unlock part of their housing equity while continue living in their homes, and receive a lifelong income stream to supplement their retirement income' (www.hdb.gov.sg);

b) on education: there will be a revamp of grading primary school students to help them to holistic and creative learners. Every school going students, including studying overseas and home-schoolers, will be given Edusave accounts (www.moe.gov.sg);

c) on health: public health schemes will be revamped to cover all Singaporeans for life, including those with pre-existing illnesses, so that 'the pioneer generation will never need to worry about healthcare in old age' (www.moh.gov.sg); and

d) development of recreations facilities and parks to enhance the Garden City image.

The positive side of an older population is that The Silver Economy Index which measure silver industry market potential, has ranked Singapore as the third out of 15 Asia-Pacific Countries as market potential [Hong Kong SAR will be first, and Australia is the second] by 2017. The total silver industry market is worth US$3.0

Trillion dollars (by 2017) for the region in terms of products and services and Singapore is a potential market opportunity for healthcare, eldercare, financial products, education, wellness, real estate, recreation, and more (www.ageingasiainvest.com). Singapore's urban and educated population is sitting on a 'silver mine', as its senior citizens can withdraw their retirement monies from their Central Provident Fund at age 55 to act as basic financial sustainability.

Communities Living

In Singapore, communities living means harmonious living sharing life experiences and wisdom. For social networking, most citizens contact Residents' Committees (RCs; www.pa.gov.sg). Currently there are 572 RCs and 13,700 RC grassroots leaders to promote neighbourliness, racial harmony and community cohesiveness amongst residents within their respective RC zones in public housing estates.

Run by residents for residents, RCs also work closely with other grassroots organisations and various government agencies to improve the physical environment and safety of their respective precincts. It provided an avenue for residents to step forward to contribute to the well-being of their neighbourhood. NGOs (non-governmental organisations) also provide activities for senior citizens. For social networking with an international perspective, the Universities of the Third Age (U3As; www.worldu3a.org) which are communities of learners coming together to share their life experience, skills and knowledge in an informal way of networking. Such sharing will provide development learning of citizens as a lifelong learning process. The U 3rd Age (www.u3a-singapore.com) founded by this author, to support and encourage lifelong learning of senior citizens.

3. Lifelong learning and knowledge economy

Investment in human resource development is a crucial factor for a successful learning city. The government budget for education is US$9.2 billion (S$11.6 billion; www.singaporebudget.gov.sg for the current year to prepare youths as the next generation of lifelong learners, and to improve the country's KEI (World Bank's Knowledge Economy Index) which was ranked 23rd out of 145 countries in 2012 (www.siteresources.worldbank.org).

For adults learning, there is a Lifelong Learning Endowment Fund of US$2.9 billion (S$3.8 billion) to upgrade skills and job knowledge, and encourages unemployed to be employable. However, the amount allocated to non-working senior citizens is not attractive for them to participate in the scheme. As Jarvis says:
'access to learning – and consequently learning achievement – is highly inequitably distributed in all societies'. To senior citizens, the national lifelong learning theme is for employability of workforce, to build 'thinking workers and a learning workforce', leading to a 'Learning Nation'.

The Workforce Development Agency (www.wda.gov.sg) has endorsed training programmes designed for senior workers to sustain employability. However, workplaces changes because of evolving technology, and new learning has to be done. One solution is to encourage more self-directed learners through motivations, and autonomous learning (Confessore).

In the creation of knowledge economy, two thirds of growth between 2000 -2007 came from knowledge intensive sector of the economy (Smith, 2013). Singapore learners generally know more than one major language because of its multiracial living, and this gives them an edge in creation of knowledge economy. The indigenous knowledge and its cultures are creativities of learning cities; abilities to forge such holistic knowledge with Western's preference for scientific studies will contribute to the knowledge economy.

Lifelong learning for senior citizens is experiencing zest for life. In a national survey done in 2008 (MCYS, 2008), senior citizens preferences for learning are in: spiritual growth (metaphysical learning such as Bazi, fengshui, core health quantum, etc); and in computer and financial literary, foreign languages (9.3%). Is such a trend common because of a burst of spiritual interests in the (older) population today?

4. Conclusions

The 21st Century has caused demographic changes to nations; with rural citizens finding it necessary and attractive to stay in cities to benefit from its lifestyles and economy. With the rise of the Asia Century, and the Eastern-driven globalization, senior citizens will find that their roots in cultures and religious and philosophical traditions can be shared.

Urban living has caused Singapore citizens to be ranked both and 'most unhappy' and 'happiest' people. It is ranked 'most unhappy' in the world in terms of work environment (International pollster Gallup, 2011); and 'Asia's happiest' in terms of lifestyles living (Yahoo online survey; 20 March 2013).

Like most senior citizens worldwide, their job opportunities make them feel that their talents and experience have not been fully utilized although they are encouraged to work beyond age 65 if they can. As Asians, they do not complain, knowing full well that it will end nowhere.

Singapore will attract the talents it needs through development of good social facilities, meritocracy governances and motivation self-directed learners. Advanced technology in audio, video, and online tools are getting affordable and easier to use, and this makes 'learning to unlearn and to relearn' (Alvin Toffer) important.

Singapore's senior citizens are taking responsibilities of their own learning in order to refine themselves and lead fulfilling life. To them, learning is to be fully human since human beings are not born fully human; this is in line with Confucius tradition (Merriam; 2007). Senior citizens have their own views of the world, and will deny any evidences to change their original thinking because of their emotional fear of changes. They would like to wake up in the morning – have a cup of hot Earl Tea or 'kopi-o' (coffee without milk) – without worrying too much about changes. They hope for stability in economic certainty with minimum transformation or changes. To them, lifelong learning is like breathing; we need to breath in order to stay alive.

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A Different Way for Women to Cope with the Ageing Society: Post-formal Thinking Approach

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Ageing Tide

Ageing population and low fertility have deeply and widely affected the world. This global phenomenon has become a dominating concern in the twenty-first century even though not every region in the world experiences this demographic change at the same rate (Bond, Peace, Kittmann-Kohli, & Westerhof, 2007). Along with the ageing population and the on-going decline in fertility, the increasing longevity also brings about many new challenges. All these changes will impact upon all aspects of human life – from family composition, living arrangements and social support to economic activity, employment rates and social security (Bond, et al, 2007). Taiwan, not exceptionally, is influenced by this greying tide.

Dilemma for Women in the Ageing Taiwan Society

In fact, the speed of ageing of the population in Taiwan has topped the list in the world (Lin, 2011). Many researches and studies have been working on the related issues and are expected to make the best preparation to cope with this global challenge. Among these concerns, there seems to be little attention on some adult females who are forced to retreat from the employment market, partially or wholly, just because they become the major family caregivers to their ageing parents, or even their spouses. In the past, women were considered not so educated and less economically independent in comparison to men. So the home caring responsibility was frequently related to women.

However, along with the women's movement and economic development, females have contributed at least about 50% manpower to the employment market for the past two decades in the developed or developing countries (Directorate-General of Budget, Accounting and Statistics, Executive Yuan, 2012). To these women, caring for their ageing or aged family members sometimes means "sacrificing" their professional career development or even worse, they might feel they are "giving up" their egos. Some scholars have noticed that there should be some measures taken and policies made to set up a good caring system for the senior population. Or there are papers proposed to call for attention to those care givers in the medical industry. But there are few, if ever, efforts put on those family care givers.

One point is that here in Taiwan the Confucian culture has great emphasis on the filial piety. Adult women always take this caring responsibility as part of their piety and have no right to ,or ought not to, confide this responsibility to other people like nursing homes or caring organizations. On the other hand, the small or core family structure nowadays in Taiwan has deprived the women of the support from other family members like they used to have in the old days. As Wang (2011) stated that under the impact of Confucian family-hood ideas, some domestic caregivers always face their egos are gradually eaten away during the process of caring their ageing family.

Post-formal Thinking

People often see this new era, 21st century, as an age of creativity according to the improvement in a lot of areas, no matter in technology, liberal arts, or some other categories. However, people now often feel incompetency or inadequacy while dealing with their daily life. Earlier theories or researches about learning put the foci mostly on the formal education or learning before people really move to their daily life. It seems that adults could have acquired enough knowledge and skills to cope with their life only if they finish their 'hierarchically structured, chronological graded' education. Then some scholars found this and we have non-formal and informal learning. And we have andragogy. As Leadbeaer (2000) indicated, the point of education now should not be inculcate only a body of knowledge, but to develop capabilities: the basic ones of literacy and numeracy as well as the capability to act responsibly toward others, to take initiative and to work creatively and collaboratively, and the most importantly, the ability and yearning to carry on learning throughout their adult life. Adults should conduct more learning no matter while they are in the community, at home, in offices, in their own kitchens and etc. They should learn in the contexts where knowledge is deployed to solve their problems" and add value to their lives. Now we assume that the person is a learner (Jarvis, 2010).

So, how adults respond to the shifts in the contemporary society? It's easy for people to say the key feature of the shifts is 'change and uncertainty'. Edwards et al. (2002) has highlighted that change and adaptation to change are the watchwords for adult learning. One of the most important emphases unique to the Piagetian approach to cognitive development and learning is also that 'adaptation' of the organism. The underpinning of Piagetian and neo-Piagetian theories is the 'adaptive nature' of cognitive development. The most important adaptive process rest on the activities of *assimilation* and *accommodation* (Sinnott, 2008). Adults, as opposed to children and adolescents, need to adapt to their everyday life, a life filled with changes and uncertainty. To cope with these complexities, formal operations, which are only geared for the solution of closed system, well-defined problems, seem to be not enough. Adults need to keep a consistent sense of 'self', to form close relationships with others, and to find meaning or transcendent value for life and death (Sinnott, 2008). Adults need to cultivate post-formal thoughts, which enable them to be aware of paradox in their daily life, to foster relativistic thinking, to accept contradiction as a basic aspect of reality, and even to help understand the 'higher' meaning in life in the cognitive language.

Let me use a revised diagram to show how a post-formal thinking process might affect our way to face our daily life.

Diag 1: Comparison of concrete operations, formal operations, and post-formal operations on two tasks
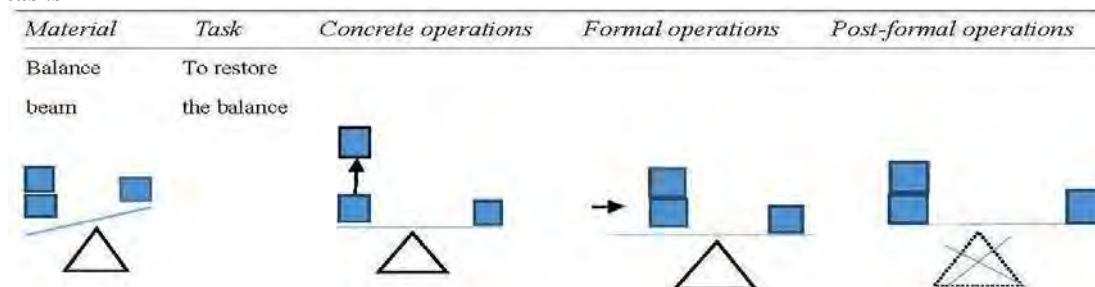
(Revised from the table in Psychology and Adult Learning, p.61.)

Post-formal Learning Perspective

As Martin Seligman mentioned that in this hustling age, positive psychologists should "make normal life more fulfilling", rather than merely treating mental illness" (Compton, 2005). This paper argues that there should be some chances or opportunities for female adults to learn about how to face the new challenges along with the greying tide. Post-formal thought can be taken as one of the ways for them to learn to "adapt" to this coming brand strange stage of human life. And adults can learn, as Sinnott (2008) defined, a dance of adaptive adult transformation. Adults can learn their own steps (i.e. to know themselves), to learn to dance with others (i.e. to thrive in an interpersonal milieu), and to find meaning in the dance (i.e. to address existential questions and find meaning in their own lives).

Within the cultural context, female adults might assume more possible family care for this greying era in Taiwan. Post-formal thinking approach could be one perspective for them to adopt while they take more caring responsibility for their ageing family members. And along with the caring process, they can learn to lead their life in balance, both the physical and mental parts. They learn to see "within" themselves, as Positive Psychologist Tal Ben-Shahar once said in his opening speech for the course in Harvard. While they see within, they will realize what they are doing is not only something required or demanded by their environment. They are doing something responding to their inner calls. Then they know they are not just sacrificing for their family for the filial piety but they are learning to live a better life for their own ageing future. Then they should be, and will be, happier.

Implications for the Future

As Wang (2011) argued in his article, what we are promoting here is to transform the traditional Chinese notion of "family caring." Taking good care of family should not be defined as the good attribute of a Chinese woman. As mentioned above, Chinese women tend to take all the caring duty of their family as part of their ethical responsibility. But along with the ageing population and changing family structure, the long-term caring has become such a huge burden that no one, of course not any women, should take it by themselves. In contrast to as an ethical responsibility, caring of the family should be an option, not an obligation.

Perceived from the Post-formal thinking approach, the aging society can also be a new opportunity for the female adults in Taiwan. While the government in Taiwan adopts the notion of 'aging in place', there is growing awareness of the need of support and service for those family care-givers. However, the key for those supporting services, no matter from the government or from the private organizations or associations, to reach those family care givers is the family care givers' willingness to employ these resources, to ask for help (Chen & Wu, 2006). So, learning becomes a crucial task for adults to fulfil. If we see learning from individual perspective, post-formal thinking enable adult women in Taiwan to learn to adapt their new roles in a more balanced way. There are ways for female adults to learn to cope with the physical loading and emotional pressure of caring through post-formal thinking procedures. If we see learning from the macro perspective, these women with post-formal thoughts would be precious human resources while coping with this greying tide in the 21st era.

Diag 2. Post-formal Learning Procedure Diagram
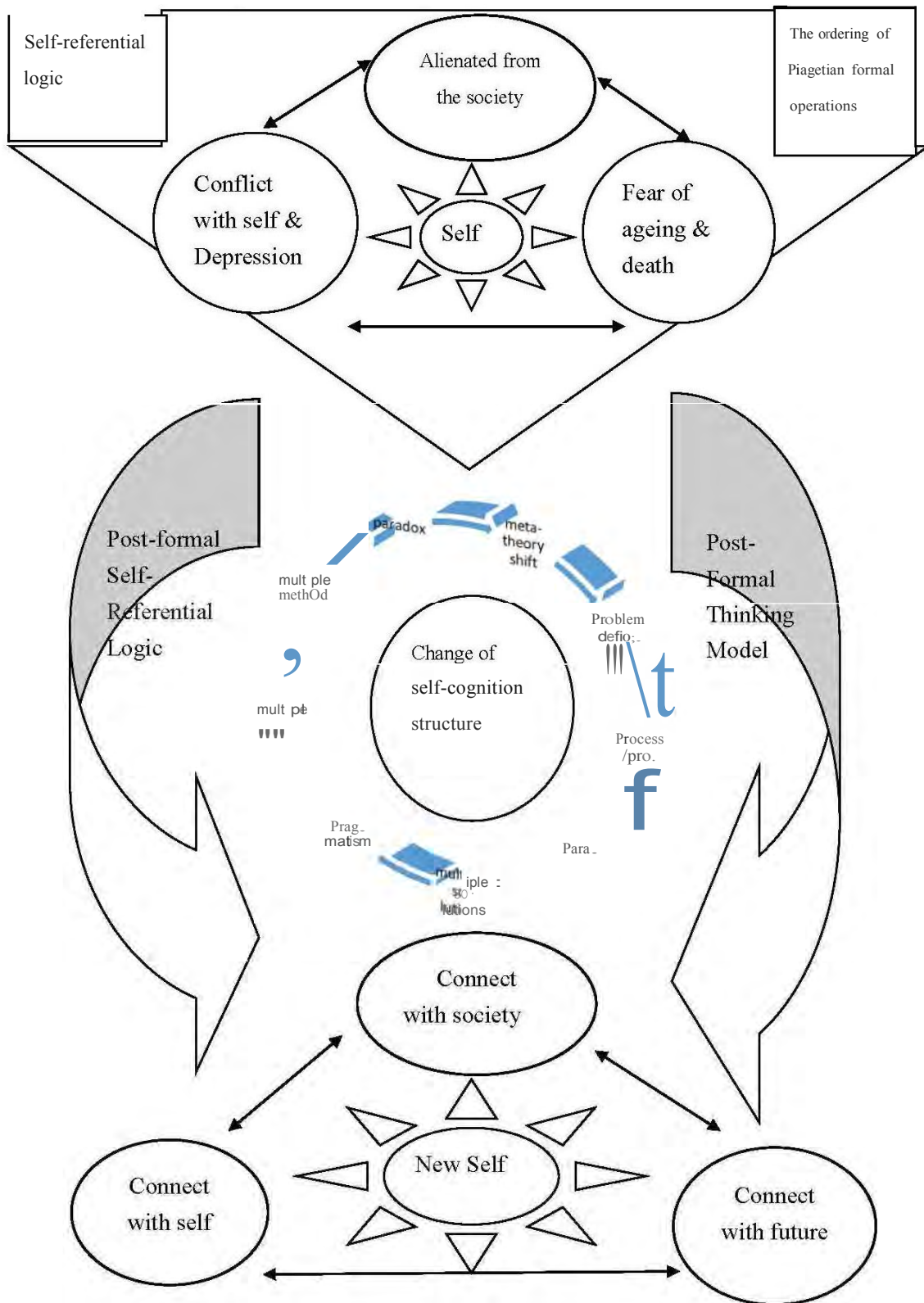
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Problems and Learning of Elderly in East Asian Countries and Regions

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If we compare the percentage of people over 65 years of age in Japan, Taiwan, Hong Kong, Singapore, Macau, Korea.We find that Japan has the highest rate with 24.1% followed by Hong Kong with 15%, Taiwan with 11.25%, Korea with 11%, Singapore with 10% and Macau with 7.2%. According to the UN definition any country with a population of 65 year olds over 7% is classified as having an aged population. In Japan this large percentage of over 65 year olds has created a number of serious social problems.
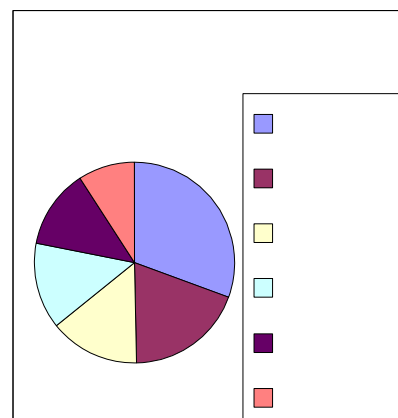
Only a small percentage of them have financial security, they require more medical care, they have more falls resulting in broken bones, because of limited finances and the high cost of food they suffer more from malnutrition, they have more mental illness because of loneliness, boredom and lack of social support because of the cost and difficulty of them to travel to visit family members.

These problems to a greater or lesser degree occur in all other aged populations. The solution to these problems is difficult and expensive to solve as families are more mobile and have to leave their home towns in search of suitable employment.

In Japan

Japan started the senior university program for senior citizens to help improve mental and physical health by providing stimulating activities and providing education programs which make them more aware of the importance of a healthy life-style. In remote areas they have set up AMA (海士) central library for the elderly, surrounding the building in more beautiful settings with trees and park land. The central library opens up a world of reading and learning for the senior citizens. Abandoned schools have been converted into learning and social centres where the elderly can get together, be stimulated mentally, enjoy social activities with other people, have a meet place, talk, play games and enjoy themselves.

In Hong Kong

The Social Welfare Department of Hong Kong has started using An Opportunity for the Elderly Project since 1998. These are Social Service Centers designed to offer lifelong learning projects for the elderly. There are social workers involved who encourage and help the community learn to look after the elderly. The Elderly Commission has set up Elder Academies offering credit-bearing and non-credit bearing courses for those who

are 60 and above, aiming to empower the older adults and to improve their self-esteem by lifelong learning.

In Taiwan

They have established Taiwan Happy Elderly University for the over 55 year olds offering courses they can study with other students on 80 week long programs. They have also established networks using the internet to offer programs designed to interest and help educate the elderly on proper use of medicine and health needs and for the equality of rights for women. Since the year 2011 they have offered a special program on the fourth Sunday of August called Grand Parents Holiday where the elderly, can come together with their families and the community, where the old, young and children can interact and have fun. Activities are specifically designed so everyone can have fun, get together, have challenge and healthy recreation.

In Macau

Macau government policy is to support lifelong learning. They have identified three elements: adult education, on-the-job training, and the culture to 'read'. They are trying to create a learning society. The government has set aside a special fund where everyone has been allotted a sum of 5,000 patacas which can be drawn on for learning projects or learning activities. They have also established a Civil Education Project especially for young people to protect, respect and look after the elderly. It is designed to try and eliminate society's generation gap and build a more homogeneous community. They are using social media to promote this activity.

In Korea

In 1999 Korea initiated the Life Long Education Act. It has become to other countries a reference index for them. They have started vocational, technical, and professional education and training; education for the use of leisure time, and for the maintenance of mental and physical health; education for the aged through Jang Soo School; education for home and family life, community development, rural professional, and labour education through the New Community Movement; liberal adult education through short-term training programs; and women's adult and continuing education through the woman's Study groups.

In Singapore

The government has strongly upheld the belief that familial support of the elderly is the ideal. Approximately 85% of Singaporean elderly live with at least one child. Lifelong education opportunities are made to all members of the community. People are encouraged to return to school, training centres or universities to study. Courses are created so that people are better able to look after themselves in their later years. New learning courses will be created so that people can learn about health, cooking, gardening and other leisure activities. People with skills will be encouraged to share their skills and knowledge with others through volunteer services.

In China

In China, there is a government body called Committee for the Older Persons that started in the 1980s. They have established social centres for the elderly and special centres for the retired government officers.

Till the 1990s, when government promote community education and lifelong learning in China, many community universities and elderly universities (all non-credit, just use the name of university to give pride to learners) were established.

Till 2000's, follow the economic growth in China, even private institutions started to involve in the learning business of the elderly, (especially in more rich cities).

In Jiangsu province of China, they have started the Jiangsu Youth and Senior University which is funded by private enterprises. They work in partnership with the established university to provide education courses for the elderly to learn English conversation as well as courses in video processing and video production, yoga, and opportunities to participate in Opera performances. These courses are also being put on the web to increase the opportunities for senior citizens to learn.

Conclusion

There is still a long way to go, but this has been a very good start. As the countries learn to cooperate more and share ideas better, more programs will be formulated to better achieve the goal of providing programs that will help solve the problem of providing for the elderly. This is every country's problem and will require united effort.

Tamarack – An Institute for Community Engagement

Liz Weaver,
Vice President

Despite investments by all levels of government and community organizations, poverty has remained an intractable challenge in Canada. In the late 1990s, an action-learning experiment called Opportunities 2000, tested whether a broad cross-section of community partners could work collaboratively to move 2000 individuals out of poverty by the year 2000. While this group did not ultimately reach their goal, more than 1600 individuals were able to move from social assistance into the workforce.

This approach of bringing together business leaders, local government officials, non-profit leaders and citizens with the lived experience of poverty intrigued The J.W. McConnell Family Foundation. The Foundation joined with the Caledon Institute of Social Policy and Tamarack – An Institute for Community Engagement to initiate Vibrant Communities Canada.

To generate significant reductions in poverty, sponsors and participating communities developed five core principles to guide these:

- *Poverty Reduction* – a focus on reducing poverty as opposed to alleviating the hardships of living in poverty

- *Comprehensive Thinking and Action* – addressing the interrelated root causes of poverty rather than its various symptoms

- *Multi-sector Collaborations* – engaging individuals and organizations from at least four key sectors – business, governments, non-profits organizations and low-income residents – in a joint effort to counter poverty

- *Community Asset Building* – building on community strengths rather than focusing on deficits

- *Community Learning and Change* – embracing a long-term process of learning and change rather than simply undertaking a series of specific interventions.

(Evaluating Vibrant Communities 2002-2013. Jamie Gamble. pp.15-16).

Over the next ten years, thirteen cities joined the learning community and worked collaboratively to reduce poverty within their cities. The results of this collective effort were significant. Together, the cities were able to increase the assets of more than 202,000 Canadians. Over 164 poverty reduction initiatives were started or completed during the ten years including efforts focusing on income security, food, affordable transportation and housing and early childhood education. During the period, the cities were also able to influence over 53 substantive policy areas at the municipal, provincial and federal levels.

What was unique about this effort was the connection between local efforts and the building of a national learning community. An evaluation of building a connected learning community netted some important results for reducing poverty in Canada.

This report concludes that the national supports were a good investment in money, time and energy. Supports were important to Trail Builder's local poverty reduction efforts, and as community dialogues around poverty gained momentum, supports helped consolidate local awareness and knowledge around poverty reduction and ultimately contributed to the emergence of constructive conversations about poverty. VC supports invigorated local processes by injecting energy and inspiration. They also enabled the creation of a shared language that afforded local participants a common base for communication. When coupled with financial incentives, this common base provided the foundation for a new learning orientation. Collaborative and community based learning translated into valuable strategies in multiple communities. The supports helped communities to access the ideas and experience base of other communities, facilitating learning about specific challenges or issues, or new program or policy ideas. (*Inspired Learning*. Jamie Gamble p. 9.)

During the ten years of the Vibrant Communities Canada Initiative, the results and lessons learned were shared broadly through on-line, face to face and other learning mechanisms. When the funding finally came to a close in 2012, Tamarack and Vibrant Communities reached out to cities across Canada that had begun to work on similar poverty reduction efforts.

Launched in 2012, this effort is known as Vibrant Communities Canada – Cities Reducing Poverty (www.vibrantcommunities.ca). The vision is to connect 100 cities across Canada in a learning community with the aspiration of reducing poverty for 1 million Canadians. Critical to this effort is a connected network of cities learning together.

In the first year, more than 100 cities and communities have connected to the learning community. A common evaluation and policy framework are being developed. In addition, the cities will host a National Poverty Summit in 2014 to continue to move forward the poverty agenda in Canada.

The New Zealand and Pacific Seasonal Labour Circular Migration Programme; integrating local inclusive community and culture with the new economic reality

Sandra Morrison and *Timote Vaioleti,*
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The Recognised Seasonal Employment Scheme (RSE) is a relatively new seasonal labour strategy introduced to New Zealand in 2007. It allows New Zealand's viticulture and horticulture industries which cannot find New Zealand citizens to plant, maintain, harvest and pack their crops, to apply to the Government to be officially accredited for the scheme. To be officially accredited, an employer must demonstrate that migrant workers are from its smaller, poorer, neighbouring Pacific island nations' rural communities, that it has a high standard of accommodation for them, appropriate mentoring and management systems, adequate supervision, and is prepared to contribute to return airfares.

This type of circular migration programme aligns with the NZ Government's strategy in Strengthening Pacific Partnerships with a focus on economic development, regional integration and good governance (Department of Labour, 2012). Studies on RSE have predominantly examined the economic and social implications of the workers' experiences in the destination country and workers' earnings and their remittances as key benefits for families and communities back home (Bedford, 2013). There has also been some literature on the skill acquisition and transfer of knowledge to the worker's. However there is not much written on the learning aspects of the RSE scheme, and especially the learning that occurs through the engagement in the wider community's learnings and linkages.

Local communities play an important part in the wellbeing of the RSE workers (Bedford, 2013) which include their fanau (kinfolks, extended family) in the surrounding Pacific Nations communities. Our study traces the learning journeys of RSE workers selected specifically because they are fanau as they make both temporary physical and ontological shifts from their rural based and conservative islands of Tonga to New Zealand to work on the orchards under a Māori Incorporation, Wakatu Inc in the small town of Motueka. In a way this is a very interesting co-learning between two indigenous fanau that is being negotiated under a predominantly western laws and business principles and discourses.

Wakatū is an internationally recognised indigenous business of the land and sea and has an asset base valued at over $250 million. They are the largest private land owner in the Nelson district and one of the largest employers in the region contributing significantly to the economic wealth and well-being of the community (Wakatū Incorporation, 2012). Wakatū is also based on family relationships. Integral to their business operation, is the concept of whanaungatanga and manaakitanga. Whanaungatanga means to create and to value respectful relationships which encourage reciprocity.Manaakitanga means to support, to respect and to care for each other. Through these cultural and learning exchanges, a successful business partnership has

been created which in turn has contributed to a socially cohesive and culturally inclusive community.

Cultural differences have been a significant issue for the workers and the employers engaged in the RSE relationship. Pre-departure briefings create a learning space to explain the many official channels that need to be negotiated, very often in a language different to that of the RSE worker. Teaching on cultural ways and different value systems presents different complexities mainly because values are part of the ontological experience of being human and differences in values can be challenging and confronting if not managed appropriately. Critical to being employed under the auspices of Wakatū is the importance of being embraced through the inclusive ritual of powhiri. Powhiri is a ritual of encounter. In the photo below, Dr Timote Vaioleti Chair of IMPAECT* (Indigenous Maori and Pacific Adult Education Charitable Trust Inc) who selected the RSE workers from Tonga culturally responds to the welcome, honouring and rituals by elders and representatives of the whānau of Wakatū Inc. The ancestral house where these rituals are performed is Turangapeeke, a principal ancestor of the Wakatū whanau who also signified the presence of ancestors (Morrison and Vaioleti, 2011). The decorated bargeboard at the front of the ancestoral house signifies the extended arms of the ancestor that make both parties in front of it, including the visiting RSE workers a part of the Wakatū whānau (tangata whenua meaning people of the land) from this day on.

Photo by Sandra Morrison, May 2013

For the RSE workers, they gather at the local tribal marae where they are welcomed through this very formal and sacred ceremony by the people of the land. During the exchanges which involve speechmaking and setting the parameters of the ensuing relationship, the RSE workers are thanked and honoured for leaving their families and coming to New Zealand to pick fruit and to work.

Traditional narratives are then shared on the history and colonisation of the land and how the local tribe are now engaged in development initiatives to grow the tribe economically, socially and culturally. Sometimes there maybe exchanges of song and

dance during the shared feasting which concludes the ceremony. Through this ritual of encounter, the RSE workers are in fact invited to be part of the extended family of the tribe (whanaungatanga), to engage in a reciprocal relationship of respect (manaakitanga), to value what the land produces as gifts (kaitiakitanga), to share in the many activities of the marae and to uphold the reputation of the tribe (rangatiratanga). The RSE capitalistic model is negotiated through this cultural learning ritual which sets the terms of the relationship by creating understanding, providing information and inviting an engagement based on honesty and accountability to each other (pono).

This type of 'pastoral care' arrangement differs from how other RSE employers undertake their pastoral care as this is very much culturally defined. In the past, the RSE scheme has not been without criticism (similar to other circular migration schemes) which is not helped by some allegations of lack of appropriate support systems to the seasonal workers which at worst has resulted in the workers feeling abused and disrespected (Lepon, 2010). Motueka is a small city with a usual population of 7,125 (Mackay, 2007) however the migrant RSE workers lifts the population by approximately 1,000. If there is disruption, then the impact can be severely felt. A business relationship founded on fanau (family), respect and honour where the mutual benefits are publically and clearly articulated prepares the ground for success and immediately lessens any future risk because the workers feel valued.

The powhiri is only the start of the relationship. The relationship with Wakatū and the local marae continues throughout the workers stay. They are invited to share in many ongoing activities including blessings for harvest and planting; welcomes to other visiting groups and various concerts and dinners. There is an easy relationship as both Māori and Tongan share the commonality of being Polynesian, therefore having similarities in cultural nuances. This is also a strong feature in the partnership. At the conclusion of the work, Wakatū also farewell the workers (poroporoaki), offering gifts of thanks and repeating their thanks for the achievements of work successfully completed. There is also numeracy, literacy and financial teaching and learning during the duration of the orchard work in Motueka. At the end of the RSE workers stay, Wakatū assist in resourcing a ship container with food, materials that may help the workers to start business in their own home nations. There is a recognition that a stronger economy around the neighbouring nations allows further and more robust trade between the cities of New Zealand and its neigbouring island nations leading to mutural benefit and enhanced regional security.

These are the learning journeys that have been culturally created to ensure a successful relationship and how these journeys have assisted to build a sustainable future for the RSE workers, their families, their villages and their communities as well as the tribal entity of Wakatū. This partnership has led towards a socially cohesive and culturally inclusive community where there is respect for each other and the roles that they all have in a small community.

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PART 3 – Main Actors

3.1 Creating and Managing Change: Cities and City Administrations

City Governance - Support for Development

Chris Shepherd
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Introduction

The majority of towns and cities in Europe have powers delegated to them by their central governments to regulate planning and development, develop transport infrastructure, provide educational services, regulate public health, provide social care and more recently to take on new responsibilities to set up and support public and private sector partnerships to develop community infrastructure and support the local economy.

Many of these same cities currently face the difficult issues of an ageing population, loss of traditional industries, skills deficit, wage erosion, high unemployment (particularly among young people), industrial dereliction, lack of investment, declining environment and poor housing. Some of these difficulties have persisted for many years and most have become more acute since the worldwide recession started in 2008/9.

City Governments are challenged to show leadership. They must develop policies to reverse the decline, using the powers delegated to them, and to mobilise new partnerships while continuing to exercise sound governance.

OECD Case studies

Between 1999 and 2001 the OECD supported a programme of five European city/region studies involving the local governments, universities, the private sector stakeholders and the voluntary sector. This culminated in the OECD publication *Cities and Regions in the New Learning Economy*. These five reviews were followed by a major conference in Melbourne in 2002, sponsored by the State Government of Victoria and the Royal Melbourne Institute of Technology University looking at learning cities and regions in Asia/Pacific.

One particular case study in the UK which was part of the five OECD city/regional studies demonstrates the role that good governance can play in supporting city and regional development.

Kent Thameside UK

Kent Thameside lies some 20km east from the city of London on the North Kent coast along the Thames Estuary. It has suffered years of industrial decline with the closure of paper mills, cement works, quarries, heavy manufacturing and small ship building. This decline pushed unemployment above 12% of the working age population (twice the local average at that time) and left a legacy of more than 1,500 hectares of derelict and partially despoiled land comprising deep quarries and redundant factories. There was also the continuing prospect that major chemical and pharmaceutical manufacturing would also close in due course. This has now proved to be the case.

The three local government units covering the area decided to create a partnership with the principal land-owner over 1,200 hectares of mostly quarries and cement works, the University of Greenwich and the North Kent Chamber of Commerce. This was called the Kent Thameside Development Agency and was chaired by Lord Bruce-Lockhart then leader of Kent County Council.

The Agency developed a structure plan for the area which would bring together their transport, planning and development powers and provide a sound base for inward investment. As part of good governance extensive public consultation took place over several months before plans were modified and submitted to central government.

The plan was adopted by central government. This gave confidence in future development, raising land values such that despoiled land could be prepared for future use. The estimate for the total development was $10bn ($15bn). Within two years of publication of the plan redevelopment began and after five years investment was running at £1m/day.

The development included new transport systems including fast train services to Paris and Brussels, a new commercial centre (one of the largest in Europe) new business parks, a large hospital, new homes, schools colleges, parks and leisure.

The construction phase trained 1,200 new employees in construction skills using the local colleges and the University. Ultimately more than 10,000 new permanent jobs were created and unemployment dropped from 12% to 3.5%. The new commercial centre established a 'learning shop' as an outreach from the colleges, with close links to the secondary schools.

This sustained development project was chosen by the OECD for study as it represented an outstanding example of partnership involving all of the significant stakeholders' in the region representatives.

Sustainability

It is interesting to look at the five city regions in the original OECD study to see whether the changes introduced to take advantage of their circumstances at that time have been sustainable.

In the case of Kent Thameside unemployment has remained low and inward investment has continued. In the case of Malmo/Copenhagen there has also been sustained

economic benefit from the new transport links between the two cities. The same is the case in Jena in former East Germany. However the same claim cannot be made to the same degree in the other two areas.

The biggest challenge for local government is to ensure through the proper exercise of its powers that developments are well founded and not superficial, not merely delaying the more radical policies needed to ensure that change is sustainable.

The second challenge for good governance is to ensure that policies for sustainable development have the support of the communities where they are to be applied, together with the stakeholders who will invest in the future.

But the real test comes from looking back over a period later on to see what worked well and where further improvements could be made for the future. A common problem is that because governments have a limited life-span they frequently think short-term and do not always represent good examples of learning organisations.

Conclusion

There is strong evidence that good and sound governance can contribute to sustainable community development and thereby address many of the underlying problems facing communities.

There is also strong evidence that by adopting 'short termism' governments, whether national or local, treat sustainability as a luxury, learning little from the past and creating new problems for the future.

Cities Learning Together
The PIE Experience: 2011 – 2013

Peter Kearns
Co-director PIE

This paper was prepared for the EU Centre/PASCAL Hong Kong conference to provide an overview of key aspects of PASCAL International Exchanges (PIE) during the initial three years of operation in 2011 to 2013. A companion paper on future directions for PIE beyond 2013 titled *PIE Futures: Towards a Vision for Learning Cities 2020* is also available on the PIE web site and is in these Precedings.

PIE was inaugurated in January 2011 by PASCAL to provide for low-cost online exchanges of information and experience between cities around the world. While PIE grew out of evolving ideas about learning communities and cities, participation did not require that a city had been formally declared to be a learning city, although a number do share this aspiration.

PIE was experimental in testing how the Internet could be used to build exchanges of ideas and experience without the costs of traditional visits by teams of experts, as in the PURE project for example. Key features of the PIE experience during 2011-2013 have included a growing diversity in participation, conceptual development of the learning city idea, and shifts in the context of PIE. These features are relevant to consideration of future directions for PIE.

There is no cost for participation in PIE. A short stimulus paper on the city is provided with a set of questions to foster online discussion. All papers may be read on the PIE web site http://pie.pascalobservatory.org

Growing diversity

PIE was initiated in 2011 with papers on a number of European cities, coupled with an Australian and Canadian city. These were the traditional homes of the learning city concept, and the initial round of PIE stimulus papers reflected traditional ideas about learning cities in promoting learning in all forms and many contexts, addressing disadvantage, and building community. The initial impact of diversity arose when stimulus papers were prepared for a number of African cities demonstrating problems in city development and social justice of a far greater magnitude than anything emerging from the traditional home of the learning city idea.

The major impact of diversity then came in 2012 and 2013 when stimulus papers were prepared for a number of East Asian cities in China, the Republic of Korea, and Japan. These were papers for Beijing, Shanghai, Iida, Gwang Myeong, Seoul, joining the earlier 2011 paper for Hong Kong.

East Asia is undoubtedly the contemporary centre of creative learning city development, a reality recognised in the development of the International Platform for

Learning Cities proposed by the UNESCO Institute for Lifelong Learning (UIL) to be launched in Beijing in October 2013. Learning city development in China, the Republic of Korea, and Taiwan (China) is intimately connected to the needs and outcomes of rapid socio-economic development in these countries/territories, while the more complex situation in Japan, with shifts in policy for lifelong learning, is well brought out in the PIE paper by Atsushi Makino.

The introduction of East Asian learning cities into PIE exchanges in 2012 and 2013 has introduced a number of significant themes into the PIE exchanges, including the following.

- Developing learning city initiatives in mega cities the size of Shanghai and Beijing.

- Developing sustainable local communities in large cities.

- The enhanced significance of social objectives in sustaining rapid economic development.

- The cultural issues raised by globalisation and rapid urbanisation.

Some of these themes and issues have been brought into the EU Centre/PASCAL Hong Kong conference: local communities in cities, sustainability, directions for learning cities, and the fundamental role and value of cities learning together as in the PIE project and the International Platform for Learning Cities. A key insight lies in the recognition that the learning city strategy can be applied successfully in mega cities as large as Shanghai and Beijing. How such strategies can be applied in smaller cities in the West and sustained is an issue for the Hong Kong conference.

While learning cities in East Asia have contributed much, there have also been valuable insights from cities in Europe and Australia involved in PIE. These have included the following.

- **Cork and Limerick** have demonstrated the value of Lifelong Learning Festivals in opening up pathways to building sustainable learning cities, including the EcCoWell initiative in Cork while Limerick is responding to the challenge of extending its learning city initiative across the whole county following the merging of Limerick City and County Councils.

- **Bielefeld** has shown how a learning assessment of a whole city can be undertaken using methodology developed initially in Canada for its Composite Learning Index and then applied in Europe with ELLI as a basis for follow up projects addressing disadvantage.

- **Glasgow** has shown how cultural institutions can have an important social role and serve as a vehicle for promoting social justice in a city.

- **Hume** has demonstrated how a sustained response to disadvantage can be undertaken over a decade fuelled by social justice principles and with the active support of a local government council.

- **Bari** has illustrated broad partnership action in a city in addressing crime and fostering safety.

- **Sydney** has shown how local communities can be vitalised through its Urban Villages initiative connected to strategic directions for the city as a whole.

- **New York** illustrates how local neighbourhoods in big cities can be strengthened through place making ideas, the role of civil society organisations, entrepreneurial initiatives by individuals, and action to preserve and enhance the heritage of neighbourhoods, with the cumulative impact of these influences over time shaping the ethos, spirit, and culture of neighbourhoods.

These examples, when coupled with the insights from the East Asian experience, reflect the rich pool of ideas and experience that is now available through PIE, and which can be built on in the next stage of PIE experience.

It is well known that diversity can be a source of creativity in communities and organisations (Landry 2008; Hall 1998; Johansson 2004) so that the challenge exists to develop post-Hong Kong arrangements in ways that enhance the creative pay-off from diverse cities learning together. Diversity can also be a creative influence within cities as the urbanist Jane Jacobs reminds us.

> *My observations and conclusions thus far sum up to this: In our American cities, we need all kinds of diversity, intricately mingled in mutual support. We need this so city life can work decently and constructively, and so the people of cities can sustain (and further develop) their society and civilization* (Jacobs, 1992, p242)

In addition to the practical advantages of a creative approach to diversity, there is also a moral case for recognising and harnessing diversity as Bell and de_Shalit assert.

> *Partly, it is a moral case for diversity- different kinds of cities add to the possibilities of forms of social and political life.* (Bell & de_Shalit 2011,p 6)

Conceptual development

Ideas about learning cities evolved during 2011-2013 in line with growing diversity in participation in PIE, and shifts in the context of PIE. Central to this development has been the EcCoWell project of PIE which has advocated more integrated and holistic approaches to learning cities which bring together the aspirations and objectives of Healthy Cities, Green Cities, Cultured Cities, Creative Cities, and Learning Cities. These ideas are set out in the EcCoWell paper on the PIE web site (http://pie.pascalobservatory.org) .

The emergence of the EcCoWell idea is timely, with the on-going impact of globalisation and rampant urbanisation, and the enhanced significance of environment and health issues in the continued expansion of cities in the current global economic context. Both environment and health will figure in the strands of the Hong Kong conference, while the social and economic strands of the conference will take up the complex question of how sustainable successful cities can balance and progress social, economic, environmental, and health objectives simultaneously.

While the conceptual work on EcCoWell opens up these questions, there are practical issues as to how an EcCoWell approach might be implemented. These questions have

been taken up by Cork which mounted an EcCoWell seminar during its Tenth Lifelong Learning Festival in March 2013 with the author of this paper as lead speaker. Cork will follow up by convening an International Conference in September 2013 to address the subject *Cities for the Future: Learning from the Global to the Local.*

Consideration of issues thrown up by the initial phase of PIE development has been progressed by a series of meetings during 2013 under the PIE 2013 Events program. This has involved meetings in Cork, Limerick, Glasgow (Strathclyde and Glasgow Universities), Dumfries, and Hume. A further meeting is set for Shanghai on 15 November prior to the Hong Kong conference.

Shifts in the context of PIE

A number of developments since January 2011 have produced, in their cumulative impact, shifts in the context of PIE that will need to be taken into account in consideration of future directions for PIE beyond the Hong Kong conference. While these include various socio-economic and political developments, they also include:

- development by the UNESCO Institute for Lifelong Learning of the International Platform for Learning Cities to be launched at a conference in Beijing in October 2013;

- recognition that Learning Cities and Educating Cities share much in common although they have developed as separate networks;

- an enhanced recognition of sustainability issues with the growth of various initiatives to progress development in sustainable ways.

- an enhanced recognition that current approaches to health systems are not sustainable in the long term.

The International Platform for Learning Cities proposed by UIL will give a boost to the development of learning cities around the world. This initiative is being accompanied by the development of an assessment tool called Key Features of Learning Cities which will enable there to be a better assessment of progress in building successful learning cities. Progress in assessment is perhaps the big achievement of recent years with the pioneering work undertaken by the Canadian Council on Learning with its Composite Learning Index taken across to Europe with the ELLI project (European Lifelong Learning Indicators), and then applied in individual communities such as Bielefeld.

While Learning Cities and Educating Cities had a common origin in the work of OECD on city strategies for lifelong learning (Hirsch 1992), they have gone separate ways since the nineteen nineties with a large network of Educating Cities now existing with a secretariat in Barcelona. Their common interests have been highlighted this year with a forthcoming special issue of the UNESCO International Review of Education which will include papers on both Learning Cities and Educating Cities (Osborne, Kearns, Yang, ed.). This points to the potential of enhanced collaboration between networks of Learning Cities and Educating Cities.

Sustainability is now widely seen as central to achieving successful twenty first century cities. This concept has been brought into PASCAL EcCoWell development, and it will be an important theme in the Hong Kong conference.

Cities learning together

The experience of PIE during 2011-2013 points to the value of cities learning together through an instrument such as PIE. This value has been enhanced over these years as PIE has grown and become more diverse in participation, and as local events built into the PIE 2013 Events have been added. The initiative taken by Cork with its EcCoWell activity suggests the potential of various mixes of local and systemic action under the PIE project.

While we have concluded that in a global world with exponential change and rampant urbanisation, there is much value in cities learning together, we also believe that the PIE methodology has the potential for further refinement, and we look to the Hong Kong conference and discussions in PIE cities during the remaining months of 2013 to chart the shape and dynamics of Future PIE.

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Together we stand, divided we fall –
a comparative study of change management in
health and social services

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Introduction

Expenditure cutbacks resulting from the *age of austerity* in western countries are driving many local public service organisations to consider how to get *more from less*, in effect re-posing Ostrom's 1973 and Stenvall et al's 2013 questions: what is public value and what do the public value? This means that local authorities will find it an increasing challenge to provide welfare services in a situation where the population is ageing very rapidly. The demand of services is increasing as the average age of population rises, and meanwhile the amount of workforce is decreasing.

Research drawn on here focused on social and health care integration. This article is about change management in the aforementioned public sector reform context. It questions the role of manager in that very complex setting.

The results indicate the very deep need of both theoretical and practical change management competence in order to achieve the intended goals. Lack of competencies in those indicate dysfunctional outcomes. In most of the cases due to the different scientific basis of integrated health and social services, the real challenge of "tribal wars" has been immanent from the early beginning of the change processes. And in most of the cases the integration has not been efficient in delivering what was assumed. In most of the cases there was no training on how employees with different organizational and scientific backgrounds should work together, or on the model of integrated care and how it should look.

The research identifies different change managerial approaches to integration as well as structural, organisational and social-cultural factors and actors that constitute integrated and sustainable care systems. Given the context of an international comparative study it defines the shared features, characteristics and role of change management as part and parcel of this type of integration process.

In our views, managers have not understood how enormous the effort required to achieve objectives actually is, and how small the actual change produced finally turns out to be. The current debate identifies complexity but concentrates mostly on rational ways of achieving results; it favours planning, manageability and organization-scale benefit. Thus the dominant discourse continues to emphasise the manageability of those reforms as a linear process of change in which implementation is supposed to follow planning. Thus, in practice, the interest is not in the good of the integrated wholeness

but is partial despite the fact that the dominant discourse favours integration and more efficiency, with benefit and good to all.

Theory

The change management is explored and researched within the rapidly and constantly developing service science. This question aligns closely with Normann's (2002) insistence that the design and delivery of services is quite different from what Vargo and Lusch (2004) term a goods-dominant logic. Public services are best conceptualised from a service-dominant logic (SDL) perspective (Osborne *et al* 2013).

This proposition has far-reaching consequences: demand- rather than supply-led value propositions; the primacy of effectiveness over efficiency; personalisation of solutions; the active engagement of service users in their co-production; and integrating solutions around users' needs even if this means inter-organisational governance and changing intra-organisational systems to bring decisions to the point of service contact. As our findings from research in eight different cities illustrate, integrated social and healthcare reveals are operationally moving towards a SDL. From this research we propose a new analytical framework with which to analyse and understand public service integration, which we apply to make sense of our data.

Method

The comparative research of change management of service integration draws on existing models of integrated care in various, selected countries and cities. These countries and cities were:

1) Barcelona (Spain),

2) Den Bosch (Netherlands),

3) Glasgow (Scotland),

4) London (UK),

5) Melbourne (Australia),

6) Toronto (Canada),

7) Vancouver (Canada) and

8) the state of Vermont (USA).

During the research 100 informants were interviewed during 2012. In every city different service locations were observed as well as the daily functions of those. Literature and document consisted of the planning documents of the integration, surveys, reports and evaluations and policy level studies.

Findings

The research produced new knowledge on factors that are crucial in the service integration. We draw a new model of change management in the very complex setting. In that model we define the role of the customer or service user differently than in typical organizational approaches. The centrality of customer as a co-designer, co-producer and co-evaluator changes dramatically the role of manager and the dynamic of

'tribal wars'. We define this new model as a *third generation perspective* to the services.

Our findings show that the best result will be achieved by combining this third generation model with education on collaboration at a very early stage. We conclude that new kinds of multi-disciplinary approaches are needed.

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Korea's Learning Cities' Developmental Process and its Future

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All societies, irrespective of country, run a social mechanism for education, which generates the growth of the members of societies. Relatively in societies, greater the lack of social differentiation and slower the pace of change, the social mechanism for education has a tendency to be generally geared towards the growth of younger generation. So these societies provide opportunities for the minority to become leaders and the elite of its societies. On the other hand, societies that have greater complexity and a faster the pace of change, the society needs the change of the older generation; thus, there is a demand for a separate educational mechanism. From a global perspective, the educational system of each country is a reflection of the country's social conditions, and the school education system has become universal through a compromise between the two different generations. Within this process, lifelong education has become a supporting mechanism for the expansion of schools and an alternative educational mechanism for schools, thereby making headway as being of importance. The emergence and development of Korea's learning cities are not unrelated to such social conditions.

Known as the "Miracle on the Han River," Korea's society has undergone rapid growth in the past 50 years in various areas of its economy, politics, and social culture. Consequently, many agree that there has been an expansion of public schools. However, along with this rapid development, certain unfortunate phenomena became visible within Korean society. One such phenomenon is that there are many older people who were unable to finish their mandatory school education due to financial difficulties within their households and social circumstances when they were young, and most of them are now at an age in which they are no longer applicable for enrolment within the mandatory school education system. In terms of mechanism, Korea has transformed from being a strongly centralized country that was under "dictatorship" into a social democracy and local administration, thereby creating a unique, new society to call its own. As with other countries that are highly industrialized, Korea's economy is also undergoing the same developments in which the concept of lifetime jobs is disappearing and individuals change fields that require new knowledge and skills. Hence, it has become difficult for Korean society to maintain itself solely through public schools as an educational mechanism within its culture, politics, society, economy, and all other areas. Subsequently, Korean society has finally begun to show a real interest in lifelong education as an alternative to public school education.

Although interest in lifelong education has grown considerably, the reality of Korea's circumstances have been unfavourable. In the past, Korean society's growth engine had been school education and the education system was concentrated on school education. As a result, higher education has almost reached the point of becoming universalized as a part of school education, yet the circumstances for lifelong education were quite

difficult. And up until the end of the 20thcentury, lifelong education policies from a national level were practically non-existent. At that time, lifelong education was mostly implemented on individual levels and opportunities were very limiting. Under this backdrop, the first step towards implementing lifelong education policy had to be centered on expanding lifelong educational opportunities, and the policy for lifelong learning cities were created as policy leverage.

Lifelong learning city policy's initial strengths stemmed from the creation of local/regional interest in lifelong education and the establishment of organizational structure and projects that have increased learning opportunities. It is fortunate that Koreans possess a strong passion for education and learning as well as change, and they perceive extensive educational opportunities within local communities as having great significance. Since there are many local governments that are interested in increasing educational opportunities, learning cities rapidly expanded and became systematically organized.

In the past ten years, Korea's learning cities have developed qualitatively with a number of decent case examples. This includes cases in which literacy skills were raised and mandatory school education was recognized for those who had not been able to receive the benefits of school education in the past. Furthermore, there have been cases in which formal higher education degrees were conferred with the help of the Academic Credit Bank System (ACBS), an alternative higher education system. There are cases within local communities where learners work together to form study circles and participate in various volunteer activities either as individuals or groups within the community. Some study circles apply their full capacity by making an effort to link local businesses, social businesses, and other businesses with the value of the local economy. Some local regions were successful in creating linkages with local industries and getting employment for its residents. Most of the success lies in the fact that local residents and local communities established a bottom-up structure on their own, which makes it even more meaningful.

If this is the case, then is the future of Korea's learning city very promising? The answer to this question remains to be seen, and the future of Korea's learning city is at a crossroads. First, the starting point of learning cities is based on an insufficient system upon which the public's lifelong learning opportunities are being expanded. If this were to succeed, learning cities must be systematically institutionalized. Such being the case, financial investment will become necessary, and a noticeable resistance can be foreseen under Korea's current circumstances where higher education is becoming universal and the school education system is experiencing a heavy financial burden. A number of success cases are bearing fruit, but these are relatively small-scale projects and reflect only the specific features of certain regions, thus bringing limitations in proposing this as an a large-scale, generalized perspective applied towards all of Korea's society.

Meanwhile, it is possible to adjust expectations and select the strategic option of catering to the needs of specific local business. Relieving illiteracy, green growth, welfare, economy, and other social areas can be seen as correlated topics. But in this case as mentioned before, the issue of applying a generalized perspective arises again. Fortunately, Korea's success cases are mainly tied to resident's voluntary activities after participation in learning, and study circles play intermediary roles. From this point of view, the active participation of study circles within local communities and its

systematic organization can provide important direction for the future of learning cities. However, there is the question of how study circles will prove to be effective in multiple large-scale cities in comparison to its efficacy in small-scale local communities.

In reality, such challenges can be viewed in correlation to the role of lifelong education within modern society. The present day lifelong education was established within the global community in the early 20th century as a supporting mechanism and as an alternative option for school education. As a supporting social mechanism, lifelong education has indeed made a great contribution to school education. From a critical perspective of the inherent limitations of school education and the sociocultural changes within the country, lifelong education is perceived as an alternative educational mechanism. Yet public schools continue to play the role of cash cow in the education sector within modern society. The general public's interest in lifelong education has increased relatively recently, and the knowledge sharing of the increase in lifelong education's application continues to be insufficient. In conclusion, it is more crucial than ever before to come up with a globalized consensus and a uniform application on practical strategies for the expansion of learning cities.

Building Communities into Lifelong Learning Cities Movement in South Korea

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Abstract

The purpose of this paper was to explore the implications for Lifelong Learning Cities Movement in Korea by 1) examining the practice of their movement; 2) reviewing the results and accomplishments; and 3) drawing lessons for constructing Lifelong Learning Cities in other parts of the globe.

Introduction

Since the Organization for Economic Cooperation and Development (OECD) funded a project to create 'educating cities' in the 1970's (Longworth, 2006), the idea of creating Lifelong Learning Cities has expanded throughout the world. Japan, for example, named Kakegawa its first Lifelong Learning City in 1979. Since then Japan has named 140 cities Lifelong Learning Cities. The United Kingdom created a Learning City Network (LCN) by proclaiming 80 cities Lifelong Learning Cities (Longworth, 2006). According to the International Association of Educating Cities [IAEC], 413 cities in 37 countries have organized and are taking part in the IAEC (IAEC, 2013).

Nowhere has the Lifelong Learning City movement (LLCM) taken hold more than in South Korea. By 2013, 118 of 230 local autonomous entities (cities/counties/districts) have been named Lifelong Learning Cities. Even more impressively, South Korea in 2004 invested a total of $4,000,000 to fund the creation of 19 Lifelong Learning Cities (Byun, Kwon, Kim, Yang, B., & Yang, H., 2005). By 2013, $13,000,000 was invested to fund   118 cities/counties/districts, 51.0% of the 230 local autonomous entities nationwide. The National Lifelong Learning Expo for 2013, held its learning expo in Daejeon Metropolitan City, a city with a population 1,500,000, under the theme "life for 100 years, beautiful companion for doing work and learning together." The expo held on November 23-25, 2013 attracted a total of more than one million people to its various activities. It is clear from the above data that the idea of creating a Lifelong Learning City has become a central and vital part of Korean society.

This paper analyzes both the practice of the Lifelong Learning City movement in Korea and the movements impact on Korean society (Buyn et al, 2005; IAEC, 2009; MOE/HRD 2006; OECD, 2001; Park, 2007; UNESCO, 2008), and then provides suggestions for building on the Korean experience in North American and European contexts.

History and Background for LLCM

In Korea, the LLCM was first initiated at the local level by city/district and not lead by the government at the central level. In 1995, Chang Won City first established 'Regulation of Establishment and Management for Chang Won City Lifelong Learning

Institute' but did not use the term of lifelong learning city at that time. In order to meet the residents' learning needs, the city has first established a lifelong learning center in each suburb and supported lifelong learning programs by consigning the management of centers to NGOs in the region (KEDI, 2002). Also, Gwang Myeong City first declared itself the lifelong learning city on March 9th, 1999 before the Korean government introduced and supported the lifelong learning cities project in order to maximize the expected effectiveness for LLCM (LEE, 2002). The Korean government did not to regulate the LLCM until the Lifelong Education Act was amended on Lifelong Education Act in February 29th, 2008.

The lifelong learning city project supported by Ministry of Education (MOE) in 2001 has policies for supporting LLCM at the level of basic autonomous entities of City, County and District. The Project has provided a solid foundation for local autonomous entities to be able to promote various related activities as follows: (1) to reorganize its legislation like regulations or rules regarding lifelong education, which indicates that local autonomous entities become eligible for conducting various projects relevant to this project by establishing lifelong education ordinances, (2) to set up an organization for administering lifelong learning tasks under its administrative system, (3) to establish and reorganize lifelong learning facilities, and (4) to plan and implement local lifelong education projects for setting up organizations such as lifelong education centers or lifelong learning centers which undertake survey, planning, and research on community lifelong learning, training employees engaged in lifelong education, lifelong learning counseling and providing information, and managing lifelong learning programs and related events(NILE, 2008). Like this, the LLCM has made a big contribution to systematically constructing and operating a comprehensive system for residents' lifelong learning on the local autonomous entities level in Korea (Republic of Korea CONFINTEA VI Report, 2008).

The 2008 amendment of LEA (Lifelong Education Act) regulated the various contents related to the lifelong learning city project. The contents included designating and funding lifelong learning cities under article 15, organizing Lifelong Learning City Association for Cities/Counties/Districts under article 14, and designating regional lifelong learning institution by the mayor of the city/county/district, and the superintendent of local educational office under article 21. The Lifelong Learning City Association was founded in order to network the lifelong learning cities. Its business office was located in the National Institute for Lifelong Education.

National organizational structures for Supporting LLCM can be divided into administrative and implementation organizations. In administrative organizations, there is a Lifelong Learning Department in the MOE at the central government level, a Lifelong Education Division at the local government level, and a Lifelong Learning Division in the District or City level. In the implementation organizations, there is the National Institute for Lifelong Education (NILE) at the central level, sixteen Local Institutes for Lifelong Education (LILE) in each province, and over forty Lifelong Learning Centers in city and district levels.

The structure for supporting LLCM is depicted in Figure 1 (below).
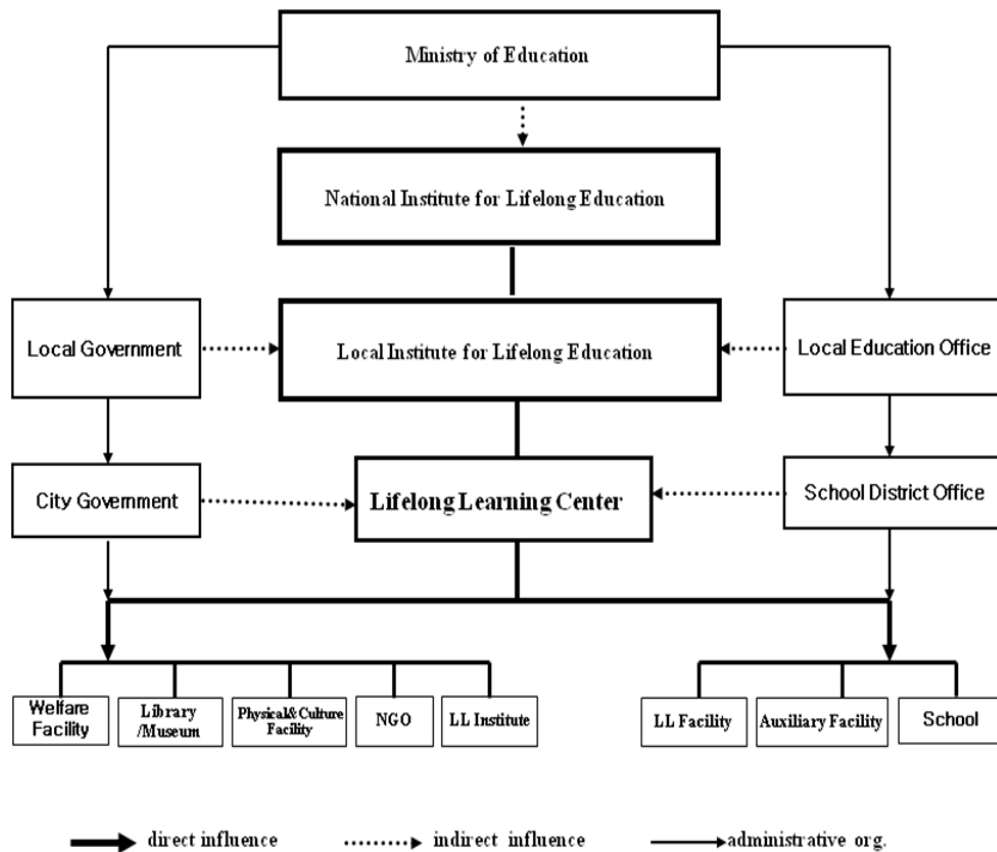
Figure 1. The national organizational structure for lifelong learning

Framework for LLCM

Most lifelong learning cities are implementing projects and programs by setting up the vision, basic viewpoints, objectives and principles, strategy, and base for LLCM.

First, the vision for LLCM in cities/counties/districts is established and emphasized based on a motto such as individual life & self actualization, learning sharing, community building, regional development, and making an ecological region.

Second, the basic viewpoints of the lifelong learning city policy promotion can be classified into the individual, administrative, and local society viewpoints. In the individual viewpoint, the meaning of life is discovered from the fact that one can carry on a life of learning pleasantly, lifelong learning city movement is to regenerate the local society, and construct the region with a character in the regional viewpoint, and on the administrative side, the objective is to comprehensively support the residents' lifelong learning by improving the learning environment within the city to immediately correspond to social changes (Lee, et al, 2002: 97-99).

Third, the objective and principle of the lifelong learning city policy is the environmental composition of a learning community. The objectives and principles for LLCM in cities/counties/districts are focused on the revival of a region, local residents' self actualization, improving social inclusion in a region, regional human resources

development, local learning communities, contribution for activating a local economy, and lifelong learning cultural promotion, etc.

Fourth, strategies for LLCM are promoted by means such as providing ubiquitous opportunities for learning, categorizing learning region zones according to each village, networking & partnership, etc.

Fifth, LLCM is implemented by participating positively in learning groups, lifelong learning institutions, and lifelong learning facilities in the region. In order to operate various programs within the local society, lifelong learning centers of lifelong learning cities operate lifelong learning projects by utilizing university continuing education centers, schools, NGO/NPOs, cultural centers, industries and companies, resident municipal centers, libraries, social welfare centers, research institutes, volunteer centers, women's education institutions, juvenile groups, and museums.

Promoting Systems and Mechanisms for LLCM

Systems and mechanisms for LLCM can be explained by elements such as regulations and rules, the lifelong learning centers, manpower, networks, study groups, and special mechanisms for promoting LLCM, etc.(Kwon, 2006).

First, most of the cities/counties/districts established regulations and rules for supporting LLCM now. The contents of local regulations stipulate the following content: guaranteeing funding and financing for lifelong learning, selecting and placing lifelong educators, constructing and operating a lifelong learning center, managing the lifelong education promotion committee, lifelong learning policy development project, programs development and their offering, executing a local society network project and operating professional guidance consulting, and managing a lifelong learning information system.

Second, more than forty lifelong learning centers were founded in 118 districts designated as lifelong learning cities. MOE instituted the creation of lifelong learning centers under the management of the lifelong education promotion committee when the district applied to be a lifelong learning city.

Third, there is the manpower for the lifelong learning city movement such as Lifelong learning educator, lifelong learning instructor, lifelong learning volunteer, and public officials and staff.

Fourth, there is networking between institutions and groups in the region. LLCM is to build a local learning community and simultaneously lead the cooperation through the partnership among lifelong education facilities/organizations, agencies, institutions, and other facilities in the local region.

Fifth, lifelong learning circles were created and supported by lifelong learning cities. They are classified by several types such as taste and leisure circles, cultural science circle, and study circles.

Sixth, the learning account system was established in order to systematically manage the results of adult learners and to socially recognize and utilize them. The system

focuses on collecting hours of adults' learning, registering their learning experience to one account per person, and guiding and counselling to adult learner on the basis of their account, and facilitating continuing learning to adult learner in lifelong learning cities.

Programs and Events for LLCM

Cities, counties and districts operate various programs by collecting and supporting them publically from regional lifelong education facilities.

Programs supported by central government

The MOE has provided the designated lifelong learning cities with generous and comprehensive support. For example, in order for designated lifelong learning cities to promote their LLCM, the MOE not only supports an initial project promotion fund, but also aids needed budgets for managing public subscription programs. In addition to this, the MOE operates a lifelong learning city consulting project for monitoring and counseling the lifelong learning city movement, and supports the lifelong learning outcome standardization project for accrediting citizens' lifelong learning outcomes, and the regional lifelong learning information system construction project for building a regional lifelong learning information support system.

Happiness Learning Support Center

By 2013, the MOE supports the Happiness Learning Support Center project by way of showing an example in order to support residents-friendly learning with residents' life in the local region. The MOE selected three local autonomous entities to support the operation of this center. The center is operated at several lifelong learning institutions or community centers within the regions of local autonomous entities (cities/counties/districts). It hires lifelong learning coordinators or managers and operates customized education programs demanded by residents. It provides learning information to residents by operating learning café.

Citizen Academy or Citizen College

Citizen academy or citizen college programs are implemented by most of the local autonomous entities for promoting democratic citizenship. Main content of the program is related to courses such as liberal arts education, regional community building, current issues related to the world, high-technology and information, leadership training, feminism, etc.

Operating Credit Bank System (CBS)

CBS-accredited institutions include both informal and formal educational institutions. Individuals can receive degrees if they have obtained enough credits from them. Some lifelong cities including Chilgok county, Gwangmyeong city, and Yeongin city are operating credit courses and lifelong learning colleges affiliated to them by CBS. Residents who have finished their courses can receive a bachelor's degree or associate degree from the Minister of MOE.

Social integration programs

Lifelong learning cities operate social integration programs related to adult basic education as well as literacy for foreigners. Adult learners who need for elementary education, are 209,907 people, 5.45% of the total population of Korea (National Statistics Office, 2005) and most of them live in the rural region. LLCM has brought forth the effort to strengthen local government' role in implementing literacy education. Lifelong learning cities also implement literacy education for foreigners as a social integration program. Lifelong learning cities support foreigners who want to naturalize themselves in Korea to get basic education in the Korean Language, Korean society, culture, and systems.

Professional education and vocational training

Many companies and corporations are located within areas in cities/counties/districts and they need skilled and trained people who can work in their companies. But they do not search for skilled persons and craft men in their regions and recruit in new employees from other regions. Lifelong learning cities operate professional programs or customized trainings in cooperation with companies or corporations in the region. For example, Yeosu city provides customized training for citizens in cooperation with the regional industrial complex and introduces trained people to companies in the region. In order to execute this project, the city organized a task force team. Specially, Yeosu National Labor Office and Yeosu City Hall provide funding for the project. Yeosu Lifelong Learning Center does program planning and develops curriculum for running the customized programs. The center also places skilled persons in jobs through information provided from industries and companies after finishing the program. The program consists of 20% of the contents made up of subjects related to Yeosu city and lifelong education, and 80% made up of subjects related to vocational training needed by regional companies and industries.

Environmental preservation and ecological experience programs

LL cities are operating various environmental preservation and ecological experience programs in their regions. Programs are cultural heritage preservation, river and watercourse experience, courses for keeping and monitoring environment, forest experience course, etc.

Cyber Lifelong Learning Program

LL cities provide cyber learning programs through operating E-learning centers or online/virtual lifelong learning centers. Cyber learning programs provided in lifelong learning cities can be classified according to various courses such as elementary and secondary school courses for students, education to get certificates, professional and vocational competency education, foreign language education, computer and informational system education, health and cultural courses etc.

Local lifelong learning festival

As an additional effort toward creating the lifelong learning atmosphere, Lifelong Learning Cities have been holding a regional Lifelong Learning Festival. This festival

provides opportunities for sharing and encouraging lifelong learning experiences and outcomes for the regional lifelong education facilities, groups, and the general learners who attend. The main objective of this event is to spread the social awareness of lifelong learning in a way that motivates learners to participate in lifelong learning.

Conclusion and Implications

The Korean Lifelong Learning Cities movement has provided opportunities for many local autonomous entities to strengthen administrative organizational structures with regard to citizen education. Moreover, residents in a Lifelong Learning City play an important role in building local learning communities by voluntarily organizing study groups under the support of local governments. There are also an increasing number of citizens acquiring college degrees through the Academic Credit Bank System operated as part of the Lifelong Learning City movement.

In some regions, the Lifelong Learning City Movement takes the form of local autonomy in order to solve community problems with collective efforts of residents. This was achieved by making full use of the local resident autonomous facilities and organizations in fostering lifelong learning. For example, many Lifelong Learning Cities have been operating various lifelong education programs while utilizing general administrative local autonomous centers as residents' lifelong learning facilities. Some Lifelong Learning Cities changed their resident autonomous center into the local autonomous learning center, and placed lifelong educators within so that they could plan local lifelong education projects, offer various lifelong education programs, and hold various lifelong education events (Republic of Korea CONFINTEA VI Report, 2008).

While a similar movement seems problematic in the North American context, the lifelong learning city movement initiated in Korea can be adopted to Western context. Building on the Korean example, closer relationships can be forged between local governmental and popular education projects in urban communities. Building on the current interest in citizenship education, such cooperative projects may go a long way towards beginning to build a learning society in Western countries.

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Gwang Myeong Stimulus Paper

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President EAFAE

There has been substantial learning city development in Korea, aided by a strong government interest in this. Gwang Myeong as the first Korean city in PIE is particularly welcome. It was also the first city chosen as a Korean learning city in 2001 so that its experience has influenced Korean learning city development.

Introduction

The lifelong learning city project in Korea fundamentally began in 2001 just after the enactment of the Lifelong Education Act in 2000. The project designated 76 local governments until 2007 including 3 local governments firstly designated in 2001. The designation was stopped from 2008 to 2010 due to the budget reduction. The project budget had been increased every year, but started to be reduced as the designation process stagnated. However, the government newly designated 6 local governments in 2011 and added 8 more in 2012 which led to the budget increase. There are 90 local governments appointed as lifelong learning cities among 230 local governments existing in 2013.

As mentioned above, the lifelong learning city project was actively promoted by the central government as the Lifelong Education Act was established. Nevertheless, the Gwang Myeong city already had been developing its own lifelong learning city project. The Gwang Myeong city was chosen as the first lifelong learning city in 2001. Therefore, the Korean lifelong learning city plan has its roots in this city.

The following characteristics of the Korean lifelong learning city project may be observed in the Gwang Myeong city case.

Background

The Gwang Myeong city is one of the satellite cities of Seoul Metropolitan City which has the population of about 360,000. As most satellite cities take the role of dormitory towns, many citizens work in Seoul and sleep in Gwang Myeong. Thus Gwang Myeong city has fixed limits to regional development and independence. Citizens mostly think of moving to somewhere else if their economic situation gets better. There is no college or university although the willingness of people to be educated is very enthusiastic. In this case, the city does not fulfill a self-sufficient function as its citizens have separate workplaces and hometowns. Consequently, the Gwang Myeong city started to promote its lifelong learning city project in order to create a more ecofriendly and well equipped city atmosphere. A candidate for the mayor of Gwang Myeong proposed a lifelong learning city plan as a policy and announced Gwang Myeong as the first Korean lifelong learning city in 1999. Gwang Myeong city has its aspiration of activating education as the fundamental right of all and providing the best possible education to all citizens.

Gwang Myeong city is the first lifelong learning city which has continued lifelong learning as the key policy from 1999 to 2013. This project never rests even though the mayor changes and his party changes.

Progress

The announcement as a lifelong learning city and establishing related facilities

Gwang Myeong city started the research regarding lifelong learning as the mayor in 1999 had a strong desire to construct a lifelong learning system. As the 'Green Gwang Myeong 21' proposal which was led by regional citizen organizations included the activation of lifelong education, the project was boosted by the demands of citizen organizations.

The most important functions of the Gwang Myeong Lifelong Learning Center in 1999 were running educational programs based on the participation of citizens, educating more regional activists, providing information related to lifelong learning, promoting lifelong learning for business, looking for coordinating projects, opening its classes to the outer organizations to use them freely. Opening facilities was the key factor as it generated learning places for citizens.

The Lifelong Learning Center changed its name to Gwang Myeong Lifelong Learning Community Center as the new building was built in 2002 and fundamentally began the project. The city was planning to expand the original lifelong learning center structure run by the city itself, but decided to entrust expert organizations in 2010 in the light of the lack of expert knowledge of government employees.

Continuation of the lifelong learning business

The Gwang Myeong Lifelong Learning Community Center was the first local government supported plan in the first lifelong learning city. Thus, the initial management philosophy and method influenced the lifelong learning institutions created afterwards. The management of the Center had the crucial responsibility and burden to assure the fundamental construction of the lifelong learning city system.

At that time, the key business tasks were estimating the demand of citizens for lifelong learning through research and policy development, building the vision and philosophy of the learning city, developing specialized programs, structuring learning club management, networking with outside activities and institutions by opening facilities, and so on.

The vision and philosophy of lifelong learning city was extended into development of lifelong learning policy, the citizen college, activating learning clubs, citizen proposed programs, and citizen led lifelong learning lectures. However, the role of local government was unclear and trouble with the city council occurred. As a result, the focus of the lifelong learning project came to be centered on independent program management.

Lifelong learning consultative group

The Lifelong Learning Community Center formed a networking consultative group to lead the transformation to a lifelong learning city with interactive networking with lifelong learning organizations. The group includes 141 institutions or groups which consist of regional citizen centers, social welfare and cultural facilities, youth organizations and facilities, schools and citizen social groups. The lifelong learning network consultative group was divided into 5 different regions for efficient promotion in conducting many specific projects.

City-centered structure

The Lifelong Learning Community Center changed the main system to a city led structure in 2011 after 11 years of the commission management system, and selected the principal by open selection to guarantee professionalism of the institution. As a consequence, a consultative group was created linking each region. Discussion on how to run lifelong learning that is lively takes place in coordination between citizens and officials.

The 4050 Gwang Myeong village teacher cultivation project for the 40-50 years old baby boomer generation is the most representative case enabling the network to put participants in one of the regional resources.

The Lifelong Learning Community Center has supported many learning clubs. 151 clubs are run and about 1,829 citizens are participating in each different club.
Apart from that, the Community Center provides diverse information through cellular phones by the mobile webpage and leads citizens to be more engaged with active advertising.

The implementation of an academic credit bank

The academic credit bank is managed despite the fact that there is no college or university in the region. The academic credit bank is the system recognising diverse learning and qualifications done inside and outside of a school and enabling the acquisition of an academic degree which is at the same level with a college and university qualification.

This system provides an opportunity of acquiring university degrees and develops a learning process to assist second chance learning.

Gwang Myeong Lifelong Learning Community Center has supported citizens to attain academic credits and degrees through opening academic credit bank programs. .

Advance of lifelong learning business to foreign countries

This specialized education project is effective in third world countries like Bureukina Paso, one of the poorest countries of Africa, Western Sahara and Tongt'imorŭ in Southeast Asia through domestic NGOs. Gwang Myeong city signed a MOU treaty with Bureukina Paso for the development of Bureukina Paso citizen's lifelong learning and youth, and cultural exchanges on 1st March 2013 in the education department

building of Bureukina Paso. Gwang Myeong city would be assisting by sharing lifelong learning knowhow and educational content like literacy education and teacher training programs. The Bureukina Paso education department is planning to build a teacher training institute and name it the Gwang Myeong Lifelong Learning Center. Gwang Myeong city supports facilities like computers and beam projects.

Future Development Plan

The Gwang Myeong Lifelong Learning Community Center with 14 years of project experience has nevertheless recognized that poor learning environments continue to exist in the industrial areas of the city. Hence, the city decided to move the Center building by 2015. The Gwang Myeong city is planning to expand its new image by building cultural and historic parks with easy access for citizens to create the sustainable green environment city.

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Lifelong Learning in German learning cities/regions

Denise Reghenzani-Kearns

The policies and lessons learned from two consecutive German national programs aimed at developing learning cities/regions. **Learning Regions Promotion of Networks** and **Learning on Place** are explained with a case study from the Tölzer region, on sustained highly successful **Learning Festivals**. Introduced in 2001, the Learning Regions Promotion of Networks Program evolved into the Learning of Place invoked to 2014. Thus the Federal Ministry of Education and Research (BMBF [Bundesministerium für Bildung und Forschung]), with added European Union (EU) Social Funds, responded to the call to implement 'coherent and comprehensive strategies for lifelong learning' (2001 European Commission: 4).[1]

Introduction

With paramount understanding of the value of learning, the 1996 European Year of Lifelong Learning and the UNESCO International Commission on Education's Delors Report (1996) influenced emerging concerns for the 'Knowledge Age'.

Lisbon (March 2000) and Feira (June 2000) European Councils of the European Commission mandated: *lifelong learning for all* in *A Memorandum on Lifelong Learning* on 30 October, 2000. This embodied aims of active citizenship, social cohesion, and employability within its six key messages (2000: 10-19):

Ten policy principles for creating learning cities and regions from the OECD (2001: 120) embraced a learning community purview for improving economic performance and regional development.

Culminating in 2004 was the R3L (Regional Lifelong Learning) initiative across Europe. Much was coalescing to have an impact on policy and initiatives taken in Germany.

German Learning Network Objectives

The *Learning Regions Promotion of Networks Program* supported the transition into a knowledge society, envisaged as improving access to learning with the Federal Ministry of Education and Research (BMBF) reiterating their lifelong learning society goals (2004: 6):

- *Strengthening the learners' personal responsibility and self-management;*

- *Motivating disadvantaged groups that are currently less involved in education;*

- *Strengthening relations between all educational sectors;*

- *Cooperation of educational providers and users; and*

- *Improving the quality, quantity and structure of offers, in order to promote user-orientation.*

Business plans, measures to achieve lifelong learning goals, and models to meet sustainable financial co-contributions were submitted.

Two years' continuation funds were contested for 90 learning regions and communities. This consolidation phase revised the agenda:

- Educational counselling to foster change…;

- The creation of learning centres…;

- Continuance between lifelong learning stages…;

- Small to Medium Enterprises as relevant partners and…; and

- Communities as specific learning centres... (Thinesse-Demel 2010: 114).

Funding phased out in 2008 at 118 million EUR. Project management was outsourced to the German Centre for Aerospace.

In 2008, the Federal Government approved a *Concept for Lifelong Learning* under their "Qualification Initiative", further integrating continuing education throughout life.

Support for Networks

The *Learning Regions Promotion of Networks Program* illustrated an ambitious approach to socio-economic development with initiatives also influenced by scholars, e.g. Senge (1990), on learning organisations.

Visions of the nature of learning and learning environments strengthening social, cultural and economic rationales for lifelong learning (Kearns 1999: 25), helped inform "Knowledge Age" responses. The Networks were an organising principle for community and regional development, thus contributing to social capital and a learning culture.

To aid cooperation and networking Figure 1 (below) was provided by the BMBF (2004: 8).
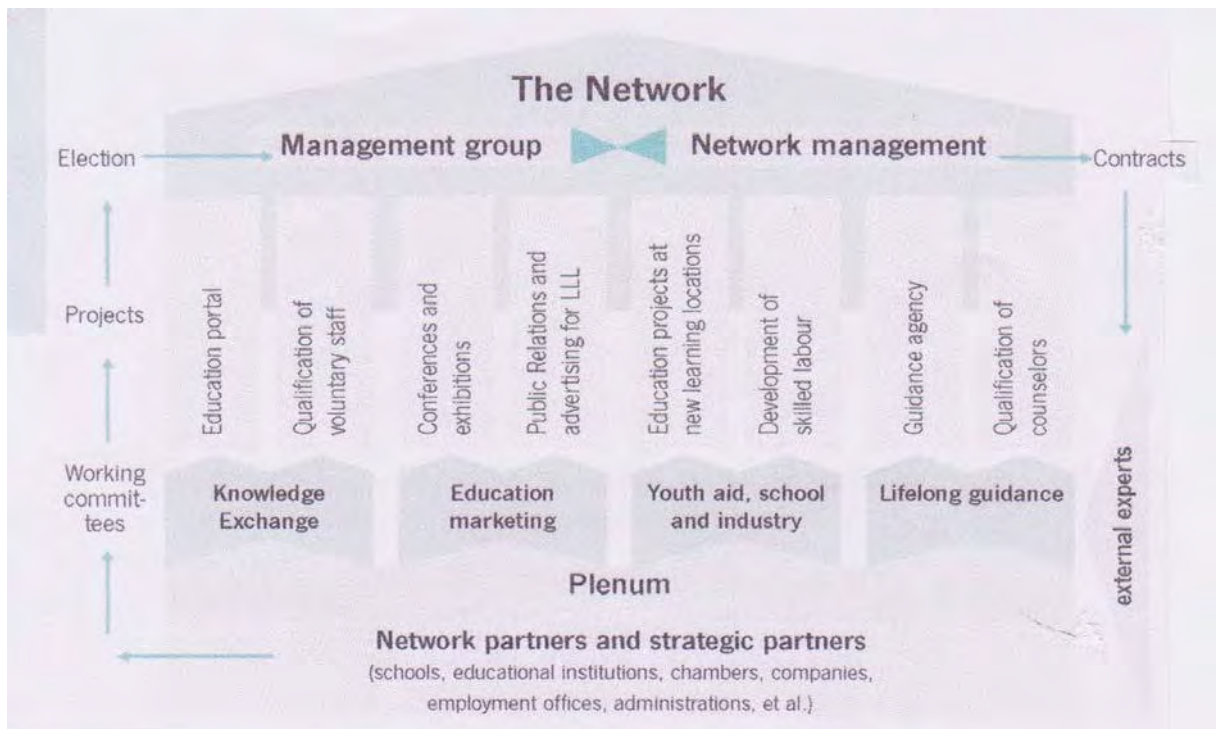
Figure 1: Exemplary organisational structure

Early Innovations

Conferences (including *Policies to Strengthen Incentives and Mechanisms for Co-financing Lifelong Learning* with the OECD) and workshops showcased diverse projects. The BMBF 2004 publication, *Inform*, and a portal documented innovative Learning Region projects.

Impact on Education Development

The *Program* influenced initiatives taken by state and municipal authorities: a ripple effect. Outcomes resided in the activities and sustainability of individual Networks and broader responsibilities for making lifelong learning a "reality".

Evaluation

A team from the Ludwig-Maximillian University (LMU), Munich, evaluated the *Learning Regions Promotion of Networks Program*, leading to their 2009 substantive report, with Gylling's English *Summary*.

Outcomes and Results

The *Program* had mixed results. Difficulties in balancing cooperation and competition, and the varying commitments to Networks by members and sectors were acknowledged.

However, the *Summary* indicates the *Program* encouraged innovation in areas such as fostering improved transition between sectors of education sectors, marketing education, use of e-learning, and facilitating education in "new learning worlds".

Benefits of Networking

Direct benefits of horizontal and vertical networking indicated the Regions functioned as learning organisations.

Success Factors

Success factors included effective communication, good management practice, and strategies that built social, cultural, identity, educational, and economic capital. The *Summary* highlighted geographic closeness of a regional approach accelerating exchanges:

… a better revelation and mobilisation of the resources … strengthens the problem solving potential of the Networks … a correlation between societal, cultural and economic development. (Gylling: 6)

Central to the *Program* was partners' identification with the Network and its goals, as well as fostering mutual trust and building social capital. Comparatively, Reghenzani (2002: 14) noted partnerships as *heavily relational, dynamic and needing to recognise the investment of all partners* in establishing and maintaining learning communities of practice.

Gnahs', German Institute for Adult Education, précis provided factors for sustainability of the Learning Networks in *Inform* (January 2010: 7):

1. *Generally created out of a concrete problem…*
2. *Highly dependent on personal and institutional considerations…*
3. *Especially successful when they are interlocked with other policy fields…*
4. *Most effective when they open up new opportunities for cooperation…*
5. *Generally improve the conditions of the regional education market as supply and demand become more tailored…*
6. *Complement existing measures with a pioneering and innovation role…*

High performance against structure, function and proactive developments reflected the key features for Learning Network independence and sustainability, including marketability of learning products.

Network Typology

The LMU team developed the (below) Network typology of five ideal types (Gylling: 27).
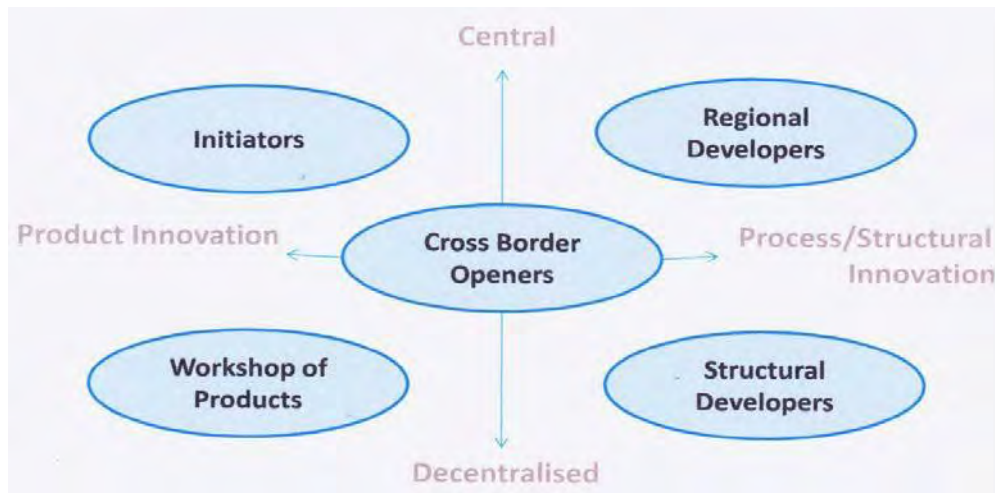
Figure 2: Learning Network Typology

Bad Tölz Learning Region

While about half the Networks folded without continuing government financial support, Bad Tölz District (*Landkreis*) provides a fine example of a Network that remains successful. The historic town of Bad Tölz is the 'heart' of the district in the state of Bavaria (which has a distribution of 110 inhabitants per km^2 and 21 identified communities[2]).

Its Learning Network demonstrates what can be achieved in serving learning needs driven by quality leadership, high regard for local conditions, cooperative partnerships, and sound systematic management.

All of this is evident in the biennial and alternating *Learning Festivals (LernFests)*.The 8th *LernFest* was held in 2012 with the 5th *Health and Wellbeing LernFest (Isarsana)* due for September 2013.

Structure

Bad Tölz Learning Region operates commercial projects (e.g. workshops, symposia, training) bringing in revenue, and community oriented not-for-profit activities. The *LernFests* are free.

The Learning Region has legal status with strong "shareholder" representations, including *Learning Festival* sponsorships from major companies: Audi, Roche, Sparkasse Bank, Allianz, Sitec Aerospace, Radio Oberland, DB Bahn, Tyczka Energy, Siemens, etc.

Function

The *Learning Festival* initiative has high visibility in the Region. Transparency, communication, and results oriented precision are important.

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[2] Referenced from www.nationmaster.com/country/gm-germany/geo-geography.

Proactive Developments

Products other than the *LernFests* undertaken add to the prominence of this Learning Region.

Set around inspiring participants to know their abilities and build on potential, programming for the 2012 *LernFest* included over 300 "action stations". All *LearnFests* have the entreaty: *Experience, Learn, Recall*.

The 5th *Isarsana* (motto: *Prevention is Better than Cure*) will have 130 displays providing insights into health care and recreation. Many exhibitors arrange interactive and outdoor opportunities with a one-day congress preceding on the town's spa industry.

The Bad Tölz Learning Region has demonstrated its ability to reinvent to achieve relevance, continuity and value, and so a basis for sustainability.

Learning on Place

Following the *Learning Regions Network Program*, BMBF is now supporting *Learning on Place*. Forty projects are funded in cities and counties to August 2014. Again, the German Centre for Aerospace undertakes project management.

For the initial three years, 60 million EUR was made available from the Federal Government and the European Social Fund.

Objectives of Learning on Place

The concept of "lifelong learning for all" remains central with the charter: *Advancement through Education* with this current *Program* (BMBF: 2011) including:

- *Increasing school participation;*
- *Strengthening employability;*
- *Meeting labour supply requirements;*
- *Improving the transparency of education;*
- *Improving the transitions between different phases;*
- *Improving educational access;*
- *Strengthening democratic culture; and*
- *Managing demographic change.*

It is foreseen that well-educated, creative and imaginative people will maintain economic and social development in adjusting to life course changes, as well as local, city, regional, to global competiveness.

Engagement with Foundations

Foundations exercise private sector interdependence in being "catalysts for education innovation", especially in understanding the educational landscape of their locality. They also sponsor and provide a mentor relationship. They form a national advisory and 'key findings' body.

Forty-six foundations currently comprise a National Foundation Network, described as a "joint responsibility" at the *Program's* 2013 Annual Conference.[3] More than 180 foundations compose a commitment to learning initiatives overall.

Individual and Collaborative Projects

Some projects grew out of former learning regions with intent, expertise and connections established. Others created partnerships for management of projects anew.

Related Initiatives

German learning cities and regions have also been engaged in a range of international and nationally related initiatives, viz:

- PIE[4] (Program of International Exchanges) – PASCAL (Place Management, Social Capital and Learning Regions) International Observatory, www.pie.pascalobservatory.org including Bielefeld: http://pie.pascalobservatory.org/pascalnow/blogentry/pie/bielefeld-stimulus-paper
- EUROlocal[5], www.eurolocal.info;
- ELLI[6] (European Lifelong Learning Indicators), www.elli.org and www.deutscher-lernatlas.de.
- Learning Regions Germany (LRD) Association[7], www.lrd-ev.net.

The holistic perspective taken by Bertlesmann Stiftung has enabled its work in "Making Lifelong Learning Tangible" by "examining all phases, forms and places of learning and relating them to each other" (2013: 3).

Learning from Germany

The German experience in building learning communities and regions demonstrates the outcomes of a bottom-up networking approach, with top-down government support, to fostering lifelong learning and facilitating transition of communities to a knowledge society and economy.

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[3] Press Service of the BMBF, Communication No. 059/2013, 18.06.2013.
[4] Conceived by Peter Kearns OAM, PASCAL Associate, leading Australian exponent, writer and consultant on learning communities, educational development and lifelong learning.
[5] Directed by Professor Norman Longworth, PASCAL Associate, author of internationally seminal works on lifelong learning and manager of EC funded learning community projects.
[6] Developed initially by the Canadian Council on Learning, the Bertelsmann Stiftung (Foundation) adopted these indicators for Europe and for 412 districts and cities in Germany.
[7] Chaired by Dr Jutta Thinesse-Demel, PASCAL Associate, director of numerous lifelong learning projects.

Learning Regions Promotion of Networks raised sustainability challenges with a comprehensive understanding of educational, social, cultural and economic development adopted as part of the fabric of a learned society.

The positive influence of lifelong learning practices integrating cohesive planning through public/private partnerships for education and learning is seen in the current *Learning on Place*, which encourages wider representation in collaborative efforts.

This has brought a new wave of philanthropic responsibility and accountability that views lifelong and life-wide learning as purposeful and necessary.

Germany is a "lighthouse" to lifelong learning community policy and implementation. Overall, both *Programs* hold considerable importance as laboratories of lifelong learning across a nation. The tenants of *A Memorandum on Lifelong Learning* and the OECD learning city and regions principles have been progressed. We are reminded of the appeal set by the European Commission (2001) with the adage:

When planning for a year, plant corn. When planning for a decade, plant trees. When planning for life, train and educate people. (Guanzi c. 645BC)

Networking the networks to address immediate issues and embed long-term responses brings together the benefits from local, regional, state and national partnerships. These approaches are transferable to other international contexts.

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Grass-roots Resident Communities and the New Role of Lifelong Learning in Japan: Trials to create a new structure of society and markets by learning

Atushi Makino

Structural changes in society and lifelong learning in Japan

Japanese society is falling apart. This is caused by the combination of two problems: On the one hand, people are feeling their existence to be less and less stable and their reality as social existence to be shaken. On the other hand, the sense of values in society is becoming more and more diversified and fluid, with the result that social ties are breaking down and social integrity is being lost.

The keywords in understanding the changes in Japanese society are diversification, downsizing of society, base-layer residents autonomy and the construction of a new community. In Japan now "learning" has become the key to create new society based on the base-layer residents community and its networks. Learning has also been expected to play a key role to promote the mobilization of residents and so have them to bear social burdens and re-unify society. From the beginning of the 2000s, the direction of lifelong learning policy has begun to change. The direction has moved from "community building for lifelong learning" to "community building through lifelong learning". (Chuo Kyoiku Shingikai, 2004. Omomo and Seto, 2010).

Examples of the trials of residents as the main actors

The grassroots resident community has already become the key to resolve the problem caused by structural changes in society so as to re-unify people and make society stable.

I will introduce four examples of lifelong learning practices in which the community residents play the key role as the main actors.

The first project is the construction of a multi-generation exchange community[1] that has consisted of two main activities. The first part involves universities and enterprises undertaking special seminars and offering opportunities for elderly people, especially for the retired company employee to participate in, and support t these people to make new friends and build new human networks, as well as motivating them to lead a second life.

The second part of the activity is organizing elderly people and building an activity base, like a community café, where various generations of the community visit, talk and interchange, and build mutual relationships. Its aims are that elderly people will

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[1] This is based on the writer's research project to build the multi-generation exchange type community in the City of Kashiwa, Chiba Prefecture.

become the treasure of the community, even if some have become bedridden, children will come to talk and play for them.

The second project is an activation project in a depopulated area[2]. Now there is a word "marginal village" in Japanese society. It means the aged and depopulated village facing the danger of ceasing to exist. This project is the one that city young people move to the depopulated area of farming and mountain villages and begin a new "agriculture-oriented life", and renew the culture of that area and activate the village.

The basic idea of this project is; (1) Young people move to the village and interchange with elderly people of the depopulated area. (2) Young people absorb the agricultural technology and skill, and traditional handicrafts which elderly people have. (3) Young people try to unite the tradition and new thinking of city young people, and renew this traditional culture. (4) They try to begin and promote this exchange between the city and the area by developing this new culture, and creating a new "agriculture-oriented culture" so as to vitalize the village.

The third project is the trial project[3], so-called MONO-LAB-JAPAN project, that elderly people who have various kinds of technologies and skills share ideas and images together, while being freely connected with children, and try to create new things and show children the pleasure of craftsmanship. This trial is called MONO-LAB. MONO means materials or things in Japanese and not one as in English. The MONO-LAB was centered on a small studio at the corner of the street rather than one based in a big factory.

The fourth project is called Sumibiraki (Asada, 2012). This means the 'open your living-room to the community', a movement in urban areas. Someone who has a space in his/her house invites neighbourhood residents to come in and builds new neighbourhood networks for specific topics like a child-care mothers group, a book-reading group, a cooking group and so on. Neighbourhood residents who are interested in specific topics take an empty house in the community and create in it the node of new human networks. These bases of community networks have begun to connect to each other and rebuild a new structure of society in urban areas.

The networks in which these four projects have connected are already underway. Various activities in peoples' daily life connect and spread in Japanese society. Japanese society is already a society where various people exist, exchange and help each other. It is also a society which produces new values, and in order to create new values, this society needs mutual relationships among citizens (Makino, 2012).

Quiet dynamism of local communities and *Kominkan*

We are challenged to create new communities that ensure people's lives and guarantee their survival. The four examples that I mentioned above have strong relationships with the dynamism of local communities.

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[2] This is also based on the writer's research project to activate the 'marginal village' in the City of Toyota, Aichi Prefecture.
[3] This is based on the writer's trial project named MONO-LAB-JAPAN project in Bunkyo-ku, Tokyo.

What is at issue here is the possibility of building local communities as a process that keeps producing new values based on residents mutual relationships with each other, where residents assume such roles in the community.

The recreation of local communities will build new markets based on mutual trust and credit among residents. Multi-layered and closely woven human networks of mutual concern and attention, and this sense of trust and security will transform local communities into a more dynamic, more productive economic process.

This means that local communities themselves are transmuted into dynamic, ever-changing networks of people. This is a mechanism that keeps its equilibrium as a dynamic process. In this we find an image of a new society. *Kominkan* is another key to reconstruct a new community in this way.[4]

Following changes in social and economic structures, the decline and dissolution of resident autonomous organizations was progressing. To address this problem, residents were trying to find a new form of autonomy. It was felt that lifelong learning through *Kominkans* would play a key role in developing new actors who will ensure the future autonomy and sustainability of communities

A *Kominkan* is a Community Learning Center (CLC), and it is a facility for residents to undertake local municipality level learning activities. But, it is not only a learning facility for residents, it is also something more for residents.

It is the place where residents hold regular meetings to discuss base-layer community issues, train children for performances of traditional activities like lion dances for a community festival, organize a traditional puppet show preservation group, entertain the elderly, develop specialties using local produce, hold meetings of firefighting teams or youth groups, and elect leaders of self-governing organizations.

For the residents of the base-layer community, the *Kominkan* is something dynamic. It represents a dynamic nexus of residents' interactions. The words "doing *Kominkan*" often heard from residents shows what *Kominkan* means for residents.

At a glance, local communities may look monotonous, conservative, and basically intent on sticking to tradition, but actually, they have this dynamic mechanism that develops relationships of mutual support among residents, stimulates people to move around, and keep their quiet daily lives going with mutual assistance (Makino, op.,cit.).

Community solidarity and learning

The grassroots base-layer municipal activity transforms itself: It is no longer a "bio-power" or a government controlling and protecting people, but changes to a circulating and constituent power that respond to the needs of the network of communities and is perpetually revitalised by residents. And thus it becomes a network of communities that also constitute new markets.

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[4] The following description is mainly based on writer's survey on the policy and practice of *Kominkans* in the City of Iida, Nagano Prefecture.

These markets are specific to their respective communities, and by forming networks with one another, they give birth to a diverse and rich local economy and create employment in that economy. The specific character of this network economy is community based and a people-centered economy. This is not the market economy that huge companies as global enterprises monopolize.

Japanese society is already one in which there are not uniform values like those based on the former manufacturing economy, nor one that provides only advantages for those who are young and powerful. It is a society where various people that differ in age and sex, can exist and help each other through interactions, thus developing a new society that will produce new values.

In such a community, we need a new citizenry that will be the main actor to construct this community and create new values in residences' lives. This actor is part of the nodes of a network type economy and also a hub of the network consisting of base-layer communities. In this sense, we can say that this is not a system to distribute and enable a person to possess knowledge and skills, it is rather a process of generating and circulating knowledge and values for life. The citizen as actor is part of an ever-changing community.

Here, the character of learning has changed from distribution of authoritarian knowledge and values, decided centrally, to the people; to the generation and circulation of values on the basis of the citizens' daily life in society. This is the change from a static distribution system to a dynamic generation process. The existence of the citizen as actor has also changed from the static individual to a dynamic process to ever-developing individuals. This ever-changing process of the citizen as actor is learning. This dynamic equilibrium of learning creates new social solidarity in the community.

In this situation, the society is reborn again because people create the new solidarity. Such activities are now advanced in the very base of Japanese society. At the base of this society, 'weak' people connect with each other and create a strong community.

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3.2 Civil Society and Local Communities

Learning Cities and Civil Society Organisations (CSOs)

Alan Tuckett
President, International Council for Adult Education

One of the great strengths of city regions is their ability to bring together resources from a variety of different places to address challenges that cross the silos of national policy making. It is one thing to recognise that educating mothers has a positive health impact on their own lives and that of their children, and that increasing financial investment in the education of women will generate disproportionate savings in health budgets. But it is quite another to argue the case for shifting resources from health to education – at least at a national level. As one senior British civil servant put it to me, he knew no one whose career in public service had benefited from creating a triumph for the minister of a different department.

That is the most powerful rationale for the learning city movement. Decision making is local enough to identify real priorities for learning to enhance economic and social development, and where necessary to shift resources across departmental boundaries to that end. They are local enough, too, to secure more effective engagement of firms and social enterprises in strengthening the skills of their employees. And city regions operate on a large enough scale to marshal sufficient resources to make a difference. But in just the same way that cities can identify more effectively targeted solutions to meet the learning needs of communities, civil society organisations can help fine tune city region priorities to identify and reach groups with needs city region initiatives will otherwise fail to address.

At their best civil society organisations give a voice to otherwise under-represented groups. One key function of non-government organisations in general is to monitor gaps between what statutory bodies say and what they do – whether they are local, regional, national or transnational. A second key function is maintaining a steady commitment to the specific interest, whatever the focus of current policy. A third is to experiment, and develop new forms of provision, and a fourth is to act as advocate, creating a momentum, often in alliance with other partners, to secure policy change to the advantage of the specific interest. In the current context all these tasks need to be undertaken to a high level of competence for the case for adult learning to be re-asserted successfully in local and national practice and in the fiscal priorities of international funding agencies and major donors.

A fifth function, sometimes it seems more highly valued by funders than the others, is in providing services more efficiently and inexpensively than state or commercial providers. Often this is because voluntary organisations combine low levels of infrastructure with an intimate dialogue with marginalised groups (whether by way of income, gender, disability, ethnicity, language, rurality, or the myriad other ways communities can be excluded from fair and equal treatment). However, there are risks for voluntary organisations in moving too wholeheartedly to becoming a sub-contractor for state provision. It can prove more difficult to contest poor policy when your

survival depends on continuing contracts. It can inhibit innovation and the development of new forms of provision if service delivery uses all the creative capacity of CSOs. And it can lead to a reliance on too narrow a range of funders, weakening the ability to develop resources to meet needs beyond the appetite or resourcing of the state or municipality.

Nevertheless,the combination of service delivery and innovative development are essential functions CSOs can bring to learning cities in increasingly complex and diverse societies, where patterns of migration, cultural and linguistic differences, and differential access to information and power combine to make universal services hard to secure, without the skilled intervention of effective intermediaries.

The great strength of voluntary organisations of all sorts lies in the fact that they exist as a result of acts of will and of civic engagement by communities of interest or geography – usually to address needs that are otherwise not provided for. This was well captured by the British 1919 report, produced by the Ministry of Reconstruction at the end of the First World War:

> *In a modern community voluntary organisation must always occupy a prominent place. The free association of individuals is a normal process in civilised society, and one which arises from the inevitable inadequacy of State and municipal organisation. It is not primarily a result of defective organisation; it grows out of the existence of needs which the State and municipality cannot satisfy. Voluntary organisations; whatever their purpose, are fundamentally similar in their nature, in that they unite for a defined end people with a common interest. (Waller,118)*

What was true a hundred years ago has just as much relevance in policy making today, particularly where learning cities aspire to meeting the full range of learning needs affecting the full age range of communities in line with the four pillars of learning identified in UNESCO's The Treasure Within, that argues that we need learning to do, learning to know, learning to be, and learning to live together; or as the 1919 report put it:

> *By education we mean all the deliberate efforts by which men and women attempt to satisfy their thirst for knowledge, to equip themselves for their responsibilities as citizens and members of society or to find opportunities for self-expression.'(Waller, 59)*

Raymond Williams, the Welsh European adult educator and cultural commentator observed that people turn to learning at times of change and upheaval in order to understand what is going on, to adapt to change, and to shape it. For the third of those aims, they either find or invent organisations that can work in and against the state or municipal authorities – helping them to achieve their higher purpose through changing and adapting to shifting priorities. That is a role that civil society organisations of different sorts – whether universities, trade unions, women's organisations, faith based initiatives, or adult education associations can and do play with varying success.

However, just as every country or city region is not equally effective in matching policy and outcomes to their finest aspirations, nor are civil society organisations. Too many are seduced into becoming merely less expensive delivery arms for public provision.

Too many, too, settle into forms of work that are just as resistant to innovation as the most arthritic government department. Others find it difficult to translate their passionate commitments into language that enables real dialogue with providers and policy makers.

Nevertheless without the eyes and ears, and the creativity of civil society bodies, learning cities are likely to fail to secure the full engagement of all the communities they serve, nor to develop sufficient diversity of forms and processes to stimulate learning to secure the welcome priority for development – north and south – identified by the UN General Secretary's High Level Panel report, which argued that no-one should be left behind.

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Confronting the Issues facing Learning Communities in Australia: Some Reflections

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The Australian Learning Communities Network Inc. (ALCN Inc)

Various organisation and individuals interested in promoting the learning communities movement came together in 2001 and formed a voluntary supporting network – the Australian Learning Communities Network. Today most of our members are local governments participating either directly or through their Libraries. There are some Technical and Further education Institutes and Universities, a few neighbourhood centres, and some individual members. Most States are included but the strength of the membership is in the Eastern States.

It is this Network which endeavours to find ways to meet the challenges facing Australian learning communities, which are similar to those that seem to beset comparable initiatives around the world.

The understanding of the concept

In the first instance there is a lack of clarity of the concept. At certain levels, there is a superficial understanding and agreement but often the problem is a lack of perception of the implementation of the critical elements. Many see it as an academic approach; others see it as too hazy a concept.

There is no easy answer to this problem. However in their submissions and deputations, by drawing on observable examples and the outcomes of its research, ALCN Inc. tries to make the concept more convincing and comprehensible.

The use of different terms

There are "healthy Cities", "ecological cities", sustainable cities; "learning communities", "learning regions", "knowledge cities", "lifelong learning communities", "smart cities", "Place Management" and most likely one could go on. Again using related principles, some States have local learning and employment networks designed for senior level students to encourage employment and further learning.

The City of Melbourne describes itself as a "Knowledge City"; the City of Adelaide once described itself as a "City of Learning" and the State of Queensland describes itself as "the Smart State". While clearly all these terms are useful to differentiate their approaches, it all helps to confuse.

There is no easy answer. Learning cities/communities has a wide interpretation. It will require an unlikely universal solution. ALCN Inc. supports such international

initiatives as PASCAL and international conferences as these forthcoming ones in Beijing and Hong Kong in the hope that some clarity may emerge. In the end, ALCN Inc. takes the view that use of such terms may not matter, provided there are common principles underlying such approaches and these are imbedded over a long term. This last point is expanded in the next sections

Political Timelines

Those who work in the field face the challenge that they are dealing with often deep seated problems, which have developed over a number of years. Such entrenched problems are unlikely to be solved quickly. Yet in Australia most political time frames are 3 – 4 years. Faced with winning elections on their electoral record, most governments need identifiable outcomes to prove their governing credentials. The realistic time frame is at least 8 – 10 years to change behaviours and long standing ways of doing things. The consequence is that, outside of major institutions, Governments tend to establish separate, time limited, project funding. This type of funding is more manageable and, allied to identifiable outcomes, is more assessable whereas the more long term goals of a learning communities is easily measurable.

One of the most ambitious schemes to establish learning communities was in Victoria which established 9 learning community projects based around rural towns. Once the funding was withdrawn to separate projects, such funded towns ceased to promote themselves as identifiable learning communities. Furthermore, a nation-wide Commonwealth Scheme funding 10 communities the lasted only 3 years and was withdrawn. Again for the most part, such communities ceased to promote themselves as learning communities.

In contrast those communities that emerged through local efforts and supported by local governments have continued to this day.

As a result, ALCN Inc. defined its stance concentrating its support behind learning communities as a geographic concept and that local governments, as a local entity, are vital for their implementation.

The Varying Strengths of Local Governments

Local government in Australia is an arm of the State Government. In a country the size of Australia, where the most of the populations is concentrated in large metropolitan cities and thinly scattered in rural and provincial areas, the strength of each local government clearly varies. Local Government is dependent on the States in any funding arrangement from the Commonwealth Government and the issues of State v Local control arise. Many local governments claim that they simply do not have the resources to sustain a learning community structure.

Yet where they can, it is local government which has been associated with the more long term successful development of learning communities. Often the basic approach is to form partnerships to solve identified problems. Where State and Federal governments have large bureaucratic Departments, it is often found that the solutions to the issues require collaboration across some Departments, and this is difficult due to the

sheer size and separate nature of the Departments. Such collaboration is more achievable in local government.

The support of Local Government is strong in some areas particularly the outer western fringe of Melbourne, but varied in other parts of Victoria and other States. Often the support is drawn from within the resources of the Library. Very few have a totally designated person to undertake the coordination. Often the work is just one part of the overall responsibilities of Coordinator.

Quite a few members (e.g. the cities of Melton, Brimbank, Hume, Frankston in Victoria: the city of Townsville in Queensland; the Shire of Gwydir in New South Wales; and the City of Rockingham in Western Australia) have developed strategic plans imbedded in the overall Council plans.

One could surmise that there are many instances of community activity akin to those in learning communities but it is simply not recognised as such or conducted under different contexts. There are some local governments again undertaking related initiatives but choose not be aligned with our network.

As elsewhere there is a shifting scene within local government as enthusiastic staff move on, as enlightened CEO's change through promotion or transfer and as agendas alter with the election of new Councillors every few years.

Nevertheless despite the weakness of local governments in this regard, ALCN Inc. believes they are best equipped to develop learning communities. Local governments control a geographic areas and accountable for its governance to that area. The most successful learning communities are community owned and driven. This is quite evident from many reviews of learning communities. But to substantiate this view further, ALCN Inc. has supported research (hopefully presented at this conference) and the evidence arising from such research confirms our judgement.

For several years ALCN Inc. has submitted to the Commonwealth Government to resource local governments in the manner of the South Korean Government, to encourage them to initiate local learning communities. To date, these submissions have been unsuccessful.

However currently there is a socio-economic Commonwealth project titled "Better Futures; Local Solutions" which shares similar approaches to those adopted by learning communities. This project funds identified 10 disadvantaged communities around Australia which receive funding under this project.

Overlap between Lifelong Learning provision and Learning Communities processes

Understandably where terms are not precise, there is confusion between the interrelated concepts of Lifelong Learning and learning communities. There is plenty of lifelong Learning provision particularly in the fields of education, skills and training within Australia. It is a necessary concomitant or outcome of learning community objectives. Australia needs to offer extensive learning opportunities to become a learning society.

But the adoption of learning community processes by a community or region is a much broader challenge. Learning communities bring learning, government, business and community organisations and resources together in a range of partnerships to develop initiatives to address local problems and disadvantage and to make communities more cohesive and sustainable. This collaborative and partnership process to achieve socio-economic goals is a wide ranging concept to make a community or region much more resourceful and adaptive as it seeks solutions to the exponential increase of change in all aspects of life facing the world today.

Wherever it can, ALCN Inc. strives to reinforce the complimentary nature of the two approaches, that that they are two sides of the same coin, that more likely than not, the learning community will lead to greater provision of lifelong learning and the creation of a learning society

Conclusion

The Australian learning communities originally drew a lot of strength from the activity in United Kingdom. But the outside perspective is that the movement has declined in that country. ALCN Inc. needs to be more sustainable or it will go the same way as the counterpart organisation in UK. Accordingly the Network has developed a 3 year continuity plan

In essence, the network strives to support existing and future learning communities by:

- Providing a reference point for assistance, information, discussion of issues and resolutions of problems

- Providing an executive working on behalf of members, acting as an a national voice for the movement, and advocating for members by making deputations to Government, Government Departments and other organisations as seen fit to further the ALCN objectives

- providing an avenue for professional contacts nationally and internationally

- Producing media releases, brochures, flyers and other promotional materials where required.

- Producing a periodic newsletter to distribute ideas from and information from and about other learning communities

- Providing assistance for new learning communities with manuals; start up kits and other informational documentation.

- Using a web site for information and clearing house for reports papers, documents etc.

- Seeking or undertaking appropriate research into the work of the learning communities.

- Providing peer advice and support

- Providing a mechanism to foster the national movement and allowing members to share in the benefits of belonging to a professional association.

Learning as a Driver for Change

Leone Wheeler
Shanti Wong

"*Strong and resilient communities are those that can identify the potential of all its citizens to learn and to contribute to community life*"
(General Manager, Gwydir Shire Council).

Local government areas (rural and metropolitan) in Australia can foster a culture of learning in their communities to achieve positive long term outcomes. The research *Learning as a Driver for Change* explores how learning partnerships between councils, their communities and learning organizations can help improve social outcomes, build community capacity and strengthen community governance. It demonstrates that such partnerships make social inclusion a priority and support both formal and informal learning opportunities.

The research examines the outcomes of the Hume Global Learning Village (HGLV) partnership in Hume City from 2003–2012 and the Gwydir Learning Region (GLR) partnership from 2004–2012. Wheeler and Wong drew from a comprehensive literature review, document analysis of the HGLV and GLR strategy documents and interviews with 30 stakeholders and 11 learners involved in the case studies. In addition, a sample of participants who attended the Australian Learning Community Network Conference in September 2012 were also consulted. The outputs of the research include a report incorporating a literature review and case study analysis and a Learning Communities Framework (Wheeler, Wong, Farrell & Wong, 2013, Wheeler & Wong, 2013).

Gywdir Shire is a rural location in Northwest New South Wales and covers an area of 9,000km2. It is linked by a small number of towns and villages. The 2011 ABS census estimated the population to be 4,965 people, with the vast majority of people being born in Australia. The Shire has an aging population with 30.5% of people sixty years or over, compared with 20.5% for New South Wales. Gwydir Shire uses a learning community approach as a strategy to address key challenges such as very low levels of household income and very low levels of educational attainment. They identified a need to expand the engagement of post-school workers into additional training and expand pathways for young people, especially vocational options. In 2004 the response was to establish the Gwydir Learning Region, a strategic partnership consisting of the various local educational providers and the Gwydir Shire Council.

Stakeholders and learners identified the following as significant changes (2004-2012) in the development of the GLR:

1. There has been significant movement towards building a culture of learning within the Shire

2. There is evidence of building of a skill base within organizations, and within communities

3. Local government plays an important role in driving the learning agenda

4. The focus is on contributing to community change through personal support for individuals involved in training and learning

5. The building of the 'cultural mortar' of the community.

Hume City is located on the urban-rural fringe, just twenty kilometres Northwest of Melbourne, Victoria. Hume City is a growing population. It consists of older established areas such as Broadmeadows and Sunbury and newer housing areas such as Roxburgh Park and Craigieburn. The 2011 census estimated the population at 167,560. It is a very culturally diverse population with over 140 nationalities speaking 125 languages other than English at home, with 32.2% of the population being born overseas. Hume Global Learning Village HGLV network combines the collective resources of its 700+ membership of individuals and organisations to improve learning opportunities for the entire Hume community. The drivers to develop the HGLV in 2003 were that older areas such as Broadmeadows lacked a library and also had few community education opportunities. In particular, Broadmeadows had significantly lower levels of educational attainment when compared to metropolitan Melbourne.

Stakeholders identified the following as significant changes (2003-2012) in the development of their learning community:

- The investment in social and learning infrastructure in Hume City such as the original Hume Global Learning Centre at Broadmeadows

- The ability of the people within Hume City to turn a deficit into a challenge. A strengths-based approach was taken to challenges

- The development of a 20 year strategic plan and the innovative practices of the HGLV

- The routinisation of the Village and evolution in the alignment of council planning.

Each of these communities set about addressing their challenges using a learning community approach. One of the objectives of this research was to identify the core elements of this approach that were common across the two communities and which could also be applied to other communities. An analysis of the key strategic documents of the HGLV and GLR demonstrated that each community identified a need; understood the importance of collaboration with strategic partners and set about identifying long-term goals. Local government played a strategic leadership role and invested in the idea that learning is a strategy that can improve social outcomes, and build community capacity.

Hume City Council and Gywdir Shire and their strategic partners have been successful in developing a culture of learning within their communities, and this has built a solid foundation for future development. These communities found that learning is a driver for change and is a method of addressing low socio-economic status. The HGLV and GLR are collaborative frameworks for efficient planning and development of a learning community approach.

For the HGLV and GLR, the learning community approach is based on sophisticated concepts such as innovation, collective creativity, lifelong learning, personalised learning, active citizenship, cultural 'mortar', social infrastructure, social justice,

sustainable rural development (HCC 2004; Mitchell 2006; HCC 2007; Eastcott 2008; HCC 2010a). Social learning theories and collective learning approaches guide the work. The African proverb 'it takes a village to raise a child' is used to emphasise the importance of collaboration to achieve long-term outcomes. (Eastcott 2008; McGuire 2012).

Challenges

Using a learning community approach can mean it can be complex to explain to residents. However, stakeholders are getting better at describing the work and adjusting the message to suit the audience. An analysis of the documents from the two case studies shows practitioners are better at targeting messages that residents can relate to, for example; pathways to learning and employment; raising aspiration; active citizenship; enhancing existing education and training provision; and having a 'can-do' attitude.

There was also some frustration expressed at not being able to deal with social issues on the ground in a timely manner, for example, youth disengagement. Too often a level of bureaucracy from other levels of government hindered progress.

A key challenge has been the effective measurement of the outcomes of the collaborative approach taken by both the HGLV and GLR. Because learning communities work through partnerships it becomes difficult to attribute particular outcomes to learning community activities. In addition, the timeframe for learning community initiatives is long term, usually spanning 5 to 20 years. However, evaluation is often tied to funding over 1 to 3 years.

Learning Community Framework

A practical outcome of the research project is the development of a framework tool which identifies a number of key criteria for a learning community approach. This resource can be used by other learning communities (Wheeler and Wong, 2013). This framework is based on Wheeler and Wong's work as practitioners; the literature review; responses to interviews for this project and a document analysis of a range of strategic planning and marketing document provided by the HGLV and GLR.

Even though learning communities are, and should be different, they can have shared values and principles. The difference comes in the implementation of approach to suit the local context. Drawing on innovation research, practitioner researchers also identify a life-cycle approach to the implementation and sustainability of such partnerships (Wheeler, 2004; Shiel, 2000; Beilharz, 2002). Evidence of over 10 years' experience of the development of mature learning communities such as HGLV and GLR suggest the following phases:

1. Establishment
2. Consolidation
3. Enhancement

These follow an action research cycle where participants collectively learn to build a local knowledge base aimed at working towards a long-term sustainable framework. In the case studies examined, each phase generally lasted for three to five years which was in line with other local government strategic planning cycles.

The framework developed includes key criteria which can be used by learning communities as a monitoring and evaluation tool:

- Long-term vision and goals

- Leadership

- Strategic partnerships

- Lifelong learning

- Innovation

- Building community capacity

- Connecting community and social infrastructure, and

- Integrated community governance.

The framework explores each of the key criteria in detail listing key indicators. The framework provides a diagnostic planning tool for communities which are considering this approach. It is also useful to develop or review a community learning plan. The reflective questions and checklist can be used for monitoring and evaluation purposes. Wheeler and Wong are currently using these tools for evaluation purposes, for example, in Brimbank and Geelong. The tools are designed to be used by practitioners and feedback is welcome.

Wilson (2012b) advises that key stakeholders in different kinds of communities (outer metropolitan, regional, rural, remote or metropolitan) should articulate 'the kinds of immediate challenges and priorities they have. Explore the underlying questions about learning and knowledge. How is learning and knowledge best mobilised to address their local circumstances?'

It is important to understand the resources that communities are willing and able to invest in. Resources are usually tight and there are competing priorities.

> Unless there is a key local champion who gets the message about learning and is prepared to be an advocate for that to be a key element of local thinking, there are always going to be competitors who want to divert resources in other directions (Wilson 2012b).

Lessons for other communities/neighbourhoods

Learning as a driver for change in communities is worthwhile. There are lessons that can be learnt from over 10 years of experience in Hume City and Gwydir Shire. The underlying philosophy, goals and commitment are transferable to other communities whether it is rural, regional, remote or metropolitan. It is important to harness the energy of local champions; have a long-term commitment to work collaboratively to achieve long-term goals which address current community challenges; adapt programs

from other communities and also innovate and invent for local conditions; harness the energy of young people and encourage cultural diversity and intergenerational learning activities; consider appropriate governance structures and above all celebrate and measure success!

> 'Some ideas will also be transferable, some will need adaption and some ideas need to be home grown (Thompson 2012).'

Acknowledgement

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Creating "Learning Spaces" for Marginalized Citizens in the Complex Tensions of Emerging Governance Interactions

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Introduction

As scholar-practitioners working in a civil society organization, we are intensively involved in the development of "learning spaces" for marginalized adult learners in a rapidly growing city in the lower mainland of British Columbia.

In the context of Surrey's current social, economic and environmental sustainability challenges, the Phoenix Society[1] through collaboration with City of Surrey, other levels of government, business, development, education and financial sectors has demonstrated that larger systems can be engaged in transformative learning and change efforts through the development of innovative partnerships based on shared social, economic, and environmental sustainability goals where previously single silo policy approaches have prevailed.

From our perspective as practitioners in a community-based organization, we argue that civil society organizations can be effective intermediaries in:

- Changing governance interactions (civil society, state, markets) that can strengthen inclusive citizenship, civil society and the social economy through network deployment and collaborative practices across disciplines and across sectors to create vibrant, humane, just and inclusive cities.

- Support the capacity building and enhancement of knowledge of marginalized citizens

- Enable civil society partnerships and alliances to enact socially innovative change initiatives that transform exclusionary mechanism into inclusionary strategies.

Convergence of Factors Creating a Vulnerability Context for Citizens Pushed to the Margins

Our concerns center around the vulnerability context of citizens being pushed to the margins of communities. Our work is situated within the context of changing governance interactions being shaped by the larger drivers of a globalized economy, the

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[1] The Phoenix Society is a community-based, multi-service, not for profit organization based in the City of Surrey, British Columbia, Canada since 1989. It cultivates a community social and economic development approach to the problems of growing social exclusion through trans-disciplinary and cross-sector partnerships with business, industry, financial, educational, and public sector institutions, civil society organizations and citizens to help build more just, humane, vibrant and inclusive communities.

decline of the welfare state, public policy shifts toward reduced social spending, geo-economic and geo-political realignment, de-industrialization, trade liberalization, a restructured labour market, skills' gaps, technological change leading to growing income inequality, new forms of work organizations and family structures, new demographics, migrations of populations and changing values.

In response to economic crisis, evolving governance models have rapidly implemented the transfer of traditional national responsibilities for health, welfare, education, infrastructure, immigrant settlement and housing to regional and local levels without building community capacity or providing resources to respond to these complex and emergent needs in a sustainable way. Accompanying these new complex governance interactions between the state, the market and civil society, are discourses that explain this transfer of responsibility for the social well-being of citizens to individuals in a new ideological frame of individual freedom and choice.

Our City and the Cities' Agenda

Surrey, the city where we live and work is one of the fastest growing cities in Canada, and the fastest growing city in Metro Vancouver, welcoming approximately 800 new residents each month. Surrey's population of over 468,000 (2011 census) is projected to increase by an additional 250,000 people in the next 30 years. Currently the second largest city in British Columbia, Surrey is expected to become the largest, surpassing the City of Vancouver's population within 10 years. By 2041, it is estimated that 1 in 5 Metro Vancouver residents will live in Surrey. Surrey has one of the most diverse communities with over 43% of residents having a first language that is not English.

Surrey is strategically located at the crossroads of the Pacific Rim, Metro Vancouver and the United States. Easy and convenient access to Vancouver International Airport, two international border crossings into the U.S.A., an excellent transportation network including six major highways, rail and deep sea port offer opportunities for transportation of goods and services worldwide - a network essential to the demands of a vibrant city and its growing business sector. At 317.2 sq. km., Surrey is the largest city in Metro Vancouver and has approximately 46% of Metro Vancouver's total vacant industrial land. Around 35% of the city's land is designated as agricultural, and is still being actively farmed today. Surrey also has 2300 hectares of park and open space.

Cities as Strategic Spaces

Like many other cities around the world, Surrey is facing the complex challenges of economic, environmental and social sustainability in a time of rapid growth and change. It is engaged in the process of positioning itself as a "strategic space" in order to attract economic, technological and knowledge -based innovation. In the emerging literature about the growth of cities, and in policy discourse on the "cities agenda," cities like Surrey are being conceptualized as "strategic spaces" in the "age of globalization." Cities are being seen by policy researchers as engines of the economy because of their population density, diversity and dense labour markets. Writers such as Richard Florida see cities like Surrey as clusters of creativity and innovation.

Cities are also Sites of Increasing Concentrations of Wicked Problems

But poverty researchers are increasingly showing that cities multiply barriers for citizens located on the other side of the "knowledge, innovation and creativity divide." Surrey currently faces several critical social issues endemic to communities in all post-industrial nation states. These include rising rates of homelessness, of addiction, mental illness, crime, unemployment, increasing income disparities, inequitable access to education and poverty. The nature of these problems is complex. They are considered "wicked problems" in the parlance of public policy because they are deeply embedded in multiple levels in the environment. They are problems that cannot be resolved by one government department or one scholarly discipline- they require collaborative trandisciplinary efforts involving multiple disciplines and multi-sector strategies.

The City's Response

The city of Surrey has developed economic investment plans and strategies, social planning strategies including community safety, and crime reduction, housing and homelessness, substance use and addictions, children and youth, and community development and inclusion. Surrey unanimously adopted a Sustainability Charter in September 2008 setting out three main goals to achieve sustainability: economic goals of building an economy providing local employment and a strong revenue base; environmental goals emphasizing stewardship and protection of the community's natural assets; and, socio-cultural goals including the promotion of a safe, caring, engaged, and liveable community, with a sense of place, that is inclusive of all aspects of diversity and provides a range of educational, recreational, cultural and employment opportunities, affordable and appropriate housing, transportation options and personal, health and social services that are accessible to all.

Working Intensively in Complex Emerging Governance Interactions

The area in which we and our colleagues are engaged in concerted efforts in community sustainability challenges is in the area of social sustainability. However we argue that increasing social sustainability involves integrated efforts and partnerships within and between business, universities, government civil society organizations and citizens. Having a social justice mandate, our organization has an interest in how constructs such as Learning Cities, Healthy Cities, Green Cities, Creative Cities, Smart Cities, and Resilient Cities are defined and operationalized in our community. An ethical social justice position informs socially innovative strategies defined by their ability to respond to alienated human needs, empower the dispossessed and transform social relations to increase social inclusion.

Case Examples

Our contribution presents case examples of three development projects produced in the complex tensions of emerging governance interactions among state, market and civil society actors in the City of Surrey, British Columbia, Canada to show how an enabling environment can be created through emerging governance relationships to support citizens in building upon their strengths, how a community can build a meaningful and sustainable response to the critical social issues of homelessness, addiction, crime, and poverty, and how such strategies can multiply community benefits. These examples

represent over $50 million of socially innovative infrastructure of over 140,000 square feet over a seven-year period:

1. The Phoenix Centre Project, a $13 million, 46,000 square foot integrated addiction services centre in response to the problems of homelessness, addiction and crime in the City. The Centre takes a transdisciplinary approach in contrast to siloed responses to these complex problems by combining affordable housing with accessible spaces for educational and employment assistance for marginalized citizens. This project developed a new evolution of re-purposed relationships among federal, provincial and municipal governments combined with financial and educational institutions, industry and business sectors, citizens and community stakeholders sharing a common vision of a safer, healthier, more inclusive city. This scalable community project demonstrates how it is possible to create socially innovative infrastructure that responds to citizens' needs, empowers citizens to exit poverty, transforms exclusionary mechanisms into inclusionary strategies, produces efficacious results as well as socially robust knowledge that can be shared with other jurisdictions to respond effectively to complex social problems emerging globally in cities and communities.

2. Development of a community-based Employment Services Network in response to a provincial initiative to transform the public employment assistance services sector. This network of community-based organizations organized a new legal architecture for a shared governance model that combines their community knowledge and assets with community partners including the city, board of trade, educational and financial institutions, and business improvement associations. This hybrid organizational structure is an example that illustrates that market logics are not the only means of producing efficiency and profit. It is also an example of building the capacity of the civil society sector to become an equal partner representing the interests of citizens in their communities with government in decision making processes, ensures access to services for marginalized citizens, and increases employment and participation in the community and the economy.

3. The Rising Sun Project includes vertical and horizontal integration involving cross-sector partnerships developing a common vision of an inclusive city. A $12 million, 34,000 square foot comprehensive development in a newly emerging downtown City Centre combines 3 kinds of supportive housing to address the urgent need for affordable housing for a growing population of urban Aboriginal citizens with an All Nations Gallery including studio spaces for local and global artisans, a Social Innovation Centre, Social Enterprise Café and Community Gardens. A partnership with a local university is jointly creating a Community Centre of Applied Learning and Social Innovation connected to ten Canadian universities that will provide access to community-based educational spaces for citizens and will involve citizens in community-based research and knowledge generation. Community Gardens developed in partnership with the Institute for Sustainable Horticulture will provide opportunities for citizens to learn and participate in a sustainable community garden. The Social Innovation Centre is designed as an animation space to attract socially creative citizens of All Nations to contribute and exchange ideas about how to build a healthy, inclusive, sustainable future for our city.

The socially innovative work of the Phoenix Society in creating "learning spaces" in which marginalized citizens can be engaged and empower to exit poverty for the past 20 years in the community has focused on strengthening social inclusion based on social justice goals. Social innovation is also informed by critical, transdisciplinary, transformative phenomenological lenses which illuminate important lifeworldly features of socially creative strategies that are not captured in some current constructs of social innovation within the context of the "cities agenda."

New York: A City of Neighbourhoods[1]

Peter Kearns
Co-director PIE

It is often said that New York is a city of neighbourhoods. While this reflects the history of New York development in absorbing waves of immigrants coupled with the footprint of New York's socio-economic development, much has been done in recent years to preserve and enhance the identity of New York neighbourhoods, and to resolve conflicts between development imperatives and the preservation of heritage and identity. While there are on-going tensions, there is much in the situation of the neighbourhoods of New York that provide insights into the position of local communities in large successful cities where individual initiatives, and the role of civil society, have been important in preserving and enhancing New York neighbourhoods.

New York is a large city with an estimated population of 8.336 million in 2012 while the total New York Metropolitan area has a population of 18.9 million. The city is divided into five boroughs : Manhattan, Brooklyn, Queens, Bronx, and Staten Island. Many neighbourhoods within these boroughs have distinctive characteristics and identity.

Efforts to enhance the liveability of New York neighbourhoods have involved a strong role for civil society organisations, such as the Project for Public Spaces and Grow NYC, while individuals have at times played a decisive role as, for example, in the preservation of the High Line as an aerial public park which is discussed below. City government has often supported such action, although sometimes with a time lag, in areas such as passing Landmarks legislation and the declaring of over one hundred Historic Districts, and in the construction of new urban parks.

PPS and place making

The Project for Public Spaces was established in 1975 to put into practice the findings of William Whyte's Street Life project. This work provided a guiding philosophy for the work of PPS deeply rooted in a local neighbourhood foundation. While PPS has had a large number of projects in New York, nationally, and internationally, its work may be illustrated by :

- The New York Streets Renaissance project; and

- Its approach to place making.

In 2005 PPS was brought into the New York Streets Renaissance campaign as a grassroots initiative that led to sweeping changes in New York streets in a few years. The initiative addressed New York's traffic which dominated streets and aimed to reinvent the city's streets as vibrant public spaces. This alternative vision of the role of

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streets was illustrated around public spaces in the Meatpacking District of Manhattan. Street Renaissance demonstration projects were constructed in many of the city neighbourhoods (see http://www.pps.org/projects/new-york-city-streets-renaissance/

Much PPS work has been directed at effective place making based on evaluating many public spaces around the world. This has led to a clear PPS view on the role of public spaces in place making.

> *They are the front porches of our public institutions – libraries, field houses, neighbourhood schools- where we interact with each other and government. Where spaces work well, they serve as a stage for our public lives.*

The PPS view of a successful place is clearly set out. (http://www.pps.org/reference/grplacefeat/ PPS has worked in a joint project with the UN Habitat agency on place making and the future of cities with draft conclusions available in a 2012 report (PPS 2012).

Grow NYC

Grow NYC is a hands on non-profit organisation that has been improving the New York City environment for over 40 years. Established in 1970 as the Council on the Environment of New York, the organisations has evolved to become more engaged with the city and its citizens in a range of ways. It has sponsored environment programs that transform communities block by block aiming to empower local communities to act to secure clean and healthy environments for future generations. Projects include the famous Union Square Greenmarket, building community gardens, teaching young people about the environment, and improving recycling awareness.

Preserving neighbourhood heritage

Preserving historic neighbourhoods in New York has involved struggles between development imperatives and action by local communities to preserve their heritage. These conflicts across the city between competing imperatives may be illustrated by the struggle to preserve the heritage of Brooklyn Heights which was to become New York's first declared Historic District (Schneider 2010).

While seventy years ago historic preservation regulations in urban areas existed in only a handful of American cities, Boston's Beacon Hill and the Vieux Carre in New Orleans were notable exceptions, the conflicts between development imperatives and preservation action by local communities led to the New York Landmarks Law in 1965 which included immediate action on three historic districts, including Brooklyn Heights.

In these struggles leading to the New York Landmarks Law, local community action was important. In Brooklyn Heights, for example, volunteers mapped all houses in the district and identified 619 pre-Civil war houses that gave the district its unique 19th century quality (Schneider, p43). Preserving the heritage of "brownstones" became a battle cry for the community.

New York now has a Landmarks Preservation Commission to administer the city's preservation efforts including identifying Historic Districts.

> *A Historic District is an area of the city been designated by the Landmarks Preservation Commission because it has a special character or a special historical or aesthetic interest which causes it to have a distinct "Sense of place" (Landmarks Preservation Commission)*

This approach links place making with preserving the heritage as a foundation for building a city with a strong sense of identity and heritage. Historic Districts range in size from small groups of historic buildings to areas covering hundreds of buildings. Hardenbergh/Rhinelander Historic District is the smallest with 7 buildings. Greenwich Village is the largest containing 2,035 buildings.

Buildings in the declared Historic Districts require the approval of the Commission for changes. This has acted as a brake on the destruction of historic buildings and districts so that New York has gained as a city with an enhanced sense of its heritage and identity. With these procedures in place, New York has over 100 declared Historic Districts with 30 districts in the Brooklyn Borough alone, and with Brooklyn Heights the first of these.

Innovating in Urban Parks

New York in 2012 received the Lee Kuan Yew Prize for "outstanding contributions towards the creation of vibrant liveable and sustainable urban communities around the world" (Urban Solutions No 1, July 2012,p 26). In responding to this prize, Mayor Greenberg cited as two of New York's innovations the new Brooklyn Bridge Park and the High Line.

- The Brooklyn Bridge Park is being built along the Brooklyn waterfront for nearly a mile and a half. The park is innovative in creatively reusing six abandoned piers as relics from Brooklyn's shipping past so that the park projects the theme of adaptive reuse of past industrial objects and conveys a new vision of what a park in an intensely urban setting can do.

- The High Line is also an innovative urban park developed from a disused elevated industrial railway that formerly served warehouses in the "meatpacking district" of Manhattan. Community action saved the railway line from demolition and led to a park with significant public spaces running for about one and a half miles in Manhattan's west side.

Both these examples show the city innovating in reclaiming an artefact from the city's industrial past, and reinventing it for the 21st century (Bloomberg 2012,pp 26-27)

The role of Community Boards

An illustration of the significance of local communities in the operation of New York as a city of neighbourhoods exists in the role of the 59 Community Boards established by the city. The role of the Board's is advising on land use and zoning matters where they must be consulted. Each Community Board usually takes in a number of

neighbourhoods. For example, Community Board 2 Manhattan covers neighbourhoods of Greenwich Village, Soho, NoHo, Little Italy, and Chinatown.

Some examples of neighbourhoods

Fulton Ferry Landing and Brooklyn Heights may be taken as examples of typical neighbourhoods, both declared Historic Districts. Information on all the neighbourhoods of Brooklyn is available in the excellent Neighbourhood History Guides produced by the Brooklyn Historical Society. The museum of the Society in Brooklyn Heights has a good historical library.

- The Fulton Ferry Landing is a small historic neighbourhood located on the Brooklyn waterfront adjacent to Brooklyn Bridge. A jetty existed here back to the 18th century, at times caught up in drama such as the retreat by George Washington and his officers from Brooklyn following defeat in the battle of Brooklyn in the American War of Independence. Ferryboats from Manhattan became regular following the invention of the steamboat by Robert Fulton. This became an industrial area and Brooklyn's transportation hub and commercial area with a range of industries and shops. The building of the Brooklyn Bridge impacted on this neighbourhood with a decline of the former dominant industries. In recent years some of the old commercial and industrial buildings have been renovated for residential purposes. The construction of the Brooklyn Bridge Park adjacent to this neighbourhood is leading to a placemaking revival of the neighbourhood.

- Brooklyn Heights was New York's first declared Historic District. This is a pleasant tree lined residential neighbourhood which combines this with a vibrant main street with many eating places and small shops. A touch of Paris. The neighbourhood displays a range of architectural styles and periods with the superb Brooklyn Heights Promenade with its views over Manhattan, East River, and New York Harbour. Brooklyn Heights has attracted many eminent literary figures such as Truman Capote, Tennessee Williams, and Norman Mailer, while the Brooklyn Historical Society Museum in Pierrepont Street preserves the rich heritage of Brooklyn. Brooklyn Heights demonstrates successful place making with the new Brooklyn Bridge Park connected to the Heights Promenade with a bridge to add to the public spaces in the neighbourhood and its attraction as an urban living environment.

New York, the city of neighbourhoods, illustrates a different approach to revitalising local communities to most of the cities involved in the PASCAL International Exchanges. This is not a top down approach seen in some other cities in the PIE exchanges, but a kind of social free market in which entrepreneurial action by individuals and community organisations is important. The key role of civil society is illustrated by the roles of the Project for Public Places and Grow NYC. Place making ideas have filtered down to influence much of this development with the City supporting with such initiatives as the innovative urban parks discussed.

The importance of the neighbourhoods of New York gives the city a distinctive ethos and spirit that can be seen as articulating a moral case for diversity (Bell & de Shalit, p6) Good place making in recent years, combined with efforts to preserve and enhance

the heritage of the city, make the neighbourhoods of New York one of the enduring assets of the city, and enhances the quality of life for many.

The New York approach is distinctive, and perhaps unique, a reality recognised when the city was able to combine winning the Lee Kuan Yew Prize in 2012 for "outstanding contributions towards the creation of vibrant, liveable and sustainable urban communities around the world" with selection by the Economist Intelligence Unit as the world's most competitive city applying the Global City Competitiveness Index (Economist Intelligence Unity 2012). Whether the New York approach to preserving and enhancing the role and significance of neighbourhoods in a competitive global city has implications for other cities merits discussion.

Some questions

1. Do you consider that the New York approach to preserving and enhancing the role of neighbourhoods has lessons for other cities?

2. What aspect of the New York approach do you consider has most value?

3. In what ways could the role of civil society organisations play a significant role in the development of cities, as has occurred in New York?

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Learning Together for Change: A Case Study in Dharavi, Mumbai

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Introduction

This contribution explores the development of the 'community' of Dharavi in Mumbai. It does so from a bottom up perspective, recognizing that the Mumbai City authorities have to date not managed to adequately meet the regeneration challenge posed by Dharavi, and have not always engaged productively with the local residents.

The development strategy deployed within the Dharavi community is based broadly on a variation of the community organizing approach, and in particular the model developed and delivered internationally by Slum Dwellers International. This model seeks to work holistically across a slum rather than operate piecemeal on specific issues.

The key objective of the work described in this contribution is to demonstrate how the SDI model:

- Makes slum dwellers visible to the wider city administrative and political processes
- Enables residents to be able to act as full members of society
- Recognises the key role of women in development and supports them to achieve this role
- Promotes local economic, social and environmental sustainability
- Builds partnerships between the local community and city / state / national / international bodies
- Provides lessons that are applicable globally to deprived communities and city / regional governments

The argument presented in this contribution is based on field research in Mumbai over the past 4 years, and includes findings from the book 'International Community Organising; Taking Power, Making Change' (Beck and Purcell, 2013)

About Dharavi: Global Mega Slum

Mumbai is a globally important city and the financial and commercial centre of India. The estimated population of the city exceeds 20 million. Around 30% of the population live in slums. Some of these are small communities, however Dharavi is estimated to have a population somewhere between 600,000 and 1 million. As such it is in the top 20 of the largest slum communities in the world.

The United Nations have identified the key issues for urban slum communities that sit alongside the Millennium Goals, they are:

- The provision of basic health and education services

- Provision of potable water and waste removal

- Improved housing provision

- Creation of local employment,

- Improved environmental sustainability

The Mumbai City authorities have attempted some piecemeal development towards these objectives, but often this has been *done to the community* rather than *with the community*, and has had limited success. Current best practice in international development stresses the importance of effective partnerships between local communities and development agencies. Furthermore, it is recognized that application local knowledge is an essential ingredient for successful large-scale development programmes.

Operational Model for Change

Within Dharavi there are a multiplicity of organisations (local/ regional / international) engaged in various types of development activity. Some of the most important work is being undertaken by Slum Dwellers International (SDI) and the local affiliate SPARC (Society for the Promotion of Area Resource Centres).

SDI is an international network of community-based organizations of the urban poor that operates in cities across 33 countries in Africa, Asia, and Latin America. SDI has created a development model that prioritises collective action, reflective learning, and personal and community empowerment. The overall goal is the creation of sustainable and inclusive cities, where slum dwellers are acknowledged as equal citizens.

The development model of SDI is based on building a local people centered community organization, whose activities can be broken down into 11 key elements:

1. Providing an autonomous 'voice *of* the urban poor' and not a voice *for* the urban poor.

2. Daily saving by members, which is seen as a mobilising and developmental tool that creates accountability, self-reliance and financial and human resource management skills.

3. The participation of women and of the most marginalised members of slum communities is central to successful development activity.

4. Building community learning and solidarity through horizontal exchange programmes across different slum communities.

5. Incremental human settlement development through identifying and building local assets.

6. Grassroots-driven gathering of information through surveys, enumerations and settlement profiles. This enables development planning and campaigning based on hard evidence.

7. Solution-finding through negotiations and dialogue with city, regional and international bodies.

8. Community-based shelter training, including house modelling, community action planning and community design.

9. Establishing small core groups of professionals to provide technical and financial support to local organisations.

10. Consistent engagement with local authorities through urban poor funds, enumeration data and citywide development strategies.

11. International advocacy in order to strengthen local city level initiatives.

Key questions

There are a number of key questions arising from the work of SDI and the experience of development in Dharavi:

- How far can healthy and sustainable cities be built without engaging fully with the local community?

- Do local communities need to create their own community based organizations in order to engage effectively in development activity with city / regional / national bodies?

- How can city / regional / national bodies be held more accountable to currently disenfranchised local communities?

- Do we need to recognize that healthy and sustainable cities can only be created through a more equitable sharing of power and resources?

- How can the learning from Dharavi and SDI in general be disseminated to other global communities?

Indian Civil Society Voices on Urban Poverty

Eric Kasper
IDS, Sussex, UK, and PRIA intern New Delhi India

Introduction

Eric Kasper, a research scholar from the Institute of Development Studies, University of Sussex, UK, has been associated with PRIA as an intern from August 2012. Based in the Raipur field office for the past year, he has worked closely with the urban team to study existing social systems in urban slums and how they complement and supplement each other. He presented what he had learned at a seminar in PRIA in July.

About the project

Over the past two years, PRIA (in alliance with Chetana Child and Women Welfare Society, Raipur and Shikhar Yuva Manch, Bilaspur) has been intervening in 7 slums of Raipur city and 9 slums of Bilaspur to strengthen civil society voices on urban poverty. Through meetings, focused group discussions and community participation, slum dwellers have been organized into Slum Improvement Committees (SICs) at the slum level. Capacities of SICs have been built through training and orientation about different central as well as state government schemes available for the urban poor. SIC members have been motivated to develop rapport and good relations with each other to enable them to share their knowledge and settle problems on their own initiative. Several joint meetings have been held to share information and raise awareness of common problems, and to find collective solutions. The stage came when members of the SICs demanded an interface with other stakeholders in the city planning process so as to share their issues and problems.

As part of his doctoral research, during the course of the formation of the SICs, Eric Kasper studied existing social networks in these slums using a systems action research perspective, which views society as a system of inter-connected human and institutional relations. In this perspective, social change means system change. Systemic action research emphasises the relationships between people and issues. Systemic action research tries to change the system through understanding the complex nature of cause and effect in a social system while working to try to change it.

Eric surveyed the social networks in 7 slums of Raipur and collected data from interviews with individual members of the SIC by asking:

- Whom did you have a meaningful conversation with inside the slum in the last few weeks and last month?

- Whom did you have a meaningful conversation with outside the slum in the last few weeks and last month?

The data was analysed through a social network analysis software which maps relationship structures. Preliminary findings suggest strong networks exist within the slum, but each is relatively unconnected to the other; the slums on the whole are

relatively isolated from the rest of the city and are hardly connected with the other slums; they are connected to the larger urban system through patrons/politicians. Analysis shows that connections within the slum have increased after SIC formation. The network/system analysis framework is valuable because participatory qualitative and quantitative data has been generated and it has shown change can happen. Using a participatory research methodology, the findings from the interviews were made accessible to the community through discussions on "What does this mean to you?" Individual discussions with Jan Jagran Samiti members on their connections with individuals, institutions and events attended within and outside the slum were also held. Multi-stakeholder dialogues/city level consultations were also conducted.

These discussions helped slum communities:

- Understand how systems work in the real world
- Understand their place in their own social networks
- Understand that connections result in structural/relational power
- To see the power of such connections, that progress has been made after the formation of the SIC, that there are opportunities to act to take advantage of existing relationships.

Impact of SIC formation

- Communities have greater awareness of problems
- Communities have begun to think collectively ("our problems are your problems too")
- Collective action
- They have experienced push back from the system (SICs could not be formed in 3 slums). Since empowerment is about people claiming agency in their lives, some push back means that this is happening
- There are some instances of behaviour change; individuals now feel they belong to society
- Cohesiveness has increased
- At least some individuals who have centrality now want to specifically reach out to those who are less connected and connect them directly with patrons/politicians. These individuals have expressed that they do not need to play the bridge role anymore.

Apart from SICs, PRIA has also built relationships with other NGOS and with policy makers to engineer change.

Tentative conclusions

- SICs are well positioned but still precarious
- Relations are of utmost importance

- Pitfalls remain: internal tensions, external pressures
- The power landscape needs to be continuously monitored
- Organising practice matters
- Jan Jagran Samitis can be built to go round the politician/patron relationship and establish direct interaction with governance institutions.

Successful Community Change Initiatives:
What have we learned?

Mary Emery
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Community change initiatives in the US

Community change initiatives have become an important aspect of community development work throughout the world. This summary reflects the work of a small but growing network of practitioners, researchers, funders, and teachers whose work encompasses issues related to community change.

In the past several decades, many foundations in the US have invested (over $3 billion dollars in 2011) in community change work. Despite long-term funding for these initiatives, results were mixed, and many funders abandoned the strategy. Often initiatives in smaller communities yielded more observable results than those in large cities. Yet, there is much to be learned from this work that can aid us in shaping intervention strategies, urban or rural, for the future.

Community Change Network CCN

As part of a "Community Change Network" (CCN), we have worked together over the past five years to learn from each others' work in evaluating community change interventions by identifying innovative practices, reviewing outcome and impact measures, and encouraging additional research into successful community change.

Among the initial initiatives included in the CCN were three that focused on visioning/planning processes, three with an emphasis on entrepreneurship, three dealing with capacity building, and two branded processes that focused on comprehensive change in rural communities and entrepreneurship.

Since that time, additional members have joined the network bringing with them additional intervention experiences in the US as funders as well as providers. We have also added members from different countries, expanding our sample of interventions and increasing opportunities for cross-cultural learning. All of the approaches included some aspects of preparing the communities for intervention – dealing with the readiness factor, using an integrated and flexible approach, and monitoring progress in order to make timely adjustments.

In addition, many of the projects added a community coach to the plan of work to assist community leaders in addressing "wicked" issues, helping with planning and implementation, and providing opportunities for reflection (www.communitycoaching.com).

Lessons

In sharing insights from our varied experiences, we have developed some valuable insights into what contributes to the success of these initiatives. Among the common themes emerging from our analysis of this work are key approaches including:

- Successful ventures focused on strategies rather than on a single project. Moving the focus from single projects to strategies increases the sustainability of the work.

- Approaches that are asset-focused seem to be better at building momentum.

- Engagement strategies that foster inclusion and bring the community together lead to more sustainable strategies. Residents must have ownership in the change process.

- Relationship-building across sectors is critical for successful community change initiatives to succeed; they cannot exist in a silo. Successful change interventions build new and enhance existing networks.

- Moving from expert models to locally initiated strategies that encompass the wisdom of place and promising practices builds both collective and self efficacy.

- Developing a plan to measure impact at the beginning will lead to stronger evaluation results.

- Changes in the intangible capitals (human, cultural, political and social) are often critical to sustainable community change. All projects included some type of leadership development.

- These initiatives also found ways to encourage and reward risk-takers.

- All of the projects also found regular ways to celebrate and publicize success.

Looking ahead

We seek to expand this work to include more strategies, and more and deeper opportunities to learn from the experiences of colleagues working in this area. In addition, there is a need to expand evaluation strategies to include better methods of assessing impact. To date, the CCN project has resulted in several special issues of the *Journal of Community Development*, webinars, and a white paper. Currently network members are working on identifying other organizations and institutions engaged in community change initiative work and the evaluation of impacts of that work and on creating a matrix of approaches to guide practitioners.

University Community Engagement – A Viable Model?

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Introduction

There is new interest in having universities and other Higher Education (HE) institutions engage with their communities. This focus on the local is partly a consequence of demands by the public (media) and politicians who stress more 'relevance' of the curriculum and increased accountability. The former is thought to contribute to economic, social and cultural - regional and community development, but also to improved learning and applied research. The later means a loss of academic autonomy through the introduction of quasi-market principles to strengthen external public accountability and competitiveness.

There are different terms for 'engagement' activities, for example 'third mission', 'social service,' 'university-community partnerships'. They include various types of activities ranging from 'technology or knowledge transfer' to university continuing education, urban regeneration, 'community-based research', and 'service learning'. The wide range of activities encompassed suggests that designing, organizing and coordinating such activities is a complex task.

Problems and principles of engagement

Although the suggestion seems fair enough that universities and other HE institutions should liaise with and serve their local communities, there are a number of issues, on both the system and concrete project levels, that make university community engagement difficult. First, those at the system and institutional level:

1. *University organization*: 'Communities have problems, universities have departments' – summarizes succinctly one of the problems of community engagement. So, the organization of universities along academic disciplines lines often makes it difficult to cope with community problems since these tend to be complex and seldom correspond to narrowly defined disciplines. This calls often for an inter-disciplinary approach. This is, when academic research is involved, a complex and cumbersome undertaking.

2. *Communication*: Community groups and leaders speak different languages than university researchers and academic teachers, so how a problem is defined and what the ways are to resolve it is often understood differently in the community and in the academy.

3. *Financing:* While some universities have discrete budgets for (some) community activities, most have not. Therefore, for larger projects, they must secure separate funding. This means that the time span in which concrete collaborative projects are taking place is limited ('Research projects and funding are coming to an end, communities are permanent').

4. The *time frame of academic research*: Research requires a longer-term effort whereas community needs require often more imminent results and action. Moreover, research results are normally shared with academic peers through publication in academic journals and other forms of academic dissemination, so peer approval, feed-back, and recognition are important. This, too, requires time.

Second, on the community (project) level, there is another set of issues, sometime related to the systemic ones, but often not. They concern the principles and good practices of engagement and partnership with community groups and their leaders:

1. *Goal setting and evaluation* Community partners need to be asked to assess the extent to which their goals had been met and what their goals for the future will be. They must be asked to provide feedback on what had worked or not worked in the relationship - which enables the university team to make adjustments in order to shape the programs to fit the strategic priorities and the cultures of different community organizations.

2. *Collaborating based on shared interests:* Cooperation requires a relationship over time where the people involved come to care as much about the partnership and its goals as their own interests. This practice entails all parties being passionately interested in pursuing the same goal(s) for the same or complementary reasons. This shared sense of purpose provides a touchstone when difficulties arise, as they inevitably do.

3. *Inclusive dialogue:* This is more subtle and challenging than simply inviting representatives from community organizations to sit on university committees since the kinds of meetings that are typical in universities are rarely appropriate in community settings.

4. *Expertise and curiosity:* Ironically, curiosity is not widespread among university administrators and researchers (unless it is narrowly focused on academic research). Instead of taking on the stance of the expert, curiosity requires academics to consider themselves neophytes in the community context. And to learn about the environment and the partners

5. *Careful risk-taking:* In order to engage successfully, universities must assess a wide variety of risks (including the risk that they will be seen as too timid to authentically engage in real-world issues). This requires a realistic assessment of their own role and possibilities as well as a constant attentiveness to context.

Having pointed out some of the major pitfalls and problems of university engagement, it is fair to state that these can be and in many cases have been avoided and overcome by a number of universities. However, because of the particular context and purpose of community engagement activities and partnerships it is difficult to draw up precise terms and general rules on how to successfully initiate and conduct them. This makes also attempts at measurement of engagement difficult.

Community Engagement and University Rankings

Yet measurement and comparison of data are the basis of (national and international) 'rankings' of universities. Universities are ranked according to their 'quality' which is, since quality as such is difficult to define and elusive to be measured, determined by a number of proxies, almost all of which quantifiable and therefore easily comparable.

Since teaching and learning, the main functions of universities, are very difficult to assess with respect to internationally recognized quality norms and standards, the focus of the international ranking systems is primarily, if not exclusively, on research excellence. Such excellence is assessed by proxies (such as research awards, scientific publications external research funding, and the amount and value of intellectual property created).

Like teaching and learning, community engagement and partnership are almost entirely disregarded by rankings, partly because of the many different forms and is therefore difficult to measure with any degree of preciseness, especially since there are few quantifiable indicators which could be used as proxies. However, partly community engagement is not included because it is not recognized by many academics and administrators as being of the same importance as research and teaching.

Several attempts have been made in Europe (by the EU and the University of Twente) and the US (by The Carnegie Foundation for the Advancement of Teaching) to include community engagement into various university assessment mechanisms, but so far these are either still under development or not widely recognized.

Conclusion and questions for discussion

Universities have two partly overlapping relationships with society: a functional (science-based education and training of the professional class) and an intellectual (the development of new knowledge through research and its dissemination through academic and more general channels). The engagement with their local environment (communities, regions) draws on both these categories, yet the aim of actively helping to resolve local problems and assist with local development is also a particular focus with its own terms and rules.

Not all types of universities are actively and broadly engaged in such local activities. Community engagement is the primary mission of regional universities and other HE institutions with an explicit mandate of serving the community or local industry (yet even research universities of national and international standing have teaching hospitals that treat local patients).

1. How can traditional university activities, research and teaching, be translated into relevant services and contributions to help resolve community needs?

2. How can/should community engagement be treated by universities in terms of academic standing, rewards for engaged faculty, and resources devoted?

3. What are the problems and expectations the community partners? What does it take for universities to hear (relevant) community voices and assess community needs, especially if they are not clearly defined and articulated - sometimes because of conflicts of interests within the community?

4. How can community engagement be assessed and measured? What can/should be measured – the engagement effort itself (hours, participants, resources)? Its impact? Over which time frame?

Weaving the Academy into the Fabric of Community:
The Simon Fraser University Experience

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It is a perpetual challenge in the post-secondary world to focus upon and pursue particular areas of excellence in which it is possible to make a transformative contribution. Few are the institutions with sufficient financial and human resources to have a far-reaching impact in every discipline; the rest face hard choices about where to concentrate effort. Yet when it comes to institutional interaction with learning cities – when it comes to university-community engagement – the need to choose where (and where not) to focus attention may be less relevant. In that context, engagement may be conceived not as a discrete pursuit, but rather as an approach that can inform every aspect of how a university operates, educates and serves its students and its communities, both near and far.

That was the conclusion reached at Simon Fraser University (SFU), a research-intensive university with three campuses in the Metro Vancouver region of British Columbia, Canada. With 30,000 students, 6,500 faculty and staff, and 120,000 alumni, SFU is consistently ranked in national surveys amongst the best comprehensive universities in Canada, and was listed third in North America in the most recent QS global ranking of the best universities under 50 years of age.

Founded in 1965, SFU was sited in the ivory tower tradition of the day atop an undeveloped mountain in the Metro Vancouver suburb of Burnaby. Yet it was the activist spirit of the 1960s more than the physical location of its first campus that ultimately shaped SFU's character. From the earliest days, the university's faculty and students were irrepressible, bringing their energy and intelligence to bear on issues across the region. SFU was also outward looking institutionally, establishing new campuses in downtown Vancouver and in the developing heart of the region's second-largest and fastest-growing city, Surrey.

In 2010, SFU launched a process called "en**vision**>SFU" – one of the most extensive internal and external consultations ever held by a Canadian university. The public response was strong and enthusiastic. People said that they appreciated SFU for its adventurous spirit and its willingness to embrace bold initiatives. They valued the quality and especially the mobility of SFU's research and they liked its continuing commitment to undergraduate teaching and learning. Mostly, it seemed, they cherished SFU's connection to the communities it serves; they liked its sense of engagement.

That reaction helped to define SFU's resulting [Strategic Vision](#) and to inform SFU's approach to – and relationship with – the "learning cities" with which the institution is associated. That Vision (explicated in an animated video available [here](#)), commits SFU to be "the leading engaged university, defined by its dynamic integration of innovative education, cutting-edge research, and far-reaching community engagement." Put another way, SFU will not limit its engagement to discrete issues such as the

environment, public health, or technology transfer. It will interact not solely with governments, NGOs and those in the private sector. Rather, it is committed to marshalling all of its resources – from the learning energy of its students to the research creativity of its faculty to the physical impact of its institutional infrastructure – for the betterment of the local communities in which it has campuses and the communities around the world with which it has established close relationships. SFU is determined to weave itself into the fabric of these communities, not as an exercise in altruism, but in the belief that this engagement also pays enormous dividends for students, faculty and staff – and for the university itself.

Some examples of this engagement are typical. For example, SFU has one of the most comprehensive co-operative education programs amongst Canadian universities, and more generally is a leader in providing students with experiential learning opportunities. More than one-third of all undergraduate courses have an experiential learning component. Some of these are deeply immersive and highly engaging. SFU's Semester in Dialogue, for example, is a full-time, interdisciplinary program in which students help develop a topic of study and then work together – and with community thought leaders – not only to enhance their own understanding of the issue, but also to promote discussion and policy advancement in the community. In one variant of this program, SFU students work with students from five other post-secondary institutions and with the City of Vancouver on projects to implement Vancouver's *Greenest City 2020 Action Plan*.

On the research front, while maintaining its commitment to basic research, SFU has set its sights on becoming "a world leader in knowledge mobilization." In this regard, SFU researchers are already involved in an extensive array of research activities to enhance the social, economic, environmental and cultural well-being of local communities. These range from initiatives aimed at improving the quality of healthcare and housing in Vancouver's Downtown Eastside, one of Canada's poorest urban neighbourhoods, to supporting the development of an innovation economy in Surrey, one of the country's fastest growing suburban municipalities.

The style and scope of SFU's institutional, physical engagement is somewhat unique. The university has been able to use its resources to revitalize or transform existing communities in two locations and to develop a model green and sustainable new community in a third.

Having started on a geographically isolated campus, SFU once feared that there would always be a problem bringing the community to the mountain. So in 1989 it made its first effort to bring the mountain to the community – SFU took over a former Vancouver department store; in one gesture establishing a downtown campus and beginning to revitalize a part of the city that was in serious danger of social decline. In the years since and in the same downtown area, the university has acquired and repurposed two significant heritage structures, and built a centre for the arts on an iconic heritage site. In addition to making the act of engagement easier – for students, faculty and staff – these developments have contributed to the creation of an educational and arts precinct that has revived a neighbourhood at risk and established SFU, in the words of Vancouver's major newspaper, as the "intellectual heart of the city."

In its second major physical outreach program, SFU in 2002 established a third campus on the site of an under-utilized shopping mall in the burgeoning city of Surrey, a community growing so fast that it is expected soon to overtake Vancouver as the largest in the region. This particular part of Surrey was another neighbourhood at serious risk of social deterioration. Yet the campus, the revived shopping mall and an accompanying office building has since become the model for an internationally acclaimed form of suburban redevelopment. American architect and writer Witold Rybczynski recently featured the campus in a Slate magazine story on new urbanism. Referring to the surprising combination of a university and a shopping mall, he talked about its catalysing influence, and how it served as a means for meeting "the challenge of the coming decade," which he identified as "making the suburbs more urban; that is, making them denser and creating active, concentrated, walkable town centers."

As envisioned from the outset, this mixed-use campus facility has spurred development and attracted neighbours, including a public health authority, regional offices of leading companies and more than 20 new residential towers. It will soon be joined by Surrey's new City Hall, which itself is rising next to a stunning new Surrey Library, designed by Bing Thom, the same architect who conceived the SFU campus. The library also serves as home to the university's new community engagement centre, which will coordinate and support a growing number of collaborative projects in the Surrey community.

SFU's contributions to community revitalization in Vancouver and Surrey were recognized in 2009 with a gold award for public-sector leadership from the Institute of Public Administration of Canada and financial services company Deloitte. "In both cases," proclaimed the citation, "SFU's arrival has turned around the fortunes of struggling communities and set the stage for new levels of university-stakeholder partnerships that enhance the region's ability to support growing knowledge-based economies with a highly trained workforce."

The third example – of greenfield sustainable development – is unfolding on Burnaby Mountain adjacent the original campus. In the late 1990s, the university decided that there was, after all, a means by which it could bring the community to the mountain – by developing land that had been set aside for SFU's endowment. Appropriate to endowment-related development, this was to be a profit-making enterprise. But SFU also committed to building an holistic and sustainable community, one that could serve as an example to others seeking to develop or improve their communities without inflicting unnecessary ecological damage. The resulting neighbourhood – known as UniverCity – has earned a host of awards for sustainable planning and practice, including notice from HRH Prince Charles's Prince's Foundation for Building Community. Among its achievements to date is a childcare centre with a net-zero environmental footprint – a building that generates more energy and captures or recycles more water than its inhabitants use, and was built and will be operated with non-toxic components sourced within a 500-kilometre radius. Perhaps as impressive is the fact that it was built for 15 per cent less than the market price for an equivalent conventional structure. And, in a further expression of engagement, SFU's education faculty has a continuing research relationship with the centre and its programs.

This again speaks to the integrated nature of the SFU approach. There is no engagement department or task force. There are no discrete units dedicated to one-off engagement exercises. Rather, the university has sought to connect itself widely and

consistently in relationships that are truly reciprocal. For instance, it committed in its Vision to be "BC's public square for enlightenment and dialogue on key public issues, and (to) be known as the institution to which the community looks for education, discussion and solutions." To this end, SFU has launched an annual SFU Public Square community summit on issues of pressing social concern. (The first was on civic disconnection and social isolation). It also has redoubled its efforts throughout the year to make its resources – human and physical – available to the community, both to ensure that there are safe and open venues for public dialogue, and to guide, mediate or otherwise contribute to the success and quality of those community conversations.

At no point in this process has the commitment to engagement distracted from SFU's primary academic mission. On the contrary, it has in every instance been viewed as a complementary commitment that adds value to the university's educational and research missions.

The knowledge and aptitudes that SFU students acquire in the classroom, labs and library are enriched and extended by the real-life experiences and hands-on skills they acquire through community-based learning. As a consequence, they gain greater insight into their capabilities and interests, as well as a heightened sense of civic awareness and social responsibility. This level of engagement reflects the Vision's goal of equipping SFU students "with the knowledge, skills, and experiences that prepare them for life in an ever-changing and challenging world," while encouraging them to make the largest social contribution during schooling and beyond.

Similarly, the university's commitment to engaged research and knowledge mobilization sets up a dynamic process that challenges SFU's researchers to work collaboratively with others to address the most pressing issues of the day. SFU faculty members are inspired and rewarded by the opportunity to work in partnership with communities and to address issues that attract real interest and have immediate impact in the world around them.

We stand at a critical juncture: humankind has more knowledge and greater technological capacity than ever; yet we face some of the most daunting economic, social and environmental challenges of our history. In this circumstance, there is a huge and critical role for universities to play in forging stronger, healthier and more sustainable societies. For this reason, SFU has resolved that its commitments and contributions to the development of "learning cities" should be complete and whole-hearted. By the same token, it is our hope that the Vision we have crafted of an "engaged university" might in future be seen less as an anomaly to be noted and observed, and more as a prototype to be adapted and improved upon.

Making University-City Collaborations Work: Seven Lessons from the Literature and Practice

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> *What we can do from here on ... is to continue to push the*
> *boundaries of what has been traditionally expected of both of us.*
> (City Manager)

Few people – in universities, local or national governments, or in the private sector – would argue with Huxham (2003, p 420-421) when he says: "...making collaboration work effectively is highly resource-consuming and often painful ... don't do it unless you have to." But overlapping academic, political and commercial jurisdictions and interests mean that such relationships are often inevitable. Opportunities for collaborative activities are also expanding as both universities and local governments play an increasingly important role in social and economic development.

Simon Fraser University's more-than two decades of partnering, through three campuses in three cities, demonstrates that patient, persistent and open-minded engagement can create mutual dividends that go beyond mere coexistence, or collaboration that is linked to a transactional imperative. To leverage a potential relationship to its fullest requires a shared vision. Each organization must understand its own and its partner's roles in an institutional or regional strategy. However, commitment to a long-term respectful collaboration is only the starting point; attention to management and communication processes, the subject of this paper, is also critical.

SFU is a comprehensive university just shy of its 50th anniversary in the Metro Vancouver region of British Columbia, Canada. Since 1989, it has developed two new campuses, reviving or transforming neighbourhoods in the region's two largest cities (Vancouver and Surrey). It is also in the process of building a new community adjacent to its original campus in the region's third-largest city (Burnaby). These experiences have revealed – often for better, sometimes for worse – the management and communication challenges that influence relationships between local governments and universities. But the overarching and transformational successes in all three cities have also led SFU to rewrite its vision and mission, in direct counterpoint to Huxham's advice, to state explicitly that the mutual benefits of engagement are worth making it a priority – and fully justify the resources required.

Simon Fraser University's experience with three local governments has illuminated the obstacles and challenges of working among parties, all of whom have complex structures and many stakeholders. Experience has shown the need to continually attend to the following management and communication processes to support the collaboration.

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Take into account context and history.

The history and context of both the city and university are important in shaping appropriate and genuine roles that either can, or will, play in collaborations for regional economic development (Davies, 1998). For cities, important factors can include their status as regional centres or peripheral communities (Boucher *et al.*, 2003) and the nature of the industrial base (Gunasekara, 2004). For universities, history and context affect confidence, credibility and capacity (Feldman and Desrochers, 2003). It is also important to understand how the history of a university-city relationship can affect the dynamics of the current relationship.

Attend to trust-building and setting of expectations.

Huxham and Vangen (2005) have developed a simple model for lessons that have proved themselves over and over at Simon Fraser University: start with small, achievable projects and build to more ambitious collaborative initiatives as each organization "delivers." In this model, even failures can provide shared learning. Realistic expectations are also critical, bearing in mind that expecting too little can be as problematic as expecting too much.

Given that trust often attaches to people, it's important when attending to the dynamics of collaboration to make adjustments to take account of changes in key personnel or project results. Huxham and Vangen (2005) provide a useful list of management tasks to sustain the trust building loop shown below, including: managing dynamics, managing power imbalances, and nurturing the collaborative relationships by paying attention to communication, credit recognition, joint ownership, varying levels of commitment, and conflicting views on aims and agendas.
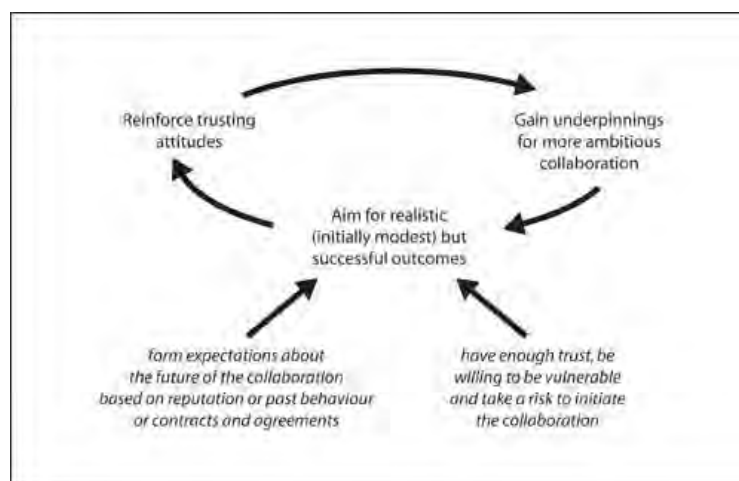
The Trust-Building Loop
Source: Figure 9.1 in Huxham and Vangen, 2005, p 155.

Designate capable boundary spanners to steward the relationship.

Practice has shown the importance of boundary spanners or knowledge brokers who act as bridges and facilitators of the relationship (Reichert, 2006; Weerts and

Sandmann, 2008). These are often not the heads of organizations, but rather individuals who have been designated to fulfill this role. In addition to listening skills and the ability to facilitate discussions, effective boundary spanners must have credibility in their own organization in order to access resources and support. Most critical in the early stages, the role of the boundary spanner can be scaled back as interaction begins to take place amongst individuals at all levels of each organization. However, no relationship is ever "done;" there often is a need for new introductions or for facilitation and follow-up in the event of misunderstandings.

Consider the relationship as a goal in itself and value the learning.

When asked for their perspective, Simon Fraser University's city partners highlighted their appreciation of the relationship and access to new ideas, even in cases where the main project goals were not yet met. Most important was the university's network of organizations, contacts, and expertise, supported by the participation of university representatives on city committees and projects, and the venues created by the University to facilitate dialogue within the community, including advisory councils and public lectures.

Celebrate and attribute success.

Joint successes and achievements in any relationship should be celebrated and communicated broadly to acknowledge the champions and to signal to others the importance of the relationship. Neglect of proper attribution can be a huge set-back to building trust.

Periodically review formal liaison committees and management structures.

Formal structures are not always superior to informal structures, especially if the formal structure is set up as a control measure and not as a collaborative space. Every structure should be reviewed periodically to make sure it is still effective as an opportunity to identify priorities, seek collaborative approaches, and continue to build the relationship at different levels of the organization.

Consider where the relationship is on the continuum of transactional to transformational.

Enos and Morton (2003) identify a continuum of "self-to shared interest" where partnerships move from transactional (as when a university needs a development permit from the city) to transformational, in which partners are able to go beyond working together to actually empathize with, represent and advance each other's interests. Transformative partnerships tend only to emerge when each partner recognizes and welcomes the possibility that their joint work may transform them both for the better. Simon Fraser University's experience suggests that there is a relational intermediate step between these two ends of the continuum in which the parties build the relationships that engender trust and reveal the potential of deeper cooperation. As the partners develop interpersonal relationships and achieve intermediate goals, they begin to recognize that what looks like risk is really opportunity.

Through identifying appropriate roles for the university in regional economic development, understanding the history of the relationship with the city, and improving management and communication processes, Simon Fraser University continues to make progress in its relationship with its host cities. While constant attention is needed to pursue shared objectives and actions, a culminating commitment to engagement can empower and benefit both parties and most importantly, benefit the communities to which both the university and the city serve.

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Learning City: reinventing lifelong learning

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Lifelong learning means different things to different people. At my university we are trying to reinvent it, figuring out what it could be and ought to be in Dunedin (and wider New Zealand) while engaging with existing policies within the City. Currently, lifelong learning is a graduate attribute, a social and economic priority for the city, a lost cause at government level, a memory and a hope for community connection, a responsibility of this university under its Charter and NZ education legislation, and as continuing education, half of my role as Director of Summer School & Continuing Education. In seeking to reinvent lifelong learning while retaining value and content, it seems that lifelong learning could transform into something bigger. It could find shelter under Learning Cities. It could even be a driving force transforming Dunedin city from a knowledge city into a learning city.

Dunedin city is a very small university city a long way from just about everywhere. Home to NZ's first university, Dunedin is unique in New Zealand for the proximity of the main campus to the high street and the high percentage of the population either studying or working at the university. The dominant presence of the university (and other tertiary institutions in the city), a strong history of commitment to education, and a concentrated, educated population, make it possible to describe Dunedin as 'a knowledge city'[1].

Yet like many cities of its kind, Dunedin faces significant challenges. On most economic measures it falls below the national average, with continued loss of business and people to bigger cities. Trying to reverse this decline, the City Council developed a vision of Dunedin as 'one of the world's great small cities' building on the key strengths of strong knowledge base, compactness and accessibility, high quality amenities, a growing pool of creative and high tech enterprises and talent, and a cohesive community. Working with key partners including the University, an economic strategy was devised to achieve this vision, partly through a strategy of lifelong learning. And the strategy stops there.

At the same time, the City Council's social wellbeing strategies prioritise 'access to lifelong learning'[2] as vital to maintaining a connected, cohesive community. While also intangible and under-articulated, the expectation is clear that lifelong learning contributes to nearly all of the City's priorities for social and economic wellbeing - even as the City's role in social wellbeing is undermined by proposed legislative changes. These changes are set to remove key social service functions and responsibilities from local government, drawing services into the ambit of central

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[1] *Dunedin's Economic Strategy: By Dunedin for Dunedin and beyond 2013-2023*, Dunedin City Council 2013. In this document, Dunedin is compared to other small cities such as Cambridge, England and Oulu in Finland. Small knowledge cities are those with a small permanent population yet proportionally high student population, a definition which allows Dunedin to also call itself a 'knowledge city'.
[2] *Dunedin's Social Wellbeing Strategy 2013-2023*, Dunedin City Council 2013.

government. Fragmentation of local support structures and the community seems inevitable.

This shift accompanies massive reduction in Government investment in adult continuing education. Financially and conceptually continuing education has constricted almost to extinction: it is a ghost of the community glue and change agent it once was. Vote Education funding for adult continuing education is now primarily for introductory literacy and numeracy directed towards employment pathways for society's most disadvantaged groups. The deficit model of adult education also neglects those most likely to succeed, and perhaps more corrosive in the long term, undoes the positive identity perceptions needed to create and sustain the lifelong learner.

Alongside the cold facts of national politics there remains strong commitment within the City. This commitment goes beyond the City's own investment in continuing education (in digital literacy and sustainability) beyond the commitment among NGOs in answer to parenting, budgeting and other pressing social learning needs, and beyond the tradition and culture within the University. Lifelong learning is *embedded* in both policy and strategies of local government, developed and sustained in close partnership with the University. The University's policies and strategies are likewise well integrated with the City, accomplished through this partnership and cultivated via inter-institutional board membership and dialogue. Recent recognition of Dunedin as a knowledge city has been a very important step in this process and now sets the scene for future possibilities. The University's own strategic imperatives provide a structure for a renewed and expanded role for lifelong learning, even without government funding, in some form appropriate to a university. What that form is, and how it can mesh with the city, is open territory.

One thing is clear however. By working towards the concept of the Learning City, we can link with broader initiatives and strategies, close some of the gaps, bring learners together, strengthen the city community which sustains us all, and at the same time, breathe new life into lifelong learning.

To learn is to grow, to occupy the world as it changes, to meet the challenges of the workplace, to engage with others as curious and intelligent beings. This in itself nourishes community, makes the city itself into a vibrant city mind which attracts and keeps the best people. We need *also* to invest in those likely to succeed, partly by providing good food for the mind and good conversations round that dinner table. Lifelong learning must also be relevant, current, problem solving, and applicable. It also has to be imaginative, innovative, accessible, and attractive. And it's the lifeblood of a learning city.

University and City: do they really learn together?
A case-study

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The aim

To better understand the level of university engagement with its wider community, this contribution is based on the analysis of the wider Third Mission activities of the University of Catania, in order to highlight the commitment that the University research dimensions carries out to cope with some problems of the city and the surrounding territory (as they are advertised on the website of the University) and the consequent ability of the University to disseminate the results of such research to the community. The outcome is to analyse the impact of the University activities in the areas of social engagement, intended to address critical societal issues and contribute to the public good.

The study

The university and the city

The University of Catania, with more than 60,000 students attending lessons given by over 1,500 professors in the 23 Departments, which in turn are staffed by over 1,200 administrative employees, it is the main university in Sicily. The university buildings are spread throughout the city, with a contrast between the modern, hi-tech "University City", and numerous historical buildings in the old city centre.

Catania is a municipality with a population of 302,884 inhabitants, the second largest town in Sicily both by population and housing density (1683/km2). The development of the city has found itself stifled by the growth of neighbouring towns, which has led to more commuting in Catania, hurting nowadays the city for excessive urban traffic and pollution.

The city's economy suffers from a lack of entrepreneurship, a lack of aggregation of industrial sectors, a lack of mobility in the job market and from organised crime. The unemployment rate in Catania is almost 20%, while the employment rate is 43.7%.

Significant phenomena of immigration in the city of Catania have been observable only for the last 20 years. In the province of Catania, the percentage of immigrants is 1.9% of the total population. The problem of housing is a critical need in the city, but also a weak production sector, which does not offer prospects for steady employment.

In school education, it should be recorded the high number of school drop-out (25% of young people between 18 and 24 years with the diploma of middle school and no longer in training) against the 9.9 % of the EU average (2012 regional data).

University third mission facts

The main aim of this section is to estimate the extent to which University of Catania connects academic knowledge and research networks to the city needs.

The Athenaeum website analysis evaluated:

1. the use of the city and its various communities as an 'urban laboratory' for academic research, engagement and knowledge transfer;
2. the provision of facilities, expertise and research and learning programmes to support:
   - services
   - cultural foundation of the city and various cultural/ethnic groups
   - environmental sustainability
   - sporting development
3. HEI engagement in partnership with the community in the provision of such services[1].

In general, there is no explicit reference to the relationship between universities-city as a result of an official commitment encoded within the tasks of the University or of the individual departments.

The only reference to the territory/region is located on the home page of the Department of Physics (*Regional resources*, Museum of ancient physics instruments: http://www.dfa.unict.it/index.php?option=com_content&view=article&id=78&Itemid=100&lang=en), while within the websites of the departments, into the pages devoted to the research, we have to look for within the individual research or between research groups to discover the existence of activity in somewhat linked to the solution of problems of the city or region. No indication of community engagement activities compares into the 'Events pages' of the departments.

The only positive exception is the Botany Department, which defines itself "not only a centre of scientific advances but also a place for the cultural promotion of naturalistic awareness as well as for the management of nature and territory resources". To this end, it has developed programs for the schools (from primary to secondary schools), summer activities for children (aged 5 to10), a free application for the IPhone to visit the botanical garden, numerous exhibitions and cultural activities. It should be noted that the management of museum services is entrusted to a private cooperative in partnership with the University that deals with the organization of the educational activities (http://www.cooparchimede.it/Mission.htm).

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[1] The research activities of professors have not been considered but only those in the research groups, the departments or the research centres. The online questionnaire sent to all teachers will allow emerging city engagement of individual professors.

Departments	Third mission activities	Activities update
Botany	The Department is "a place for the cultural promotion of naturalistic awareness" http://www.dipbot.unict.it/ricerca.htm Botany for schools http://www.dipbot.unict.it/scuole.htm Summer activities for children http://www.bda.unict.it/Public/Uploads/article/Grest%20Orto%202013.pdf Events for the city http://www.dipbot.unict.it/altrenews.aspx?i=2 Apps free for a virtual tour of the Botanic garden http://www.dipbot.unict.it/articolo.aspx?287	Updated
Civil Engineering	Local unit of the National Study centre on city hydraulics http://www.csdu.it/	Updated
Industrial Engineering	Biodiversity and Sustainable Development in the Strait of Sicily http://www.diim.unict.it/progetti/biodivalue/biodivalue.htm	Updated

For Research Centres inside the Athenaeum connection with the territory are more evident, at least in the intentions.

Among the 13 Centres only 7 claim to have activities linked to the territory and to act as resource for the local and regional authorities. Anyway, most of the news contained in the sites is not updated and the activities carried out are not clearly indicated.

As regards the 8 Service Centres, the activities directed to the city pertaining to the following centres:

Service Centres	Third mission activities	Activities update
CAPITT Centre for Continuing Education, Innovation and Technology Transfer (http://www.capitt.unict.it/)	Training courses or re-qualification programmes for working people Creation of spin-offs and patent licensing	Updated

CINAP Disability Advisory Centre (http://www.cinap.unict.it/)	Creation of a e-learning platform on Learning disorders available for Sicilian school teachers	Updated
CUS University Sport Centre http://www.unict.it/en/university-sport-centre-cus	Promotion and growth of sporting activities among youth Summer campus for children aged 4-12	Updated

A learning case

In Sicily the field of cultural and environmental assets represents about 30% of the reasons for a tourist destination, standing for a valid international attractor. The city of Catania has increased the number of tourists in 2010-2011 of 9.61%, and 25-30% in the last three years the use of its main assets (Greek-roman theatre, Ursino Castle, Benedictines Monastery, Botanic garden), thanks to public-private partnerships. In addition, the increased interest in the use of quality leisure for many users who are looking for events or cultural activities represents a viable industry growth of so-called additional services in a sustainable economy.

To this end, a cultural association called *Officine Culturali* (Cultural laboratory) was founded in 2009 by the commitment of researchers, students and alumni interested in the promotion of cultural heritage. Since 2010, in collaboration with the University of Catania, *Officine Culturali* is dealing with the enhancement of the Benedictines Monastery of Catania, one of the most significant cultural assets in southern Italy (UNESCO Heritage site since 2002).

Aim	**Promotion, management and organization of initiatives in art, cultural, social or environmental sectors**
Mission	1) Improvement of historic, cultural and architectural Monastery knowledge, planning of routes accessible to the largest possible number of persons by: - guided tours and study, education and leisure activities - workshops for adults - itineraries for children - laboratories for children and school students aimed to know how Benedictines monks worked

	2) Cultural events promotion, aimed to make the monastery a space of integration and aggregation for the community 3) Develop professionalism in the management and exploitation of cultural heritage
Research and training activities	In 2012 *Officine Culturali* took part to a survey about cultural tourism in Catania in partnership with the University and the City of Catania In 2012 Sicilia Region financed a project titled "A shared treasure", aimed to involve school students the knowledge of the cultural heritage. In 2013 MIUR (Ministry of University Research) funded the project "ArcheologicalScience" for the diffusion of the study of archaeology (partnership with Secondary Schools, CNR-National Centre of Research and University).
Environmental Sustainability	The Association has obtained by the University of Catania the installation of a remote-control system of the electrical system of the Museum, which allows you to turn on the lights of the environments only when necessary.
Events	3 book launches, more than 20 evening opening, 5 stage shows. A 5 months review called "FilmConcerto" (silent movies set to music live) 4 editions of energy saving activities, 2 editions of diffusion of scientific culture events, 3 treasure hunts, 2 setting up exhibitions, 1 charity events, 3 editions of European Night of Museums. Collaboration to: • a organic local products market each second Sunday of each month; • event for Archaeology; • 2 wine and food events; • a multicultural event; • FAI (Italian Environmental Fund) conference.
Partnership	University of Catania City of Catania Catania private and public schools National Archaeological and Monuments Institute of Research

	Agreements with: local and national cultural associations, FAI, Italian touring club, ItaliaNostra (National Association for Protection of Italian historical, cultural and environmental heritage), Catania Tourist Guide Association
Visitors	48.000 visitors since 2010. In 2012-2013 almost 1500 elementary school students visited the Monastery
Staff	7 Guides, 1 operator to Info-point/Welcome-desk, 2 responsible for Communication and Marketing, 1 operator to Museum Bookshop, 1 operator to Administrative office and Didactics, 2 coordinators (management board). Volunteering staff
Communication	19,384 visitors to the website officineculturali.net. On Tripadvisor the Monastery is in second place on 32 tourist attractions in Catania, at eleventh place on 494 tourist attractions in Sicily. *Officine culturali* appeared altogether more than 170 times in the local newspapers.
Other Economic activities	*Officine Culturali* is aimed at institutions that want to outsource the exploitation of their sites or monuments Museum Bookshop, hosting local crafts and publishers

Could they learn together?

The contribution that University can offer to the creation of a learning city is largely determined by the connection between academic knowledge and the region/city through an extended network of durable connection. In case of the University of Catania the weak existence of links and the uncertain intentionality of these links with the city characterize this relationship. Without these links, and without the awareness of the role played by the University in the community development, academic information, knowledge and values cannot flow into the local region and the city cannot benefit from university support.

These two short sections have highlighted that city or regional engagement is not an inherent component of the higher education system in Catania, at least for what emerges from the site of the University. This does not mean that all city engagement is blocked. Anyway, such kind of initiatives are not embedded into on-going academic programmes and, when they are, as such as in the case of *Officine Culturali* and Botanic garden, the achievement is the outcome of the partnership that the University has established with associations present in the territory. These two examples of closer

engagement show how it's possible to reach to positive results for both of them and how partnerships can provide extensive cultural facilities and activities, increasing the participation and take-up within the community. Not to be neglected, in addition, economic benefits, since long-term partnerships can help the economy to grow and bring income to the universities and the city.

The analysis indicates that much of this piecemeal activity is undertaken by Service Centres, while Research Centres are not able to show a concrete engagement with the region, possibly in spite of the existing dominant drivers for academic work, and not generally supported or coordinated at the institutional level in a way that may enhance its overall impact for the city. Furthermore, the intellectual resources that academia possibly offers is not mobilised to play a leading developmental role.

This scenario suggests that for extensive engagement on the part of HEIs strong drivers both internal and external to the higher education system are needed. So while some departments or centres of University are involved in different projects, which have social impact, these are often episodic, and the wider and lasting benefits on the city appears to be relatively limited. Hence, in the absence of these strong internal and external drivers, the decentralised nature of the University does not facilitate the resolution of the problems that the city poses even if it possesses all the interdisciplinary skills required.

Communication between scientific specialists and the city is often absent. This requires a much clearer communication strategy based on structured dialogues with citizens and with local/regional stakeholders,. Such interaction with the outside world - appropriately documented on the university website - will gradually make universities' activities more relevant to the needs of citizens and society at large. It will help universities to promote their different activities and to convince society, governments and the private sector that they are worth investing in. Anyway, all communication activities carried out by the University are weak, as in the case of the failure of advertising of university museum heritage, but also of the research activities, whose documentation on the sites is ineffective or non-existent.

The crucial importance of the presence of a university in a region for stimulating learning processes is undeniable, but insights and approaches on this topic agree on the continuity of links between the city (and the region) and the university and the existence of links between the university and the socio-cultural environment too. Further research on this topic is required, aimed to recognize more effective ways to communicate and to create partnerships, networks and collaboration as an important medium for community learning. Building and supporting the development of a collective learning culture is dependent on the mobilisation of an effective partnership management. This one is clearly associated with increased research on a community issue, problem, or need and that is able to create the necessary partnership to allow the academic knowledge and know-how could enter the city, the socio-cultural environment and the professional, social, and economic system.

Horizontal Learning Exchanges: opportunities for Higher Education in support of a social movement

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This paper outlines the use of Horizontal Learning Exchanges as practised by Slum Dwellers International (SDI) and others across the global south and considers whether the involvement of Higher Education could strengthen these processes.

The Organisation

SDI is a grassroots NGO which organises the urban poor to negotiate with politicians, planners and policy makers for an active role in shaping the decisions which affect their lives. It offers practical solutions to recognized and intractable problems, with a moral legitimacy to its activities arising from high levels of local participation, which makes it hard for more powerful forces to organize against it. (Muller and Mitlin 2007)

SDI's Key rituals

1. A voice of the urban and not a voice for the urban poor.
2. Daily savings as a mobilising and developmental tool, creating accountability, self-reliance and financial and human resource management skills.
3. The central participation of women and the most marginalised members of slum communities.
4. Community learning and solidarity through horizontal exchange programs.
5. Grassroots driven land identification.
6. Incremental human settlement development
7. Grassroots driven gathering of information through surveys, enumerations and settlement profiles.
8. Solution-finding through negotiations and dialogue.
9. Community-based shelter training, including house models, community action planning and community design.
10. Small core groups of professionals to provide technical and financial support to Federations.
11. Consistent engagement with local authorities through urban poor funds, enumeration data and citywide development strategies.
12. International advocacy in order to strengthen local (city level) initiatives.

Horizontal learning

The Horizontal Learning Exchanges which underpin the development of the organisation are peer-led learning events which privilege the experiential knowledge of

local people gained through collective community action. This knowledge is shared at city-wide, national and international gatherings of local leaders who share good practice, theorise new strategies and in that process develop a collective voice of the poor which is able to influence policy at an international level.

The impact

Locally

- Models of good practice are shared which aid group development and community action

- Individuals' confidence, skills and knowledge are enhanced

- The development of social capital of bonded groups, bridging across the city

- The development of both political strength and a political consensus forms the basis of developing dialogue with power-holders

Internationally

- The development of trans-local and trans-nation networks underpin change processes at a structural level and open up opportunities to influence at a global level.

- They are a partner organisation in Cities Alliance – an alliance of Local authorities, Governments, Non-governmental organisations and Multi-lateral organisations.

- They have also signed a working agreement with UN Habitat that will promote and strengthen working relations on issues affecting slum dwellers.

The challenge to formal higher education

Although there is a degree of wariness about the involvement of external 'experts' within these learning processes, I argue that appropriate and sensitive contributions from Higher Education can strengthen the work of these networks.

Reeler (2005) makes the link between expert-led theoretical learning and the legacy left by colonialism which leads to the undermining of traditional and community-based, horizontal learning. It is therefore clear why horizontal learning as a strategy is important within this development context. He however also stresses that there is a place for teachers and experts who can bring more conceptual clarity than is often available in the peer group (p7) but great care must be exercised in when and how this approach is deployed.

However, Act Together Uganda (2013) suggest that

> *Experience has shown that learning in workshops and training seminars reaches few in urban poor communities and is rarely internalized and operationalized as envisioned. Moreover, such an approach fails to appreciate the interconnectedness of the components of citizenship and the way it is shaped by the experiences of the community itself. In workshops, the knowledge to be*

imparted comes from outside of the community and is often less than relevant to, or cognizant of, local dynamics.

And so the question remains; are there ways in which higher education can make available the research, knowledge and skills of the academy without violating the dynamic of this movement for social change?

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PART 4
Ways Forward – Processes, Administration, Implementation

The International Platform for Learning Cities (IPLC), International Conference on Learning Cities Beijing, 21-23 October 2013

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UIL Hamburg

Shortly before the Cities Learning Together Conference in Hong Kong, UNESCO, Ministry of Education of China and Government of Beijing Municipal City are co-organising the International Conference on Learning Cities in Beijing on 21-23 October 2013. Serving as the Secretariat of the International Conference, the UNESCO Institute for Lifelong Learning (UIL) has made preparations to establish the International Platform for Learning Cities (IPLC) and developed the draft Key Features of Learning Cities. As one of the partners for establishing the IPLC and organising the Conference, the PASCAL Observatory has been collaborating with UIL. In this connection, UIL has provided the PASCAL Observatory some passages from the Conference preparation material to assist linking the two events, thus connecting the Hong Kong Conference with UIL's flagship venture for promoting lifelong learning for all. The collaboration will assist cooperation, understanding and support for learning city developments locally and globally.

The UNESCO Institute of Lifelong Learning (UIL) writes in its Introductory Note about the Key Features of Learning City as follows, as a prelude to explaining how it is going about supporting an International Platform for Learning Cities with a set of key features to guide and monitor progress. UIL explains elsewhere that 'the overall aim of establishing the IPLC is to create an international exchange platform to mobilise cities to optimise their learning facilities, demonstrating how to use their resources in every sector effectively. Members of the platform will thus be enabled to share practical advice on how to develop and enrich all their human potential to foster lifelong personal growth, the development of equality and social justice, the maintenance of harmonious social cohesion, and the creation of sustainable prosperity.'

In the words of the Introductory Note:

Lifelong learning is not new; in fact, it has existed throughout human existence as a progenitor of social and economic progress and is deeply embedded in all cultures and civilisations. We now live in a complex and fast-changing social, economic and political world to which human beings need to adapt by acquiring new knowledge, skills and attitudes increasingly rapidly and in a wide range of contexts. An individual will not be able to meet life and work challenges unless he or she becomes a lifelong

learner, and a society will not be sustainable unless it becomes a learning society. The discourse of lifelong learning has become the major organising principle for educational reform and sustainable development in the international community.

In the building of the learning society, the national governments have a major role in setting the agenda and the vision. However, it is in the regions, cities and communities that the real action is actually taking place. Therefore, a learning society in a country can only be implemented province by province, city by city, community by community.

Indeed, in recent years, in parallel to the wide acceptance of the concept of a learning society, several pragmatic and operational approaches have been adopted. A significant example of such development is the growth of 'learning communities', 'learning cities' and 'learning regions'. Although the idea of a learning city has mostly been conceptualised in developed countries, facilitated by the OECD since the 1980s and the European Commission since the 1990s, it is now rapidly gaining momentum in the developing countries. In fact, in more and more Member States local authorities now claim to be learning cities/regions/communities, and their proliferation has become a considerable worldwide phenomenon for educational, social, economic and environmental reasons.

Asking what a Learning City is, the UIL Note continues:

In the global context, cities differ in their cultural and ethnic composition, in their heritage and social structures. However, many characteristics of a learning city are common to all. In the framework of the International Platform for Learning Cities (IPLC):

> *A Learning City is a city which effectively mobilises its resources in every sector to*
>
> - *promote inclusive learning from basic to higher education;*
> - *re-vitalise learning in families and communities;*
> - *facilitate learning for and in the workplace;*
> - *extend the use of modern learning technologies;*
> - *enhance quality and excellence in learning; and*
> - *nurture a culture of learning throughout life.*
>
> *In so doing it will create and reinforce individual empowerment and social cohesion, economic and cultural prosperity, and sustainable development."*

So why monitor the progress of developing learning cities? UIL begins thus:

Since a learning city will facilitate lifelong learning for all, and realize the universal right to education, building such a city has a far-reaching appeal. Furthermore, this is a continuous process, and there is no magic line over which a city will pass in order to become known as a learning city. There are, however, attributes by which a learning city can be recognized, mainly through what it does rather than what it is. The construction of a learning city entails an operational and pragmatic approach to the implementation of lifelong learning in all its aspects.   It is not an abstract theory. If a

city has the political will and commitment to build a learning city, it will also need a set of key features by which it can monitor its progress.

UIL sees a framework for the learning city in terms of three fundamental conditions or steps:

1. Vision, political will and commitment;

2. Governance and participation of all stakeholders; and

3. Mobilisation and utilisation of resources and potentials.

The major building blocks (or columns of the edifice of the learning city) are defined as:

1. Inclusive learning from basic to higher education;

2. Revitalised community learning;

3. Effective learning for and in the workplace;

4. Extended use of modern learning technologies;

5. Enhanced quality and excellence in learning, and

6. A vibrant culture of learning throughout life.

The wider benefits of building learning cities (the 'pediment') are defined as:

1. Individual Empowerment and Social Cohesion;

2. Economic Development and Cultural Prosperity; and

3. Sustainable Development.

As the introductory note concludes, once formally endorsed these key features will be used not only for IPLC: 'More generally, the Key Features can also be used as a reference document for international organisations and national authorities in promoting the development of learning nations, regions, cities and communities.'

In another document, the IPLC Terms of Reference (TOR) begin by saying that:

in recent years, in parallel to the wide acceptance of the concept of lifelong learning as an organising principle for educational development and reform, some pragmatic and operational approaches have been adopted to implement lifelong learning. One of these approaches is the notion of a "learning society". Encompassing units such as "learning communities", "learning cities" and "learning regions", a learning society consciously musters all its educational resources in formal, non-formal and informal settings to facilitate the lifelong learning of its individual citizens… more and more countries, there are local authorities which claim to be learning communities/cities/ regions, and the establishment of learning cities/regions/communities has become a considerable worldwide phenomenon…

"The goal of establishing lifelong learning systems or building learning societies cannot, however, be achieved by the efforts of national governments alone: communities, cities and regions themselves have a crucial role to play. In 2008, for the first time in history, more than half of the world's population lived in towns

and cities. Consequently, there is an urgent need to anticipate the learning needs of citizens in the fast-growing urban communities around the world, particularly in developing countries.

It is noted as part of the rationale that

establishing a learning society depends on innovation, which comes about through robust action and not just by developing or making use of concepts. The process of setting up a learning society per se is a learning and capacity development process for communities, cities and regions as well as for individuals. The experiences of the OECD and the European Commission have shown that the establishment of a dynamic network of local authorities and centres of expertise, at national, regional and international levels, has accelerated the growth of learning communities, cities and regions.

Reviewing development in recent years, the document reports that

some countries have already developed networks of learning communities/cities/ regions. The UK Learning Cities Network (now the Learning Communities Network) had a membership of about 80 cities and regions in 2007. Germany launched a national programme in 2001, "Learning Regions – Providing Support for Networks", which supported some 70 regions, co-financed by the German Federal Ministry of Education and Research (BMBF) and the European Social Fund. From this programme emerged Lernende Regionen Deutschland e.V. (LRD, the Learning Region Association of Germany). In 2008, the BMBF launched an initiative – Lernen vor Ort (Local Learning) – and many foundations, to mobilise and support 40 municipalities across the country to improve educational provision and expand learning opportunities to all citizens. There have also been initiatives in other countries, such as Australia, the Republic of Korea and China, to develop national learning city/region/community networks.

There are other regional and international efforts also. The UIL TOR document refers to the European Commission "which in 2003 initiated R3L (Regions of Lifelong Learning), in which 17 learning city programmes and projects were carried out in different parts of Europe. Recently, the EUROlocal storehouse of learning cities/regions1 provided a platform for sharing knowledge, tools and materials. These programmes and projects have met with enthusiastic response in many European Union Member States. Recent research emphasises the primacy of lifelong learning in local economic, social, cultural and environmental development, and this has become a guiding rationale for many cities aspiring to become learning cities.

Further reflecting its wish for wide-embracing partnership in the task of promoting and facilitating learning cities, the UIL lists existing partners including the PASCAL Observatory and the International Association of Educating Cities (IAEC) established following the first international Congress of Educating Cities held in Barcelona in 1990, through to the 11th regular Congress held in the Mexican city of Guadalajara in 2010. These provide opportunity to disseminate, compare and exchange experience and good practice, and to establish collaborative relationships between cities.

The Learning Regions Assessment: Beijing's Concept and Practice

Yuan Dayong
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Beijing, with the history of 3,000 years as a city, 800 years are being as a capital city, as the capital city in high speed of developing world, Beijing is facing many challenges, and leaning city and region is great concepts to solve all the social problems, the assessment is necessary to keep the learning region sustainable develop.

Background

In modern society, the economic globalization, modern science and technology changing, knowledge and innovation updating, Against this background, the learning city agenda became reality from theory in China, the learning city practice was officially appear at the beginning of 21 century, and the learning city ideology was written in government documents nationally and locally, it was considered by some Chinese municipal government as the strategy to help to develop adult and continuing education, even became the MASTER idea of education.

In Beijing, along with the national development in learning cities and regions, in the year of 2007, the Beijing municipal government released an important official *report* about building Beijing learning city, the report name is *The Decision for Comprehensively Promoting Beijing as the Learning City.* This report tries to promote the learning city as the inevitable choice to deal with the challenges of the knowledge-based economy, to adapt to economic globalization and enhance the city's comprehensive competitiveness. So in Beijing, the learning city ideology became the basis for building an innovation-oriented city, and it is an important guarantee for building a harmonious society, the best way to build lifelong learning modern education system, improve the quality of the public education, and to promote the comprehensive development of citizens' needs.

The Concept of Learning Region Assessment in Beijing

In Beijing, the learning city academic research and practice, the learning city has 2 supporting pillars, one is the different levels of the education system, and the other is the different kinds of learning organizations. The idea is from education and management respectively. Therefore, the assessment should not only on education field, but other organizations like company, institution, non-profit agency etc. For the city of Beijing, the administrative division is divided into 14 districts and 2 counties, in order to achieve learning city goal, the learning city depends on region by region. The Beijing learning city initiative has a coalition committee, named Beijing Municipal Leading Group for Constructing Learning City, 29 municipal departments plays different role in this committee, such as the financial, culture, news agency, S&T, education departments, they are all involve with the learning city agenda and make contributions. The learning city became the common vision for most of the government office, and one important and unique factor to push learning city in China is the Communist Party,

the political leader advocate to build a Learning Party, so the learning activities and different programs were undergoing, after a serious funding into learning region program, the government need to make sure they make the right thing, so the assessment is strongly need to find out the learning result.

The Assessment Process for Beijing Learning Region

In order to make a good assessment, the Beijing government organizes a group of experts to conduct the whole process. With the expert help, Beijing creates a series of auditing index to evaluate the learning region, the region under assessment will receive the training to know the meaning of the index, the experts will go the different regions to give the guidance, this will take more than one round, and they will come back and forth. After the experts' supervision and guidance, the region will have a formal assessment, during the formal one, the region government leaders(like the head of the region) have to make a report to show their process and result, share some innovations, they need to do a self assessment, finally, the experts will give their formal feedback. If the result is not good, the assessment will come back to have more training. The diagram below shows the basic step of the assessment.

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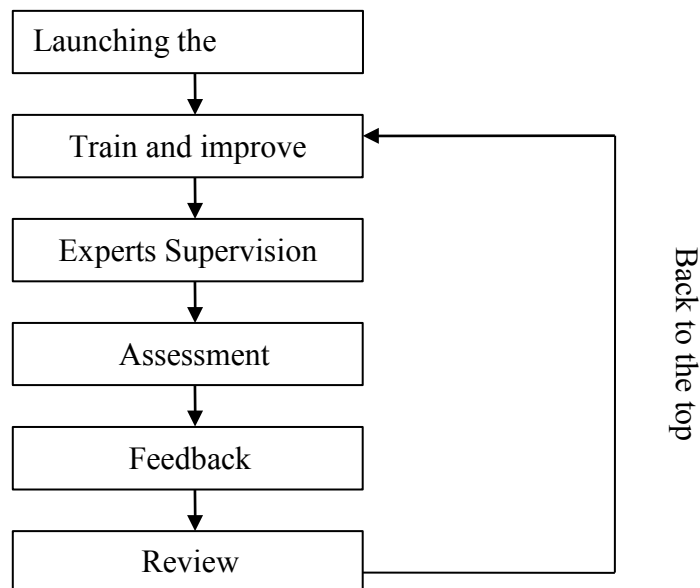
The Assessment Criteria or index of Beijing Learning Region

The purpose of the assessment is to make sure the lifelong education have enough and suitable supporting policy and funding, every citizen can find learning resource easily, the labour force is qualified for the economy and social development and so on. The experts group discusses the index and criteria with the stakeholders, when finalized. The index became the most important tools for the government and learning region practioners to follow. The index is showed by the diagram below.

First-level index	Second-level index
1. Learning and understanding	1.1 National policy
	1.2 Laws and regulations

	1.3 Scientific theory
	1.4 Propaganda in media
2. Organization and management	2.1 Planning
	2.2 Organization construction
	2.3 Network
3. Condition and guarantee	3.1 Institutional guarantee
	3.2 Human Resource development
	3.3 Funds
	3.4 The learning environment
	3.5 Research
	3.6 Inspection assessment
4. Implementation and effects	4.1 Preschool education
	4.2 Adolescent education
	4.3 Adult education
	4.4 Elder education
	4.5 Migration population and disadvantaged people education
	4.6 Informal education
	4.7 Learning organization
5. Characteristic and innovation	5.1 Characteristic
	5.2 Innovation

Besides, there is the third level of index, it is the explanation and supporting part of the second-level index, and I did not show it because of the limitation of the space. When the experts do the assessment, this assessment tool is using as the bible for guiding the learning region in Beijing, and the experts give each index a mark, then they will have the final marks of each learning region they evaluate.

Until 2012, there are districts and counties (13), companies (54), communities (16) and schools (32) have taken the assessment, they are named the LEARNING REGIOEN or different kind of LEARNING ORGANIZATION after the assessment. More and more assessment will take place in the future.

The Beijing Style of Assessment for Learning Region

According the last few years of learning region assessment, there are some experiences. First of all, the government's attitude is important and crucial of the country like China, the government is the most powerful agency in the learning region building, the government can collect many resources and provide funding, is the guarantee for the learning region developing. And the good regulations and laws can make sure the learning region is on the right track, and also the human resources, the experts involving and good system are also important. At last I have to say the learning city is a complicated system, the assessment is much more complicated work too, the index and the criteria have to update and change time to time according to the different situation, in this way, the assessment can help the learning region achieve the goal of learning city, learning city became the greatest invention in the history makes us richer, smarter, healthier, and happier in the future.

The State of Learning Cities
Around the World - Special Learning Cities issue of the International Review of Education

Peter Kearns
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Mike Osborne
University of Glasgow
Jin Yang
UIL Hamburg

A selective picture of Learning Cities around the world has been provided by a forthcoming special issue of the International Review of Education (IRE) which it is hoped will be available for participants at the EU Centre/PASCAL Hong Kong conference.

The issue includes articles on Educating Cities in Latin America and Learning Cities in China, the Republic of Korea, Japan, Africa, the middle east and north Africa (MENA) countries, and two articles on monitoring and evaluation of learning cities: a quality framework for Learning Cities in Europe and national monitoring of the condition of learning across Canada undertaken by the Canadian Council on Learning through its innovative Composite Learning Index. An introductory article by the guest co-editors of the issue, Michael Osborne, Jin Yang, and Peter Kearns, provides an overview of the development of Learning Cities and some speculation on the future.

The portrait of the state of Learning Cities is selective, but nevertheless covers some of the key themes in Learning City development relevant to the EU Centre/PASCAL Hong Kong conference. While some readers may point to gaps in the presentation such as the impact of modern learning technologies, and why there has been an apparent languishing of Learning Cities in much of the West while Learning Cities are booming in East Asia, the issue meets an important need in providing a platform for discussion of future directions for Learning Cities in the emerging global cosmopolitan society of the twenty first century. In some areas, papers from the Hong Kong conference compliment the articles in the IRE special issue, and add to the landscape portrayed, as do papers from the PASCAL International Exchanges.

The timing of the issue is especially opportune with the International Platform for Learning Cities to be launched in a major conference in Beijing in October, while PASCAL has moved to a Learning Cities 2020 initiative under the PASCAL International Exchanges to focus discussion on ways Learning Cities could evolve in coming years.

Educating Cities

An aspect of particular interest in the issue, is an article on *Educating Cities in Latin America.* Educating Cities and Learning Cities have much in common and have evolved from common antecedents, yet exist as separate networks with little interaction with each other. This is surely a deficiency that should be rectified in the future.

Messina and Valdes-Cotera point to the extensive growth of Educating Cities around the world with some 451 cities members of the International Association of Educating Cities, although 78% of these are located in four European countries, namely Spain, France, Italy, and Portugal, while only 59 Education Cities exist in America. Educating Cities are given coherence in their philosophical underpinnings by a Charter which establishes a number of fundamental principles, including a commitment to democratic citizenship. This article has surely opened the way to a dialogue between Educating Cities and Learning Cities as they rediscover their common heritage and aspirations.

Japan, China, & Republic of Korea

The article by Han and Makino on *Learning Cities in Japan, China, and the Republic of Korea* is especially interesting in addressing the question of why there has been such a growth of Learning Cities in East Asia, undoubtedly the current centre of Learning City development. Their answer is that the East Asian approach is seen as a community relations model in a period of dramatic socio-economic change. This is seen by Han and Makino as basically different to the European individual competency approach in societies that are becoming increasingly individualistic. There is much in this article of interest including their discussion of "the two faces of the lifelong learning city" and the "quiet dynamism" of community development found in many Japanese communities. While there are similarities between these countries, there are also differences where heritage and culture, economic and political influences bear of the approach to Learning City development.

Africa

If there is dynamic development of Learning Cities in East Asia, the inability of the Learning City approach in Africa to gain a foothold and be sustained merits a careful examination. Biao, Esaete, and Oonyu adopt a broad historical approach in looking at the evolution of the African city from "African ancient cities" such as Timbuktu and Ife, to the controlled city development of the colonial era, and on to the post-independence situation of rampant largely uncontrolled urbanisation.

While the analysis is familiar and explains much of why the Learning City has failed to establish a foothold in Sub-Sahara Africa, their solution for the future is distinctive in going back to the Freire idea of critical conscientisation of city dwellers. In looking for a "take-off platform" for Learning Cities in Africa, Biao, Esaete, and Oonyu argue that this must be demanded and driven by city dwellers themselves. Hence a deliberate process of conscientisation is required driven by government, civil society organisations, and ethnic culture clusters. This is a provocative paper in searching for a different approach attuned to African conditions. It explicitly poses the question what an approach to Learning Cities in say India or Oceania might look like in adapting to local conditions.

MENA countries

The paper by Nour on *Building Child Friendly Cities in the MENA Region* also brings a number of different perspectives to these exchanges. The idea of regional collaboration, as in these Middle East and North African countries, in addressing human rights aspirations brings in a concept that could be relevant to more than the MENA countries.

The protection of children, especially vulnerable and disadvantaged, in Child Friendly Cities raises fundamental rights issues that are basic to both Learning and Educating Cities. The way in which this initiative developed affords some useful insights into ways that human rights objectives might be progressed in Learning Cities, while also pointing to the potential value of regional co-operation between Learning Cities.

The final two articles in the issue address quality issues in Learning City development, and the role and value of national monitoring of progress in achieving learning objectives through a tool such as the Composite Learning Index developed by the Canadian Council on learning.

Quality frameworks

The article by Preisinger-Kleine provides an analytical quality framework for Learning Cities building on quality assessment processes developed in Europe over some years. The framework builds on the findings and results of the R3L project sponsored by the European Commission, and is the outcome of a project involving researchers and practitioners from eight European countries. This is one of the valuable products of the considerable investment by the European Commission in lifelong learning and learning communities and regions.

Canadian Composite Learning Index

The article by Cappon and Laughlin outlines the innovation undertaken by the Canadian Council on Learning to develop a Composite Learning Index to assess pro9gress in lifelong learning in communities. The Index was developed from the Delors Report four pillars and was applied in communities across Canada from 2006 to 2010. This article both explains the methodology of the CLI approach, and gives the five year findings for Canadian communities over the period 2006 to 2010. A number of charts in the paper provides a useful analysis for researchers and policy makers who wish to revisit the Canadian CLI experience. The CLI methodology has been applied in Europe in the European Lifelong Learning Indicators (ELLI) project, and has also underpinned the German Learning Atlas initiative which monitors the state of learning in communities across Germany.

Overview & future directions

The Introduction to the special issue by the guest editors, Osborne, Yang, and Kearns, provides an overview of the development of Learning Cities in the context of objectives to promote lifelong learning and build a learning society. This roams over initiatives in Europe sponsored by the European Commission, and national initiatives in countries such as Germany. Articles in the issue are discussed in terms of the big challenges confronting cities, and the distinctive insights and lessons emerging from each of the articles.

While much history informs the Introduction, it is also forward looking in discussing "a new morality of learning" which is seen as emerging in the global context of twenty first century conditions. It is suggested that the dominant message that emerges from the issue, despite the strength of the barriers discussed, is an optimistic one.

This points to a strengthened international discourse on learning cities, seen as a catalyst to a revitalised humanism and civic awakening, and as a path towards a universal and humane learning society.

This optimistic vision of a strengthened international discourse on learning cities, and as a path towards a humane and universal learning society, is a central question for the EU Centre/PASCAL Hong Kong conference. Whether the 1972 vision of the UNESCO Faure Commission is now something that can be progressed in practical ways merits considerable discussion. This view is supported by some influential allies with the recent CISCO White paper on the Learning Society, and the views of the Executive Chairman of Google on connectivity and altruism:

Generally speaking, connectivity encourages and enables altruistic behaviour. People have more insight and visibility into the suffering of others, and they have more opportunities to do something about it.[1]

While this IRE issue gives a selective picture of certain key aspects of Learning-Educating City development around the world, this portrait will be enlarged by a number of papers prepared for the EU Centre/PASCAL Hong Kong conference, and by developments over three years under the PASCAL International Exchanges which are summarised in a paper titled *Cities Learning Together: the PIE Experience 2011-2013.* Papers on developments in countries such as India, Ireland, England, Germany, and Finland will add to the landscape conveyed in the IRE special issue articles and will present a unique opportunity for some creative ideas on future directions for sustainable Learning Cities.

This combined knowledge base will also pose a number of questions that will need to be addressed in looking to pathways towards a universal Learning Society underpinned by a new humanism. These include the following.
- Why are learning cities growing so rapidly in East Asia while they are apparently languishing in the West and Africa?
- Are there lessons from East Asia that could be applied in the West – and in Africa?
- What insights do Educating Cities in Latin America bring that could benefit Learning City development around the world?
- Do you agree that Educating Cities and Learning Cities are addressing similar objectives by somewhat different paths? In what ways might their combined knowledge and experience be made more widely available?

Overall, the IRE special issue on Learning Cities has particular value in providing a broad panoramic view of the development of Learning Cities around the world. Warts and all. The launch of the International Platform for Learning Cities in Beijing in October followed by the EU Centre/PASCAL Hong Kong conference provides a sequence of events that could stimulate creative thinking on paths towards an attainable vision of a universal and humane Learning Society. Are there now opportunities to take a few steps forward? And what should these steps be?

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[1] CISCO Systems (2010), The Learning Society, www.cisco.com/web/about/citenship/socio-economic/docs/LearningSociety_WhitePaper.pdf ; Schmidt E & Cohen J (2013), The New Digital Age, John Murray, London, p231

Communicating Learning Cities

Norman Longworth
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Between 2002 and 2005 the European Commission's PALLACE project explored how city stakeholders in Australia (Adelaide and Brisbane), New Zealand (Auckland), France(Senlis), Finland (Espoo),Canada (Edmonton) and China (Beijing) could exchange ideas and experiences for the benefit of both.

Although grossly underfunded, there was no budget for salaries, it attained a measure of success in what it set out to do. Schools in Finland interacted with schools in South Australia on the contribution that schools could make to learning city development; Teacher Training colleges in both Auckland and Senlis exchanged information and experience about the role of teacher training in a learning city; Brisbane and Espoo discussed online the role of museums in fostering lifelong learning cities; and Edmonton hosted a conference on learning communities as well as contributing knowledge on the uses of technology for education. Politicians in South Australia and France even became involved. Beijing, which was, at the time, planning to transmute a whole city suburb of 800,000 people into a learning community reaching down to street level, learned from all the partners and played its part by supplying information on its rationale and progress.

The project results (Allwinkle and Longworth 2005) contain a wealth of observations, progress descriptions, learning materials and case studies. Salagaras (2005) enthused eagerly about the experiences in Mawson Lakes School, Adin (2005) described in glowing terms the increase in awareness in Auckland and Lee (2005) considered that the project had done much to inform administrators in Edmonton and in particular the outlying town of St Albert. The project manager waxed lyrical about the implications of inter-city communication and its potential for future economic and social development, especially if the links include communication between developed and developing world cities (Longworth, 2006).

His utopia took the following shape:

'Imagine, if you will, a system of linked learning cities and regions around the globe, each one using the power of modern information and communication tools to make meaningful contact with each other

- *School to school to open up the minds and understanding of young people*

- *University to University in joint research and teaching to help communities grow*

- *College to College to allow adults of all ages to make contact with each other*

- *Business to business to develop trade and commerce*

- *Hospital to hospital to exchange knowledge, techniques and people*

- *Person to person to break down the stereotypes and build an awareness of other cultures, creeds and customs*

And so on – museum to museum, library to library, administration to administration

Imagine that these links include both the developed and the developing world so that say Sydney, Seattle, Southampton, Shanghai and Dar es Salaam, to pick five alliterative cities at random, form one Learning Cities ring among a hundred similar networks…….

Imagine that one tenth of the money used to develop military solutions to human and social problems were to be spent on people and tools to make more than 100 of these rings work effectively…..

Imagine that such links had started ten years ago….. What difference might it have made to today's world?'

However, despite such passionate enthusiasm, and although information about the outcomes was widely distributed to city administrations throughout Europe, the real outcome of all this endeavour was a massive yawn. The project report, like so many similar innovative solutions, gathers dust in a Brussels basement. It can however also be found buried in the EUROlocal database at http://eurolocal.info.

Since 2005 the world of cities has changed dramatically. In 2008, for the first time, humankind became predominantly a species of urban dwellers when it was confirmed that more than 50% of people live in cities, and that process has accelerated considerably since then. Jin Yang (2012) suggests that *As the population of the developed world has stopped growing and the population in rural areas of the developing world is also no longer increasing due to rapid urbanisation and rural-to-urban migration, nearly all the population increases will be in urban areas in developing countries.* UNFPA (2010) projects that *urban population is going to jump from 3.4 billion in 2009 to almost 5 billion in 2030, with urban growth mostly concentrated in Africa and Asia.*

At the same time the scope of cities has increased exponentially. Such important issues as sustainability, renewable energy, consultation of citizens, lifelong learning, inter-culturalism, learning organisations, aging populations, health and well-being and community engagement did not overly exercise the minds of city leaders forty or fifty years ago. The increasingly rapid pace of change, the rise (and fall) of the welfare state, globalisation, the growth and movement of populations, the increasing fragility of global ecosystems, climate change, and much more, have increased the complexity of the civic scene beyond recognition.

City leaders are now responsible for finding solutions to issues that affect the whole planet as well as the day to day concerns of services, citizens and institutions within the city. Such complexity is compounded by the fluctuating unknowns of global finance, skills needs, terrorist activity, political instability and the response to growing world poverty. Continuing Professional Development in city administrations used to be a necessity for a few technicians, managers and leaders. The development of local authorities into learning organisations means that it is now embedded into the

continuous learning of *all* employees in many cities, just as it is many large companies as a component of quality.

Some cities are responding to the challenges by selecting and addressing an issue that seems to them to be of major importance. A simple trawl of the internet will find references to creative cities, resilient cities, transition towns, green cities, healthy cities, smart cities, slow cities, liveable cities, cities of opportunity, cities for poverty reduction and sustainable development, Cool Cities, Sustainable cities, Educating Cities, Energy Cities, Future Cities, Culture Cities, Adaptive Cities, sanctuary cities, Heritage Cities, Sport Cities and more than 20 more. Each of them belong to intra- continental or global networks and each of them have developed strategies and plans to develop further within the sectors they have chosen to represent. Such a plethora of city types is no bad thing, but it has also served to fragment the field somewhat, since it is desirable that all cities will eventually need to address all these topics in order to become a true city of sustainable opportunities – a learning city.

What unites all of them is the incidence and primacy of 'learning' in their journey to success. This is why the term 'learning city' is often used as an umbrella for all and why Longworth and Yang (2012) suggest that a true learning city will, in the fullness of time, incorporate all these descriptors and more. Kearns (2013) echoes these sentiments in his 'EcCoWell' approach which advocates *more integrated and holistic approaches to learning cities which bring together the aspirations and objectives of Healthy Cities, Green Cities, Cultured Cities, Creative Cities, and Learning Cities.*

Two initiatives stand out when considering the way in which cities can profit from international engagement and understanding in the future. The first is the PASCAL International Exchanges (PIE). Peter Kearns has been instrumental in contacting more than 20 learning cities world-wide and encouraging them to produce 'stimulus papers' for discussion between cities. Starting with Europe, which he considered to be the original home of the learning city, he introduced papers from Africa and Asia which greatly expanded the scope and the vision of what constitutes a learning city and the methodologies needed to create it. The wide range of cultural, economic, social and environmental diversity encompassed by, and between, cities is amply demonstrated in these papers and PIE provides a solid platform from which future learning city development can advance. In his vision of the future of PIE, Kearns (2013) also identifies key themes which cities will need to address with urgency. These include

- *an enhanced recognition of sustainability issues with the growth of various initiatives to progress development in sustainable ways.*

- *an enhanced recognition that current approaches to health systems are not sustainable in the long term.*

- *Methodologies and mechanisms for helping cities to learn together.*

But what has also emerged clearly from the PIE papers is the different ways in which cities have developed and implemented their strategies. The contrast between Asia, where many mega-cities have, perhaps through necessity, introduced measures to reach the people through devolution down to street level, and Europe, where top-down measures at local authority level were employed to provide adult education, is marked. It perhaps also highlights the cultural differentiation between the democratic individualism of the Western World, which often acts as a brake on progress, and the

more authoritarian community ideology inherent in Asian cultures, where change can be managed much more easily. Now that PASCAL has announced its 'Learning Cities 2020 Initiative' (Konvitz 2013) it should be possible to move PIE on into a more interactive mode between more cities.

The other project offering a way into the future is the UNESCO International Platform for Learning Cities to be launched in October 2013 in Beijing and profiled in these Precedings. While its focus is more on lifelong learning in cities, it recognises, as does PIE, that lifelong learning in cities is a holistic concept whose components must include the economy, the environment, culture, well-being, communication and resources as well as education. Its methodology is inclusion, of all stakeholders, of citizens, of communities, of creeds, cultures and races, and of political and administrative leaders. The UNESCO pamphlet *Learning to live together sustainably in cities* provided by the Division of Education for Peace and Sustainable Development (2013) states

As places where individuals, families, communities and social groups exist within multiple and shifting relationships of interdependence, cities are a testing ground of our capacity to live together - and education, in its broad and narrow senses, is vital to the task of acquiring that capacity. Learning to live together sustainably in cities is one of the most important educational challenges of our time.

The 'Key Features of Learning Cities' tool developed by UNESCO Institute of Lifelong Learning (see diagram below) contains a wide variety of indicators that can help cities measure and monitor progress. They include such features as the wider benefits, the major building blocks for creating learning cities and the fundamental political, governance and resource allocation conditions which must be satisfied, in all some 30-35 guidelines for city leaders and administrators to implement.
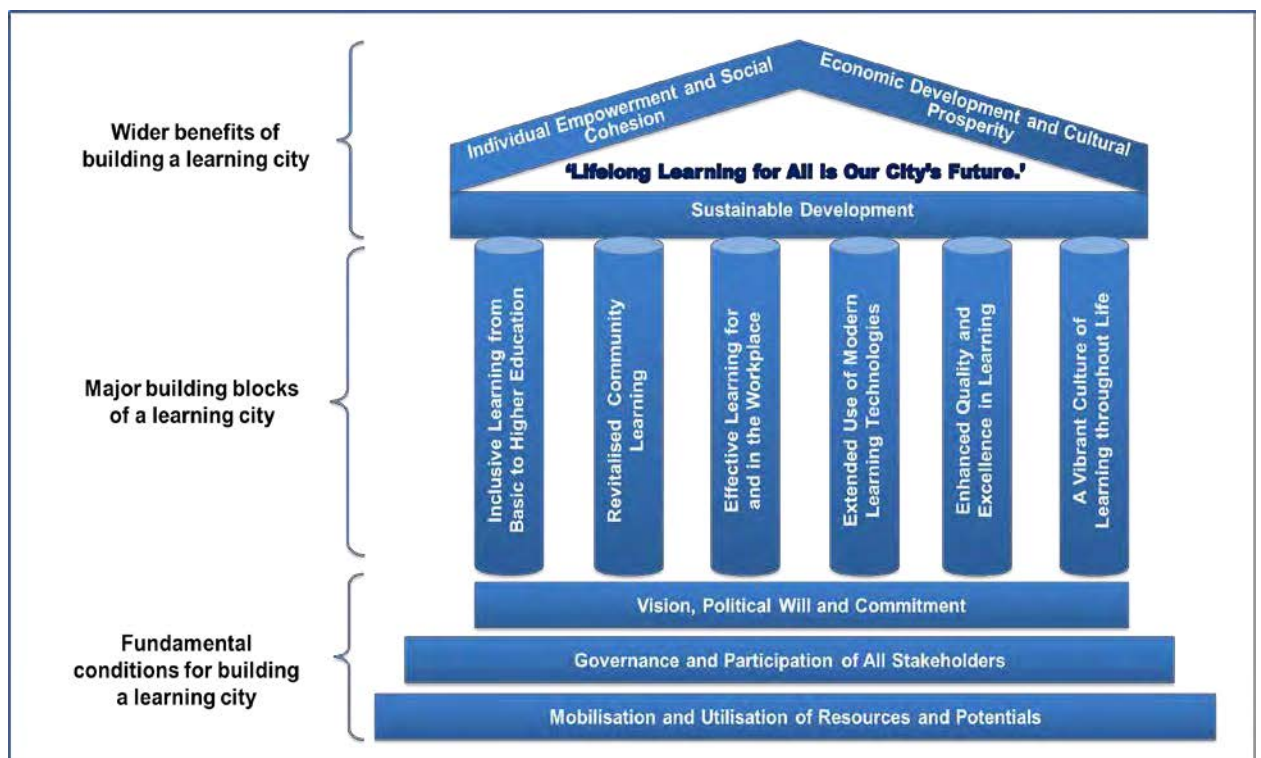

Figure 2 : UNESCO's Key Features of Learning Cities

It can be seen that these two initiatives, PIE and UNESCO, are complementary and it is hoped that they will work together to stimulate productive and profitable interaction between cities globally.

These are not the only aids for aspiring learning cities. Further tools for learning cities have been developed through the years by Osborne and Longworth and their international partners in European Commission funded projects (Osborne and Longworth 2010). In particular, the EUROlocal project, coordinated by PASCAL at Glasgow University, has gathered together a large storehouse of Learning City knowledge, tools, case studies, learning materials, charters, publications and strategies which will assist in the building of learning cities throughout the world. [http://eurolocal.info).

Finally, bearing in mind the theme of the conference, the following definitions, worked out during the construction phase of the UNESCO Key Features, may be useful to stimulate discussion at the conference.

A *Learning City* is one which invests in quality lifelong learning in order to:
- liberate the full potential of all its citizens
- invest in the sustainable growth of its workplaces
- re-vitalise the vibrant energy of its communities
- enhance the dynamism of its stakeholders
- exploit the creative value of local, regional and international partnerships and
- guarantee the responsible implementation of its environmental obligations.

In so doing it will release the strength and capacity of all its social, economic, human, intellectual, cultural, technological and environmental resources.

A *Global Learning City* is one which fulfils all the above and...
- Empowers all its citizens to live in harmony with people of other creeds, colours, countries and cultures
- Encourages its primary, secondary and tertiary learning providers to participate in the power of international learning by all their staff and students.
- Widens horizons and action by facilitating international dialogue between citizens
- Establishes bilateral and multilateral links with other cities to explore how each one can assist the other
- Recognises the global reach of environmental matters and accepts its obligations to the future of the planet
- Works with NGOs and INGOs to implement the recommendations of international treaties and obligations
- Assists with the development of international trade between cities.

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Participatory Urban Planning in India:
A constitutional directive, still to be practiced nationally

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After India gained independence in 1947 from British colonial rule, the country adopted formal model of planned development. Accordingly the Planning Commission was established in 1950 by a resolution of Government of India to guide and support top-down planning processes in India. The Planning Commission is not a statutory body but it is an extended arm of Central government and it is headed by the Prime Minister of India. Since then the commission has led rural and urban planning in the country.

Urban planning in India is more commonly known as the town planning. Town and country planning bodies at city, state and national levels anchor planning processes. So, in a way urban planning in India has been the prerogative of highly educated experts, technocrats and bureaucrats. Direct or indirect engagements of citizens with the planning processes have been more or less negligible. Since experts are often not aware of ground level realities and their complexities, knowingly or unknowingly they have protected the interests of the richer and more powerful groups and neglected the needs and interests of the lower-income majority, especially those living in 'slums'.

When 74th Constitutional Amendment Act (CAA) 1992 was enacted in the country, it was expected that urban planning in India would be led people themselves under the leadership of their elected local governments. However, even after 2 decades of the enactment of the Constitutional directive (74th CAA) to promote urban planning in India, the institutional arrangement and practices for town planning have not changed significantly. Elected urban local bodies are rather weak while parastatal agencies for planning at different levels keep promoting top-down expert led and citizen-less planning processes. These parallel agencies such as the Town and Country Planning Organization (TCPO), Development Authorities, Public Health and Engineering Department (PHED), Public Works Department (PWD) still control the major development functions of ULBs, with only token participation or no participation from the population and civil society organizations of these urban centres.

Urban planning is therefore considered a technical, expert-driven exercise drawing on existing official data, which in many cases are out dated, resulting in plans with little or no connection with the existing milieu and reality. Plans in most cases are not inclusive and pro-poor, and the recognition and development of the marginalized and excluded sections is ignored. Further, prepared plans are unrelated to the local government's capacity to implement them. The local population for whom the plans are prepared remain unaware of them and have therefore little or no ownership of these plans. Master Plans normally allow for 'public comment' or 'objections' to be taken into consideration before approval. The local population may raise their voice or participate when they perceive some negative fall outs of the proposed plans. Experience shows that Master Plans are often viewed by local people more as a regulatory obstacle in

their lives, and by the poor as a hindrance in their survival strategies of living in the city. The whole cycle of planning therefore has gone into a negative loop – formalities are to be completed and cities are then developed through individual projects, more often than not without consultations or taking into account local priorities. This is very evident in the preparation of the City Development Plans (CDPs) and Detailed Project Reports (DPRs) under the JnNURM. Sectoral/inter-departmental convergence within the ULBs implementing the plan is also absent wherein integrated development and efficient delivery of services is missing. Wherever consultations have been held, these have been limited, amongst 'select people' and select NGOs (the latter considered as representatives of the people). Such tokenism continues as there is little respect for experience, knowledge and wisdom of the local people.

Promoting Participatory Urban Planning - PRIA's Experiences:

Contexts

Participatory planning has the potential to alter prevailing social power relations by involving citizens in decision-making. Historically, certain sections of society like the lower castes, tribals, indigenous people and women in many parts of the world have not been part of the public sphere. Their functioning has been limited to the private sphere where their interaction has been rather restricted. This stiff separation between the private and public hinders the formation of an active civil society. This is what is altered through 'peoples planning' which creates new civic and development culture transcending partisan considerations.

Following the constitutional directive under 74th CAA, PRIA attempted to evolve some models and methods of Participatory Urban Planning (PUP) in 3 selected small and medium towns of backward states. Later these experiences of PUP were extended some other cities also. Accordingly in following sections some methods for PUP have been suggested.

Methods of Participatory Urban Planning

Participatory urban planning is an innovative approach to local development based on three pillars: citizen's participation, neighbourhood planning and building partnerships. It aims to achieve locally appropriate development which is economically, socially and environmentally sustainable, and an institutional infrastructure for development that will continue to function in the long term. The exercise of participatory planning can be done at various levels – mohalla (neighbourhood), ward or city level. There are various opportunities for the process of planning that exist at different levels. For example, at the micro level, in wards it is seen that resource mobilization is possible with participatory planning which leads to sustainable implementation with help of mohalla samitis (neighbourhood committees), or where residents with their own funds have even managed to create open parks, etc.

The basic and non-negotiable aim of Participatory Urban Planning Processes is to put citizens in the centre of planning. The plan is derived from collective understanding, voice and actions of the citizens in the area of planning.

Assessment of area of interest through field survey
A thorough base line survey of the area/unit of interest is necessary. It is important to take into account all the existing physical, socio-economic and cultural factors prevalent in the area. The survey helps to make an assessment of the existing available resources/services, what is the status of these services/facilities available to the people, what they want, etc.

Identification of local needs and stakeholders (literature review and research)
The baseline survey helps not only in creating awareness and willingness among the people to take part in any action that will follow, but also helps to identify local needs. It highlights the focus group and who will be the stakeholders in the project. It is important to ensure steadfast community support for pro-poor development initiatives. Local officials, CBOs, field workers of voluntary organizations, teachers, women, children, senior citizens, each section of society should be involved (special care should be taken that marginalized sections like the poor, youth, minority groups, senior citizens, etc, are not left out).

Creating an enabling environment:
This is one of the most important steps which involves disseminating information and awareness building regarding the planning process (why is it being conducted, what are the implications and the benefits for the community if they participate, why it is important for them to be a part of this process, etc). The community needs to be mobilized to be able to participate in the planning process. This is possible when their awareness is enhanced. This facilitates assessment of the degree to which the community is willing to participate and how much interest they take in this process. It also helps in the formation of working groups of interested people within the community as well as among local officials and ERs to act as citizen leaders (agents of change) in the area and help further mobilize the community to participate.

Data base creation (collection, computation and analysis)
Once local contacts have been established, the next step is to collect, with the people's help, basic data about the community, characteristics of the area, resource situation, socio-economic status and other relevant facts. It is very important to involve the community from the beginning to get authentic data. The aim is to get a factual baseline picture which will help in setting goals and measuring change brought about by the plan. It is helpful to associate with local officials and functionaries in collecting and verifying facts from different sources.

Liaison with local and state government officials, concerned departments, sector-wise representatives (water, sanitation, solid waste management, etc.)
A major component of participatory planning involves building partnerships, having regular dialogue and discussions while negotiating with local/state level government officials while consulting with them on the possibilities of the plan making process. It is important to involve the concerned departments and gain their support and participation in the whole process as it eases the process of procuring the requisite information and data. It becomes mandatory to share with them reference documents like vision and mission statements, the proposed plan of action, etc.

Stakeholder consultations at various levels: with citizen groups, ERs, government officials, interested institutes, etc

It is of prime importance to involve stakeholders at different stages of plan preparation. Here special attention needs to be paid to involve the marginalized population which includes young girls, women, poor, elderly, disabled, school going as well as illiterate children, unemployed youth, migrants, rickshaw pullers, etc, besides others in order to have equal participation in plan formation. Such an approach augments the process of identification of issues related to the whole city/area and identifies gaps and its probable causes.

City level meetings/city development workshops with all involved stakeholders After a series of such public consultations, it is important to synthesize all the information gathered, structure the content and share it on a common platform where representatives of all the stakeholder groups are invited to a city level workshop. The main purpose of holding such a workshop is to share the data on the assumptions and stipulations regarding the availability of resources, the collected data, to validate the inputs received so far, develop a vision statement, discuss the strategies for future development and sources of revenue for the projects. Such an interactive workshop helps active dialogue and negotiations where stakeholders get a chance to discuss their issues in a larger context and also get an opportunity to reconcile differences within the agreed rules and timetable. Therefore, a blueprint of the proposed plan is drawn, which lays out the proposed activities, its economic viability, the means to carry out each activity and defining the expected outcomes to measure the performance for effective monitoring and evaluation.

Draft plan preparation and sharing workshop

All the above steps lead to the formation of a draft conceptual plan, which is a proposal for the development of the area/city in the years to come. It is prepared based on the primary and secondary data/information gathered from the municipality and other stakeholders through consultative processes at various levels and the learnings from various participation exercises. In the workshop, suggestions and observations can be invited from the local authorities and citizens.

Final plan preparation and submission

After the draft plan has been conceptualized and finalized through consultation, a final plan has to be prepared which includes valuable inputs from the people. It is presented to the local and state/higher level authorities. This then leads to follow up for approval, sanction and implementation by the planning authority.

Thus, a comprehensive participatory planning exercise is one which takes into account local knowledge (taps the knowledge and experience of local communities), comprises direct citizen involvement (citizens are not regarded as mere data sources, but are actively involved in decision-making, implementation, monitoring, and maintaining services and installations), emphasizes development of individual views through social interaction (people share ideas, experiences, expertise and interests) and diversity of interest is valued (planning process allows the diversity to be articulated and shared).

Participatory urban planning can support strong local democratic processes and deepen the 74th CAA which gave sweeping powers to local authorities, especially in planning and development. The 74th CAA has also enhanced the possibilities for citizen

participation by ensuring the involvement of citizens at all levels. But it is evident that in practice the conventional urban planning approach offers very little scope for citizen participation. Advocates of the conventional approach may claim that there is participation insofar as local elected politicians review the plan – but this elected body generally lacks the knowledge to be able to review it or understand its full significance (as it relies heavily on technical data).

Participatory urban planning, by contrast, focuses on developing the plan through collaborative partnerships and continuous dialogue between planners, government officials (at state and municipal levels), ERs and the community. It seeks to integrate all these groups' knowledge, skills and resources and prepare a plan in which all groups have an interest and have a sense of ownership. They also to have concern for investments and resources, as any decision is affected by this.

Challenges of Participatory Urban Planning:

Participatory urban planning has its own challenges. Often participatory facilitators are blamed for overriding and wrongly channelling, and hence influencing the decision-making process involved in participatory planning. Another criticism has to do with the whole idea of looking at society/community as a homogenous group. Communities are not homogeneous and so, one should be aware that dominate class/caste have temptation to impose their views. This in turn raises a serious concern about the various community statements, statements of needs, vision statements and community proposals that are produced as a result of participatory exercises.

Local knowledge that often forms the base for local solutions is often at risk of being subjugated to official voices and strategies and these further getting manipulated in the light of the plethora of existing scientific knowledge.

Citizen participation is also prone to the issue of rational ignorance. Ignorance about an issue is said to be rational when the cost of educating oneself about the issue sufficiently to make an informed decision can outweigh any potential benefit one could reasonably expect to gain from that decision, and so it would be irrational to waste time doing so. Besides, citizens feel that they cannot really influence final planning decisions. In such cases, they decide to ignore the possibility of involvement and participation. Economists say that these poorly informed citizens are rationally ignorant. Rational ignorance appears independent of the implemented participative method, and is a term most often found in political science and economics, particularly in public choice theory.

The question is, should one endure the risk of the flip side of participation in order to achieve the overall goal and attributes of participatory development, that is, sustainability, empowerment and learning? Are these attributes always attached to participatory exercises taking place, or are there any others? Looking at the current state of basic service delivery to urban poor in India, can participatory methods be applied to achieve sustainable solutions, empower people and facilitate learning? The said research aims to provide answers to these questions by examining some case studies in India wherein participation of citizens has led to better service delivery of basic services to the urban poor by giving due consideration to degree of participation.

Training of Elected Municipal Councillors in India: Functional Politico-legal Education of Adults

Manoj Rai
Director PRIA

The evolution of representative urban governance in India

For the first time in the history of India, as Indian census 2011 says, the increase in the absolute number of the urban population is more than that of the rural population. Independent population projections as well as demographic trends from most recent 2011 census data indicate that India is at the threshold of becoming majority urban in the next 10-15 years. For a country like India which has so far been prioritizing its policies and programmes to catalyse rural governance and rural development, urbanization is a new experience – full of opportunities and challenges.

Historically, local governments have been part and parcel of the Indian governance system. However, the present form of urban local government owes its genesis to the British rule and initiatives of British Viceroys. Lord Mayo's Resolution of 1870 introduced the concept of elected representatives in the municipalities. Lord Ripon is considered the founding father of urban local government as he introduced the concept of municipal authorities as units of self-government. His Resolution on local self-government in 1882 dealt with the constitution of local bodies, their functions, finances and powers, and laid the foundation of local self-government in modern India.

In post-independent India, two types of local government structures continued: urban local government and rural local government. Till 1993, urban local governments were loosely defined. Municipal Corporations, Municipal Councils, Town Area Committees and Notified Area Committees, etc. were related to the term urban local government. However, the Seventy-Fourth Constitution Amendment Act (74th CAA) in 1992 provided constitutional sanction as well as unambiguous definitions of urban local government. It proposed to form a uniform structure of Municipal Corporations, Municipal Councils and *Nagar Panchayats* in transitional areas. As per constitutional compulsion, within one year of enactment of 74th CAA, all state governments and union territories in India adopted and enacted State Conformity Acts to provide legal status to elected Urban Local Bodies (ULBs). State Conformity Acts also delineated the roles, responsibilities and authorities of the elected ULBs. First ever elections to ULBs in almost all states were completed in 1995. Since then elections to ULB take place regularly and periodically for a 5-year term.

It may be mentioned here that the affirmative provisions of 74th CAA reserved one third of total elected seats for women. Similarly about 20 % of total seats were reserved for the other weaker sections (lower caste, tribal, minorities) of society. Due to this constitutional compulsion, for the first time in local political history, a very large number of women and other marginalized groups got elected to the ULBs. Thus on an average more than half of elected representatives and the chairpersons of the ULBs are

first-timer political actors. This was and is a sort of silent social revolution. But most of these first-timers are not aware of their roles and responsibilities and don't know how

to exercise their roles and responsibilities. They have legal backings to act as elected heads and or representatives, but traditional existing social structures have often suppressed their voices. Thus personal problems (illiteracy and inexperience coupled with the lack of confidence) combined with social standing puts these elected representatives in the quite challenging environment of acting as elected representatives.

The elected ULBs are supposed to play two types of roles: of governance and as a utility organization. Most of the State Conformity Acts place greater responsibilities and urban management tasks in the hands of the urban local bodies (ULBs) in the state. These tasks involve town planning, land-use planning, socio-economic development planning, poverty alleviation programme, development of roads and bridges, water supply, sanitation and solid waste management, and the provision of various other services and amenities.

It is obvious that the expected work of planning, developing and managing urban responsibilities by elected representatives of local bodies is an uphill task given their lack of knowledge about their responsibilities they are endowed with and the scare resource available to the ULBs To mobilise and increase the resource for the development of urban areas, and to improve the living conditions, to manage the available assets, will be an even bigger challenge. Local authorities require the carrying out in an able and responsible manner a host of tasks for which they are insufficiently equipped, and for which they do not possess the financial, managerial and institutional services. Institutional strengthening and training is urgently required for these municipal council elected representatives to equip them for their new and widely increased tasks.

PRIA's experience of providing large-scale periodic training

Contexts

PRIA's training and other capacity building strategies were evolved with due considerations to following needs and realities:

- Big Target - Thousands of Elected Representatives (ERs) across large geographical areas

- Socially Disadvantaged Participants - More than 50% of these ERs are from socially excluded categories - women, lower castes

- High illiteracy - Roughly half of the trainees functionally illiterate

- Timeliness of training - Reaching to large number of ERs immediately after elections are over

- Participatory training - Trainers reaching to trainees with easily understandable content in trainees' language and communicating at their wavelength

- Periodicity and Regularity of Training and handholding support over the 5 years of the council's term.

Long-term strategies and plans

Capacity-building of elected representatives to help them exercise their roles effectively and comfortably over their 5-year term is a long-term process. It takes into account the need to enhance the capacities of related actors also. These actors are citizens, local civil society and local government officials. Directly or indirectly these actors influence the functioning of the ERs and could be great supporters in the effective functioning of the ERs. PRIA's capacity interventions were planned from Election to Election in following ways:

- Importance of ULBs and the elected representatives
- Quick orientation (within 6 months of getting elected) of all newly elected representatives about their mandated roles and responsibilities
- Periodic handholding support to conduct meetings of ERs and meetings with community, government and other actors
- Office management and financial management
- Political leadership training
- Sectoral training on how to facilitate schemes and other initiatives in Health, Education, Livelihood etc.
- Social Accountability and Monitoring and Evaluation (M&E).

Overall Objectives

- To acquaint the councillors about the Municipal Act of the State in which they have to operate
- To equip them in the processes, procedures followed in the municipal works.
- To augment their understanding of their role and responsibilities in development work.
- To create awareness about different development schemes and provisions.
- To build their capacities to take up the challenging task of development.

Decentralised Delivery of Training

Since training and other capacity-building efforts are directed towards a very large number elected representatives spread over large geographical areas, a civil society coalition was formed to deliver the required inputs to the ERs. This network worked on the principle of subsidiarity, so that local resources capacitate the councillors periodically according to their demands. Civil Society groups at different levels were first trained to act as local facilitators- cum-trainers. They in turn provided onsite and on-the-job training to the ERs.

Methodology

Participatory methods of training were adopted to the maximum possible degree. The thrust is to make the process engaging and interactive. It considers

- Establishing closer linkages with elected representatives through support from civil society and also government officials, if necessary.

- Detailed training needs assessment.

- A mixture of knowledge (attitudinal) training and skill-oriented training is required.

- Outreach training to provide more tailor-made in-house and on-the job training, which is responsive to the practical problems faced in the execution of routine and developmental tasks, and has to be an intrinsic part of the initiative.

- Out of the whole group only a selected few usually show keen interest in the initiative. These individuals need to be so trained as to arouse similar interest in their colleagues.

- Accepting that adults have some degree of knowledge about their work, the effort was made to appraise their awareness level to build the interest about the subject.

- A mix of training methods included lecture, presentations, small group discussion, presentations by groups, large group discussion etc.
  - Lecture: The subjects related to the State Municipal Acts and constitutional provisions were delivered by lecture method because there was hardly any scope to discuss and assess the knowledge level of the trainees.

  - Presentation: Most of the subjects dealt with were aided by power point presentations in a lucid manner, helping trainees to be focused for effective learning.

  - Small Group Discussion (SGD): The basis of small group discussion is the participation, sharing of experiences, and joint control over the process of learning. It provides the opportunity for all the participants to share experiences, ideas, ask questions etc. Mutual discussions help clarify issues and understand different points of view. Subjects which were generic in nature, such as solid waste management, existing practices in municipalities were applied in small group discussions to the existing situation. The group discussed and presented to all participants for further deliberation.

  - Focused Group Discussion (FGD): This method helps in understanding the particular issue in its totality. Subjects like ways to augment the municipal income or form Mohalla Committees were discussed. Significant learning was generated.

Contents, subjects covered

Topics covered during periodic training include:
- 74th Constitutional Amendment Act

- Main Provisions of the State Municipal Act

- The city development strategy of the State

- Mandated roles and responsibilities of ERs and other municipal officers

- How to conduct meetings with ERs and officials

- Vision, mission and personalities of political democratic leaders

- Community interface and meetings of community groups
- District Planning Committee (DPC)
- Functions of President in Council (PIC)
- Right to Information Act (RTI)
- Financial sources of ULBs, budget, account and auditing.
- Centrally-sponsored schemes for ULBs
- State-sponsored schemes for ULBs
- Solid waste management
- Other urban development schemes

Challenges

Behavioural Aspects:
During training the challenge lies in controlling the councillors in terms of maintaining a learning environment. At times they burst out with their anguish against the administrative system and their helplessness. In the absence of understanding about the limits of their role and responsibilities they expect more power-sharing from the authorities. When the rules and norms of the Act were discussed they start comparing with on-the-ground realities resulting in a sometimes chaotic environment.

Retaining the interest of Councillors:
To retain the interest of trainees in the sessions is critical. Efforts are made to make the discussion lively by open discussion involving any trainee to deliberate on some issue. Since the educational background of councillors varied greatly, it was difficult to keep the balance in explaining subjects.

Time Management:
Another challenge concerned time schedules. After a day of seriousness and punctuality, late coming or early leaving are often attempted. The dilemma is whether to start with whoever is present or wait for others also. Either latecomers will lose out or time is wasted for those on time.

Positive Thinking:
The biggest challenge is to mould mind-sets and encourage positive thinking. Inculcating attitudinal change is more difficult than teaching a subject. The majority came in to the training with the mind-set of complaining about the local conditions. They expected that higher authorities from state government would be present, which hardly happened.

Learning

Throughout the training different kinds of learning occurred.

Making effective strategies for fruitful physical participation of councillors is essential. In the absence of a whole team, pushing through any reform agenda is difficult. Addressing day-to-day operational problems faced by councillors creates interest in the training.

There are hidden talents. Given the opportunity to speak, interact and share their view trainees fearlessly progress and talent is nurtured.

Nurturing attitudinal change among the elected representatives is a tedious task, as the environment they have been working in does not support it.

Effective presentation in simple language makes the learning process more fruitful.

Few councillors have the relevant knowledge, but if they advise other people in the training they listen and support.

Interaction of councillors of different municipalities at one platform enhances their intra-group learning.

Sustaining such adult learning is both a challenge and an opportunity. Periodic and continuous learning would be more effective and productive. Some institutional mechanisms could provide regular information and knowledge support through newsletter, online modules etc. Periodic refresher and peer learning courses could also be arranged by these institutes.

Cooperation in and Support to Non-formal Education of Lao PDR and the Southeast Asia region through dvv international

Heribert Hinzen

Background

dvv international is the Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband, DVV). Community based adult education via local centers called Volkshochschulen (VHS) is a strong feature in developing a lifelong learning system in Germany. Historically the roots date back to the beginning of last century. Ever since the institutions are strongly backed by the municipalities, city councils, and their education authorities. There are around 1000 VHS in Germany with some 3.500 sub-centers to guarantee to reach far out to all youth and adults and their learning needs. Around 10 Million participants per year join courses in a wide variety of subjects in areas related to languages, health, vocational, IT, political, social and environment matters. DVV is the national umbrella association for the VHS to provide professional services in advocacy, innovation, training, research and development.

Since the late 1960s the Federal German Ministry for Economic Cooperation and Development (BMZ) has started to support DVV to help with German development aid in areas of youth and adult education. A special budget vote was installed to assist DVV and other professional institutions involved in social structure work in Germany to extend their experiences in Africa, Asia and Latin America also. In the process *dvv international* supported partners in many Asian countries, including India, Thailand, The Philippines, Indonesia – on top of cooperation with regional oriented partners.

A review on priorities in the future, and the respective proposal and approval process of project work in Asia, led to an orientation to prioritize Lao PDR and Cambodia, and to continue with some regional partners. In the year 2009 started a new regional office in Vientiane to support activities in South and Southeast Asia. The regional office is the implementing mechanism, whereby it manages all the administrative procedures, and its professional staff provides technical assistance in a number of areas with our national and regional partners. This paper provides an overview on the achievements of the current phase, especially with a view to the regional and thematic priorities.

Thematic priorities and interventions

In consultations with partners, and in light of the national, regional, and global education and development agendas and priorities, *dvv international* has been investing technical expertise and financial resources to implement a variety of programmes and activities. Of course, here within the scope of this report only a few can be selected. However, they should be able to demonstrate how the interests of the project, partners and office are in line with larger agendas, with an interrelation and influence in both directions. Aspects of comparison and cooperation feature as a background agenda.

Policy, legislation, financing

This triangle can be further deepened by looking at systemic, strategic, and structural issues related to the development of education. The following activities have been implemented:

- **New Policy and Strategy on Non-formal Education under Preparation for Lao PDR:** A series of workshops and conferences of DNFE (Department of Non-formal Education of the Ministry) have resulted in a policy document which the Minister has agreed to; now work on a related strategy and action plan is underway, which will then be forwarded to the Education Sector Working Group (ESWG) for further consultation.

- **National Conferences on Non-formal Education in Lao PDR:** Yearly the policy and practice of non-formal education in Lao PDR is discussed between representatives of national, provincial, and district levels. Decisions and recommendations are presented to the Ministry leadership, and used for budget planning.

- **Provincial and District Non-formal Education Centers Policy:** The implementation of the new policy of non-formal education centers on provincial and district level was developed, and in a scaling-up meeting further clarified, especially after the relevant decree of the Minister asked for decisions on finance, organization, and staffing.

Non-formal education and lifelong learning

The concept of non-formal education is quite frequently used in Asia. Lifelong learning may become more relevant as the future frame work. Again, here are some activities dvv international supported, or participated in:

- **Shanghai Forum on Lifelong Learning:** The Shanghai Forum was the first major event organized by UNESCO after the Belem World Conference on Adult Education (CONFINTEA VI). Lifelong learning is the important paradigm within which UNESCO sees the development of all education in the future. *dvv international* supported partners, including from Lao PDR.

- **CONFINTEA VI: Monitoring the Belem Framework for Action.** The UNESCO Institute for Lifelong Learning (UIL) in Hamburg had asked member states of UNESCO on the progress towards implementing what had been decided in 2009 during CONFINTEA VI in respect to adult education and literacy in the context of lifelong learning. Reports received included Lao PDR and Cambodia, and could inform the new GRALE (Global Report on Adult Learning and Education).

- **Equivalency textbooks:** A major concern for Lao PDR is the provision of quality education for past drop-outs and those coming to school or adult classes for the first time even at a later stage in life. For this purpose equivalency arrangements are made on primary and secondary level. All in all 20 different textbooks have been prepared, produced and distributed by DNFE.

Skills for work and life

Most of the countries in the region have a so-called skills gap, or skills mismatch. Certain qualifications and competencies are needed and required for skills that are in demand. The supply is not an education issue alone but equally important for many other areas.

- **UNESCO Third International Congress on TVET: "Building Skills for Work and Life".** The conference in Shanghai brought together more than 700 participants who worked through a rich program on a variety of field for work and life. Delegations from Lao PDR, Cambodia, ASPBAE and *dvv international* participated.

- **National Launch of EFA GMR 2012 on "Youth and Skills":** Every year a Global Monitoring Report on Education for All is published. The national launch for Lao PDR followed the international and regional launches, but took a special route as the official ceremony was combined with a two-day-seminar for a substantial exchange on current developments, reports from research into the skills issues, and practical examples from the projects currently being undertaken in the country and the region.

The post-2015 education and development agenda

The year 2000 saw two important declarations with a time line of 15 years to reach the targets and indicators: EFA, and MDG, the Millennium Development Goals. A range of studies and statistics show that the achievements are not good enough in many cases. Therefore a debate on post-2015 has started. The latest related meeting was the UN Thematic Consultation on Education in the post -2015 development agenda. A key point in the Summary of Outcomes reads as: '"Equitable quality lifelong education and learning for all". On the way *dvv international* and its partners engaged in national and regional processes:

- **UNESCO Regional High-Level Expert Meeting: Towards EFA 2015 and Beyond.** While there are three more years to go it is important to start early to think of what will be left unfinished, what should receive more priority and support, and what should be new elements according to changes in the overall development agenda. In this light the UNESCO Bangkok Office invited to inform and exchange on "Towards EFA 2015 and Beyond – Shaping a New Vision of Education."

- **Education Post-2015: Asia-Pacific unites for regional consultation:** This was the third event within a ten month period in which the UNESCO Bangkok, this time in partnership with UNICEF, invited stakeholders to deepen the discussion on education in the post-2015 development agenda. ASPBAE, partners from Lao PDR and Cambodia and *dvv international* joined and provided inputs from the national consultations.

Information and exchange: Building capacities

At an early time of the regional office, instruments like website, flyers etc. were developed. From 2012 onwards a Newsletter was started as printed and on-line versions. Additionally, *dvv international* supported the information work of partners to

run their websites, portals, newsletters, calendars, diaries. The more communicative exchange was arranged via "Sharing for Learning" workshops, some of which are mentioned below for better understanding:

- **Workshop on Lifelong Learning**: Participants learned about best practice and policy approaches to lifelong learning from Europe, Germany, Laos and the Asia Pacific Region, as well as Sub-Sahara Africa. Staff from different Departments of the Ministry, representatives from ASPBAE, and senior officials from *dvv international* headquarters attended the event.

- **Study Tour and Exchange visit for Capacity Development**. Three organizations informed each other in areas of gender, environment and education, including field visits to Bokeo and Udomxai provinces, combined with two workshops to share deeper experiences between members, staff, and district officials.

- **Workshop on Innovations in Adult Literacy in Lao PDR:** *dvv international* and DNFE invited around representatives from a variety of organizations to exchange experiences, discuss policy developments and innovative approaches to adult literacy, the pre-literacy primer and the Reflect approach. In addition, participants were introduced to best practice models from neighbouring Cambodia.

- **Study visit on adult education in Germany:** A study tour to Germany enhanced the knowledge about this important system of community based adult learning centers to continue for lifelong learning after school, alongside and together what Universities and vocational centers are doing. Lao colleagues joined a group coming from Africa and Asia, including participants from Cambodia, Vietnam, and India.

Future perspectives: options for further engagements

On the sub-regional level *dvv international* will continue to concentrate on Lao PDR and Cambodia. At the same time there will be the option to find out whether work should be extended into Myanmar also. Especially the transfer of technical capacities of the more advanced and geographically, politically and linguistically closer countries like China, Thailand and Vietnam, should be further explored. The newly established SEAMEO Center for Lifelong Learning, based in Ho Chi Minh City, seems to be another interesting option. All of this will help Lao partners to prepare for further ASEAN integration, especially after the year 2015.

UNESCO has succeeded in a process to develop guidelines for the recognition, validation, and accreditation of outcomes from non-formal and informal education and learning. This is a very important step as globally there are qualification frameworks being developed or already in use in many countries. An up-coming ASEAN Qualification Framework will translate into national frameworks for each country also. A first attempt has been made to deepen the understanding of partners to prepare toward this.

The regional office will also want to contribute to the broader discussion on the dimensions of skills for life, livelihoods, vocational training for poverty reduction in non-formal education and all other sectors of lifelong learning. This may lead to changes for a post-2015 education and development agenda where there still may global goals, but where national targets are set with respective indicators, and where

monitoring becomes a key instrument to prepare for better achievements. Thereby the work of partners and of *dvv international* will contribute to the necessary educational reforms in line with regional as well international trends.

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The narrative for enabling behaviour change for community and organisational sustainability

Howard Nielsen

This is a simple narrative describing some core understandings and insights which affect the facilitation of changed behaviour around sustainability in organisations and communities.

It goes like this ….

- The mainstream population of developed nations is addicted to a high consumption aspirational lifestyle which is carbon intensive and unsustainable.

- Many people in developing nations are adopting a similar aspiration and similar high consumption habits.

- Action to develop a more sustainable world will be accelerated by breaking this addiction to unsustainable consumption.

- This can be effected by people's behaviour change and by significant changes in the manufacture of products which are the 'content' of this high consumption unsustainable lifestyle.

- This particular narrative focusses on the behaviour change aspects of improving the sustainability of communities and organisations.

- Most people do not change their behaviour merely by thinking about it logically.

- People are unlikely to change their unsustainable behaviour merely by finding out new (or old) knowledge about why change is needed.

- What does not necessarily work in the long term is making people feel guilty, providing extrinsic rewards and telling them what to do. Sometimes this works. Usually it doesn't.

- The research about what causes people to change their behaviour tells us that the brain's hardwiring toward a particular behaviour can be 'overwired'. This overwiring is more likely to happen if we focus on solutions rather than problems and if we build on people's strengths and capacity to think deeply.

- Our community and organisational conversations should be inductive (drawing forward people's insights) rather than deductive (telling people what to do).

- Usually people need to engage in meaningful face-to-face conversation before they will change their thinking and their behaviour.

- Value can also be added to that conversation through the creative and respectful use of social networking media, though that media is unlikely to be sufficient by itself.

- These conversations should also be personal and optimistic and should trust the process to bring forward higher order human motivations and aspirations.

- Arguably these motivations and aspirations are already embedded in people and are merely awaiting their owner's 'permission' to be activated.

- One-to-one and small group conversations are a core medium for the activation of these motivations. Without this one-to-one and small group conversation significant change is unlikely.

- People are more likely to change their unsustainable behaviour if they feel supported and energised to close the discrepancy between what they say they really want as a sustainable future and what they are doing currently.

- In designing these conversation processes we need to be mindful of the neuroscience which tells us that people will be more likely to change behaviour if they experience:
    - fairness in the way they are treated;
    - a sense of being on the same page as others;
    - a feeling that they can act with autonomy;
    - a sense of certainty that the change will be beneficial; and,
    - a sense that their view of themselves in relation to others will be enhanced.

- They will also be more likely to change if the things they are already doing to be more sustainable are recognised and appreciated in meaningful ways and are used as the foundation for whatever else they may challenge themselves to do.

- There are case studies of communities and organisations which are attempting to change their behavior through deliberate strategies based on this narrative. www.samfordfutures.org

- There are social networking strategies which are aimed at connecting communities, businesses and organisations that are trying to act more sustainably. www.greenstreet.net.au

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PIE Futures
Towards a Vision for Learning Cities 2020

Peter Kearns
Co-director PIE

A new agenda for PIE

This paper has been prepared to encourage discussion of future directions for the PASCAL International Exchanges (PIE) beyond the EU Centre/PASCAL International Conference in Hong Kong in November 2013. A set of eight possible objectives for the future is discussed in the paper.

Background on PIE and its development during 2011 to 2013 is provided in a companion paper titled *Cities Leaning Together: the PIE Experience 2011-2013. Both papers may be found on the PIE website (http://pie.pascalobservatory.org) in the new section of the site titled Learning Cities 2020.* The PIE *Learning Cities 2020* initiative is intended to focus attention on medium-term objectives for PIE, and for learning cities generally, as a staging post in the progress of learning cities towards a universal learning society, a vision initially articulated in the UNESCO Faure Report in 1992 and now revived in radically different conditions. While this paper is directed at a medium-term vision and set of objective, it is expected that a PIE paper on *Learning Cities for the Future* will be posted later as a basis for exchanges on a longer-term vision for learning cities in contributing to a universal learning society.

The EU Centre/PASCAL Hong Kong conference may be regarded as the conclusion of the initial stage of PIE development over 2011-2013, and the launching pad for a new stage from 2014 onwards.

Insights emerging from the initial stage of PIE development in relation to the Hong Kong agenda have been summarised in the companion paper written for the conference titled *Cities Learning Together: the PIE experience.* This shows that PIE has been useful in bringing innovative approaches to learning city development to notice, and in laying a foundation of ideas and strategies that could be built on in the development of successful 21st century cities. How best to do this, is the challenge for Hong Kong.

As a basis for discussion in Hong Kong, and among cities involved in PIE in the months leading up to the conference, the following objectives are suggested for a possible post-Hong Kong PIE agenda.

1) Implementing EcCoWell principles

2) Building LoGoCo cities

3) Extending PIE to new regions

4) Strategies for least developed countries

5) Fostering regional collaboration

6) Sharing ideas and experience more widely

7) Growing learning cities to regions

8) Reviewing progress.

Comment follows on these options.

1.   Implementing EcCoWell principles
Conceptual work undertaken by PASCAL during 2012-2013 on EcCoWell, with follow up work undertaken by Cork, provides a good basis for innovations in the implementation of more holistic and integrated approaches to sustainable city development. A network of cities collaborating in these areas could achieve much.

2. Building Lo Go Co cities
One of the main insights emerging from PIE in 2012-2013 is the need to build both local and global perspectives into sustainable city development. This is shown in strategies adopted by cities such as Beijing, Shanghai, and Sydney. The Cork International Seminar in September 2013 was scheduled to discuss this subject as *Cities for the Future: Learning from Global to the local. The inclusion of the local community theme in the Hong Kong conference should provide a good basis for* significant development in 2014 onwards

3. Extending PIE to new regions
PIE has had most development in Europe, East Asia, and Africa. However, there has been little learning city development in areas such as South Asia where major problems exist resulting from rapid urban growth. PIE provides a vehicle to test innovative approaches. Extending PIE to new regions should be a priority.

4. Strategies for least developed countries
Recent PIE development has been in major cities such as Shanghai, Beijing, Seoul, and Sydney. However, significant problems exist in towns and cities in the least developed countries where community learning strategies could make a contribution. This is an area for significant innovation in adapting insights gained from European, Australian, and East Asian initiatives to meeting needs in least developed countries. A Learning Towns network within PIE is one option while a mentoring strategy might be adopted.

5. Fostering regional collaboration
PIE stimulus papers from African cities show that while significant problems exist in these cities resulting from rapid unplanned urban growth, there has been little development of the learning city approach in sub-Sahara Africa. The potential for regional collaboration would seem to be significant if ways can be found to organise and fund such collaboration. Building regional collaboration in Africa could provide a model for other regions.

6. Sharing ideas and experience
With the development of the International Platform for Learning Cities in 2013, several networks of Learning Cities/Educating Cities will exist: the UIL Platform, Educating Cities, and PIE. Much could be gained from a systematic sharing of ideas and experience. Relations to date have been ad hoc, a case for more systematic exchanges exists.

7. Growing learning cities into regions

The rapid growth of cities with mass migration from rural areas has often been a barrier to sustained development of such rural areas and towns. Current developments in Limerick provide an example of this need with the merging of Limerick City and County Councils, while the PIE stimulus papers on African cities demonstrate the need. Other cities interested in the need might join Limerick in exploring innovative ways to progress this requirement.

8. Reviewing progress

2013 has been a big year for learning city development with the UNESCO and PASCAL initiatives. The need to develop links between the International Platform for Learning Cities, the Educating City network, and PIE so as to share ideas and experience has been identified above, along with various objectives for the future of PIE. In this context, much could be gained by reviewing progress in say three years time. This might be undertaken, for example, through a joint PASCAL, Educating Cities, and UNESCO conference, perhaps in 2016. If this idea receives general support, it would be useful if a city offered to host this conference to enable ample time for careful preparation, preferably in a region yet to have a PASCAL conference.

Towards a vision for Learning Cities 2020

This paper has been prepared to distil key insights from the PIE experience over 2011-2013, and to inaugurate a dialogue on key objectives for PIE futures beyond 2013. While the paper mainly draws on PIE city stimulus papers, it needs to be borne in mind that other resources exist on the PIE web site relevant to Learning Cities 2020, particularly PIE Themes and the EcCoWell initiative of PASCAL. Exchanges on key themes such as Mobilising Civil Society, ICT and Media, Cultural Policy, and Preserving the Environment are surely relevant to any vision for Learning Cities 2020, and need to be considered, while the launch of the International Platform for Learning Cities is a major influence and achievement.

PIE Events 2013 also provided opportunities to develop ideas on Learning Cities 2020 in innovative directions with the Cork International Conference on 26-27 September directly relevant with its subject *Cities for the Future: Learning from the Global to the Local.* This will be followed by the Shanghai seminar on 15 November, prior to the Hong Kong conference.

While the list of possible objectives for PIE Futures beyond 2013 are directed at policy and strategy options, it also needs to be borne in mind that the learning city aspiration is at root a moral idea that takes forward us to our vision for the future of Planet Earth and its inhabitants, and back to the aspirations of the great UNESCO Faure and Delors reports. PIE has been experimental from its inception, where will this experiment take us now?

PART 5
Conference Partners and their Purposes

The European Union Centre at RMIT University [1]

Bruce Wilson
Director

Through providing a focal point for teaching, research and outreach activities with the European Union, Australia and the Asia Pacific, the **European Union (EU) Centre** at RMIT University works to promote a better understanding of the significant role the EU plays as an actor in today's global environment.

RMIT University, as a leader in *technology, design, global business, communication, global communities, health solutions* and *urban sustainable futures*, provides the ideal strategic environment for the Centre to actively work within to build partnerships between researchers, business and government in Australia and the Asia Pacific region and their counterparts in Europe.

The EU Centre's Director, Professor Bruce Wilson is also RMIT University's Director of Research for Regional Development, and was a founding Co-Director of the PASCAL International Observatory.

Professor Wilson's current research focus is on establishing the EU Centre's *Comparative Regional Policy Research Programme* to learn about how governments might intervene most usefully in the development and sustainability of regions, including in urban contexts.

Regional development policy in Australia is at a critical juncture as significant initiatives are being implemented to address key disparities against a backdrop of fragmented research and evaluation of previous efforts. Similar exercises in policy development are also underway in some Asian countries. Regional Policy has a preeminent place in European Union strategy, and has had growing importance over the past 40 years. Interestingly this increase in significance has recently been reflected in the renaming of the previous 'DG Regions' to 'Directorate General for Regional and Urban Policy'.

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[1] The European Union Centre at RMIT is funded through a Grant from the European Union and RMIT University.

The aim of the Centre's research programme is to evaluate the orientation and implementation of policy in these different settings in order to generate insights which will contribute to enhanced policy development.

Through this and other activities, the EU Centre at RMIT brings a 'smart, sustainable and inclusive' global focus to bear on a work programme which promotes:

- **Outreach** enhancing understanding of the EU, its policies and development through a series of outreach activities targeting government, business, professional bodies, schools, the -media, non-profit organisations and the community, promoting debate on key global and local issues, and developing a foundation for better global partnerships;

- **Academic** studies of the EU which are innovative and relevant at VET, undergraduate and postgraduate levels, including professional and executive education on current EU issues and topics;

- **Research** focussing specifically on *Comparative Regional Policy: Europe, Asia and Australia* as well as enabling the development of knowledge partnerships between the EU and Australia, and other parts of the world, across all disciplines;

- **Work relevant and industry engaged partnership** by means of relationship building between industry and the University for knowledge transfer and exchange with a focus on EU industry partnerships with RMIT International Experience and Research Program (RIIERP) and Work Integrated Learning (WIL) and

- **Global outlook and action** through facilitating student/staff mobility between RMIT University and Europe and encouraging greater academic contact and exchange with EU universities providing a global passport to learning and work.

The focus of this conference on *Cities Learning Together* matters to the EU Centre. It does so because it brings together city authorities and interested colleagues to share expertise and experience on how learning and knowledge processes can contribute fundamentally to city-regional responses to global economic, social and environmental challenges.

One of Professor Wilson's key roles in the conference is to draw together the economics theme. In this critical aspect of developing and maintaining learning cities, several issues will be addressed:

- Economics for growth and private wealth vis-à-vis economics for livelihood and sustainable public wealth;

- How to balance formal learning for individual skills formation and new knowledge, with informal learning for collective growth, problem-solving and innovation;

- Is it city-authorities' responsibility to set parameters and support balance between formal and informal learning?

- Do the Universities' have a responsibility?

- What of the NGOs and private sector responsibility?

The European Union has been a leader in supporting learning city initiatives for many years, and now Asian cities are developing new approaches.
Bringing these perspectives together makes for a very exciting cocktail, sharing old and new ideas in robust debate and imagination. This will benefit city leaders in Asia, Europe and other parts of the world.

In a recent speech entitled "No city is an island", M. José Manuel Barroso, President of the European Commission, encouraged City Mayors to share a vision for the future: 'a vision of smart sustainability for which cities and city governments play a leading role, and working together to turn this vision into a reality, thus serving the people, protecting our planet, and creating growth and jobs'.

This also is the work of our conference.

PASCAL International Observatory

(PASCAL)

Mike Osborne
PASCAL
University of Glasgow

The PASCAL International Observatory was established in 2002 after an OECD Conference in Melbourne Australia, and built from OECD work on Learning Regions project. It was initially modelled on the ACU Observatory for Borderless Education. Its original RMIT Melbourne office, now serving Australia and Asia, was the idea of the Vice-Chancellor who provided start-up funds. It has offices in Glasgow for Europe, Northern Illinois for North and South America, and the University of South Africa in Pretoria for Africa. Its functions extended beyond the Observatory Website to include policy advice to regions, research services and one-off contracts. The late Jarl Bengtsson, formerly head of OECD CERI, became founding Chair of the Board, serving until 2012. The current Chair, Dr Josef Konvitz also formerly held a senior OECD position.

PASCAL addresses issues connecting Place management, Social Capital and Learning regions, hence its title. It aims to enable governments and policy-makers to benefit from emerging research and to foster balanced and sustainable economic and social development, by offering:

- access to international knowledge and expertise on place management, social capital and cohesion and lifelong learning.

- a rapid response to information needs tailored to individual members and clients.

- the expertise of accredited experts (Associates) drawn from senior post-holders in the research community, policy and practice globally.

- knowledge, expertise and consultancy which relates policy to research for policy development.

- contacts with networks interested in similar issues.

- tools, research, evaluation and comparative studies to support successful practice

International projects include:

PURE from 2008 - PASCAL Universities and Regional Engagement

PUMR from 2010- PASCAL Universities for a Modern Renaissance

PIE from 2009 - PASCAL International Exchanges

PURE has worked with:
Bukersud County, Norway; Devon and Cornwall, England; Gaborone City, Botswana; Kent County, England; Malawi; Puglia Region, Italy; Thames Gateway, London, England; Calabar, Nigeria; Essex County, England; Glasgow, Scotland; Jamtland

Region, Sweden; Melbourne City, Australia; Varmland Region, Sweden; Darling Downs, Australia; Flanders Region, Belgium; Helsinki Metropolitan, Finland; Lesotho; Northern Illinois, USA; South-Trans-Danubian Region, Hungary.

PUMR provides an evaluation and validation scheme for universities to develop engagement position with host communities, providing:

- a forum to share and exchange knowledge about effective policies for change among members

- the benchmarking of performance against best practices

- a sounding board for developing new policies while respecting global diversity of approaches

- coaching to improve performance

- research co-ordination and publishing opportunities

- the opportunity to join a powerful consortium of like-minded universities

PIE's facilitates international exchanges between participating communities and institutions to support learning throughout life. PIE informs much of the work of Cities Learning Together, featuring strongly in these Precedings.

PASCAL has held International Conferences since 2002. The 2013 conference in Hong Kong is the first to be held in Asia. It has published books based on the development of conference proceedings, mostly through the National Institute of Adult and Continuing Education in Leicester UK. Others are published by Routledge and Jamtli Forlag. The first three books are now available in a new series arising from the PURE project by Manchester University Press. Other papers are on the PASCAL website., see http://pascalobservatory.org/expertise/publications.

Book titles include:

- Duke, C, Osborne, M & Wilson, B (eds) *Rebalancing the Social and the Economic: Learning, Partnership, & Place*

- Duke, C, Doyle,L & Wilson, B (eds) *Making Knowledge Work*

- Osborne, M, Sankey,K & Wilson, B (ed) *Social Capital, Lifelong Learning and the Management of Place: An International Perspective*

- Doyle, L, Adams,D, Tibbitt, J & Welsh, P (eds) *Building Stronger Communities: Connecting research, policy, and practice*

- Longworth, N & Osborne , M (eds) *Learning Cities & Regions: Policy, practice & participation*

- Schuetze, H & Inman, P (eds) *Community Engagement & Services: A primary mission of universities*

- Kearns, P, Kling, S & Wistman, C (eds) *Heritage, Regional Development & Cohesion*,

- Preece, J, Nissane, P, Modise, O & Osborne, M (eds) *Community Engagement In African Universities*.

PASCAL is a member of the UNESCO Institute for Lifelong Learning Expert Group for the International Platform of Learning Cities featured in these Precedings and launched at in Beijing in October 2013. Led by Glasgow, PASCAL also inspired the development of a Universitas 21 (U21) Group on *Research Universities and their Regions* and inspired by work of the PURE project, which meets at Hong Kong University following the conference on 21 November.

PASCAL is a member of the *Big Tent* of organisations which models international collaboration.

It is concerned to embed Social Responsibility and Community-Based Research into the Research and Higher Education System, leading the work in issuing global communiqués. Big Tent networks include: Global University Network for Innovation (GUNI); Global Alliance on Community Engaged Research (GACER); Participatory Research in Asia (PRIA); Living Knowledge Network; the Talloires Network; Community Network for Research Equity & Impact; Action Research Network of the Americas (ARNA); Asia Pacific University Community Engagement Network; Centro Boliviano de Estudios Multidisciplinarios; Community Campus Partnerships for Health (CCPH); Service Learning Asia Network (SLAN), and The South African Research Chairs Initiative in Development Education UNISA.

The November 2013 conference involves many partners. It may prove to be a watershed for PASCAL in engaging with the challenges of rapid urbanization, globalisation, and learning city developments. Priorities for the future include a new programme, *Learning Cities and Regions for the 21st century*, directed towards regional governments, which will offer opportunities for cities and regions to understand and use data from OECD's new Programme for the International Assessment of Adult Competencies (PIAAC). For more about PASCAL see http://pascalobservatory.org.

Bob Anderson
Hong Kong Institute of Education

HKIEd is a publicly-funded tertiary institution dedicated to the advancement of teaching and learning, through a diverse offering of academic and research programmes on teacher education and complementary social sciences and humanities disciplines.

The Institute was established in 1994, through the amalgamation of various Colleges of Education. Despite its short history, it has inherited a rich legacy from the previous Colleges of Education which has laid a strong foundation for teacher education in Hong Kong. We are now a self-accrediting publicly-funded institution primarily offering degree and postgraduate level programmes in Education and other complementary disciplines. We are the main provider of school teachers in Hong Kong – 80% of trained kindergarten teachers, 84% of primary school teachers, and 30% of secondary school teachers are our graduates. We prepare our students to become competent professionals who can integrate theory and practice, and who are intellectually active, socially caring, and globally aware. Our graduates are very well received by schools. We are recognized as being a pioneer in early childhood and primary education, and also in civic education, special needs and inclusive education, and vocational education.

With more than 400 academic and teaching staff, we have the largest critical mass of education experts in education and related discipline areas in Hong Kong, and one of the largest in the region. More than 97% of our academic staff possess a doctoral qualification. We have a strong tradition in applied research and development, which integrates research with teaching, professional practice and community service. We have become increasingly active in interdisciplinary research that informs education policy, practice and innovation. Our 140,000-strong alumni (including those of former Colleges of Education) constitute a strong education force in the community.

We seek to provide a multidisciplinary learning and research environment beyond Education that is conducive to the pursuit of knowledge, free thinking and free speech, advocacy in policy and practice, and the promotion of collaboration and diversity. On top of our traditionally strong education programmes, we have launched multidisciplinary degree programmes funded by the Hong Kong University Grants Committee in, amongst other areas, language studies, global and environmental studies, and creative arts and culture. We have also launched research postgraduate programmes, and have graduated the first two cohorts of Doctor of Education students. With a robust and research-active culture across the campus, the Institute has emerged

as a strong contender for a range of competitive research grants. While we continue to foster close partnership with the school community, the Institute has been increasingly recognised locally, regionally and internationally for its academic leadership. We nurture educators and social leaders who are intellectually active, socially caring, and globally aware, to become agents of change in the communities that they serve.

As the Institute evolves into a full-fledged University of Education with a strong multidisciplinary orientation, we are playing a more active role in leading education development in the Mainland of China and the broader Asia Pacific region, and contributing actively towards Hong Kong's new positioning as an education hub, with particular respect to the fast-growing Pan-Pearl River Delta Region where education services are in great demand. We will lead the region in the development of innovative teaching, new learning and scholarship, set international benchmarks and pioneer innovative practices.

We also look beyond conventional school contexts to a broader learning society in the new knowledge era. Under the 'Education-plus' framework, the Institute will continue to provide innovative academic and research programmes with a strong humanities and social sciences orientation to promote social change, policy advocacy and the enhancement of human well-being.

The Institute is host to the UNESCO Chair in TVET and Lifelong Learning, the UNESCO-UNEVOC Centre (Hong Kong) and the UNESCO Arts in Education Observatory for Research in Local Cultures and Creativity in Education.

Hong Kong UNESCO-UNEVOC Centre

The Hong Kong Institute of Education is proud to play a role in the Cities Learning Together Conference through the agency of the Hong Kong UNESCO- UNEVOC Centre. This centre acts as part of the United Nations mandate to promote peace, justice, equity, poverty alleviation, and greater social cohesion. It assists the UNESCO-UNEVOC International Centre as part of the world-wide UNEVOC Network, in stimulating international and regional cooperation concerning human development; promoting best and innovative practices in TVET; knowledge sharing; and mobilizing expertise and resources. We view active participation in the conference as part of our mission to act as a strong advocate of education and social reforms, influencing and contributing to the ongoing discourse and deliberations of relevant topics on the public agenda. We believe that our work in the conference will advance knowledge, scholarship and innovation, with a sustainable impact on social progress and human betterment.

Rajesh Tandon

PRIA is an international centre for learning and promotion of participation and democratic governance. Since its inception in 1982, PRIA has embarked on a set of key initiatives focusing on capacity building, knowledge building, participatory research, citizen-centric development, and policy advocacy. PRIA intervenes directly in the field to promote social inclusion and active citizenship. It promotes 'citizens' collective voices' to make demands on governance institutions to claim their rights, access services and ensure accountable utilization of public resources in development programmes. PRIA builds its perspective of *Knowledge is Power* through three inter-related elements:

- Mobilization and collectivization of citizens to prepare them in becoming informed and active
- Creating coalitions of countervailing power such that pressure to energize and reform governance is generated
- Influencing governance institutions to become accountable to their mandates and citizens.

By facilitating actors and actions in both the demand and supply side, PRIA makes democracy work for all. *Making democracy work for all requires simultaneous efforts at democratizing society and democratizing governance, at the heart of which is active and informed citizen participation.*

Cities in India are seen as engines of growth and in the next decade nearly half of India's population will be living in cities. The urban poor in India contribute significantly to the urban economy and engaging them in the planning and provision of basic services is one of the key strategic areas of PRIA's work. In recent years, PRIA's interventions have specially targeted Jawaharlal Nehru National Urban Reforms Mission (JnNURM), Community Participation Law (CPL), Right to Information (RTI) and Urban Basic Services. PRIA has been actively involved in building the capacity of networks and organizations of the urban poor to strengthen the role of local communities and neighbourhoods in addressing the big issues confronting cities.

The fulcrum of PRIA's work over the past decade in the area of urban governance has been to make cities inclusive by engaging citizens and municipalities through participatory planning. The recent project on "Strengthening Civil Society Voices on Urban Poverty in India" aims to strengthen participatory monitoring and internal learning systems and capacities of civil society. Collective sharing of such learning to enhance practices will have wider impacts on policy-makers and donors working on the challenges of urbanization in India.

The UNESCO Chair in Community Based Research and Social Responsibility in Higher Education

The UNESCO Chair is co-located at PRIA in New Delhi, India and at the Community Development Programme in the School of Public Administration at the University of Victoria (UVic) in Canada. Dr. Rajesh Tandon, Founding President of PRIA and Dr. Budd L Hall, Professor of Community Development at UVic serve as the first Co-Chairs. This UNESCO Chair supports the UNESCO global lead to play "a key role in assisting countries to build knowledge societies". The UNESCO Chair supports North-South-South and South-South partnerships that build on and enhance the emerging consensus in knowledge democracy. It aims to co-creates new knowledge through partnerships among universities (academics), communities (civil society) and government (policy-makers) leading to new capacities; new solutions to pressing problems related to sustainability, social and economic disparities, cultural exclusion, mistrust and conflict; awareness among policy makers; enhanced scholarship of engagement; and modified pedagogy of community based research.

Website: www.pria.org ; www.unescochair-cbrsr.org ; www.priacash.org

The Role of APUCEN in Community Engagement

Melissa Ng Lee Yen Abdullah
See Ching Mey

Higher education and community engagement

The Universities of the 21st century have the responsibility of contributing their expertise, knowledge, skills, resources and facilities to the needs of the society (Division of Industry Community Network, 2010; OECD, 2007; Winter & Wiseman, 2005). An effective and high impact approach to achieve this role is through university-communities engagement. Engagement goes beyond outreach and extension of services as universities seek mutually beneficial relationships with the communities to address communities' issues and needs. Engagement brings mutual learning, reciprocity and discovery in the co-creation of knowledge with all partners. It is crucial for universities to build networks and alliances to share bets practise in community engagement at the local, regional and international levels (University Community Engagement Conference, 2009).

Background of APUCEN

The Asia-Pacific University-Community Engagement Network (APUCEN) is a regional network of higher education institutions (HEIs) concerned with promoting the culture of university-community engagement in a proactive, inclusive, holistic, and participatory way. The membership is open to all higher education institutions, including polytechnics and community colleges as well as relevant organizations like NGOs and corporations to join as associate members. APUCEN also form alliances with other networks or coalitions either within or outside Asia-Pacific region, which join as affiliate members. Since its inception, APUCEN has progressively built its presence in the Asia Pacific region. As in 2013, APUCEN consists of 60 institutional members, one affiliate member, and two associate members. The network now connects 14 countries and it will continue to expand to create a strong presence in the Asia Pacific region (Figure 1) below.

APUCEN is motivated by the belief that universities can unite and co-create knowledge to enhance the social, economic, and environment of the community in the region of Asia-Pacific. For this reason, APUCEN seeks to promote mutually beneficial relations and partnership between institution members as collaboration is the key to sustainable and high impact engagement (Deale, 2009). The network initiates collaborative efforts by leveraging each member institution's resources, knowledge, expertise and experience for the betterment of societies. Concrete topics of common concern are developed to allow APUCEN members to learn and to exchange experiences amongst

each other as well as with wider global network to promote high impact community engagement projects in niche areas.
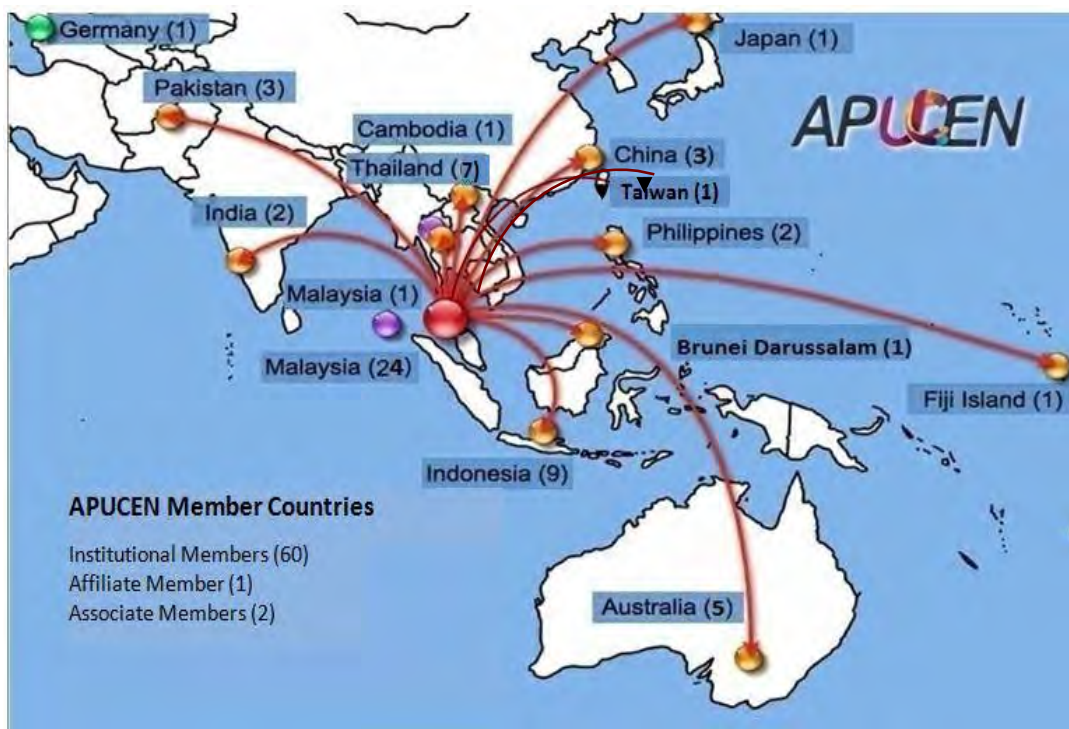

Figure 1: APUCEN member Countries

The role of APUCEN in community engagement

APUCEN passionately believes that if universities are to achieve their mission to develop and apply knowledge with society in mind, then their core functions have to build not only on an academic base but also upon an intellectual civil base that can offer solutions to societal problems. Founded on this basis, APUCEN aims to:

1   Promote and instil university-community engagement concepts and values to staff and students of institutions of higher learning

2   Create capacity building for university-community partnerships

3   Disseminate and share information, knowledge, resources and good practices in community engagement

4   Implement joint flagship projects

5   Collaboratively develop resources to support regional flagship projects.

In order to support the operations of APUCEN and a wide variety of humanitarian and educational agenda in the communities of the Asia-Pacific region, APUCEN facilitates the strengthening and expansion of community engagement activities, projects and programs in the fields of:

• Social mobilisation

• Knowledge Transfer and Exchange of Expertise

- Engaged teaching and learning
- Community-based research

Social Mobilization:

Social mobilization activities and projects support the university-community engagement culture by disseminating information, facilitating discussions as well as building bridges between communities with existing and potential allies through joint actions between institutional, affiliate and associate members for common efforts to support university-community engagement.

Knowledge Transfer and Exchange of Expertise:

Knowledge Transfer programs promotes effective engagement between higher education institutions with the community to achieve sustainable transfer of knowledge from academia level to the targeted community towards mutual benefits. The exchange of expertise between institutional, affiliate and associate members further promotes and expands the availability of information and best practices on community-university engagement at all levels by consolidating resources and human capital.

Engaged Teaching and Learning:

Engaged teaching and learning programs aims to coordinate and facilitate education and training in university-community engagement by integrating transdisciplinary knowledge of the university and community. It ensures that the academic programs are relevant to all levels of community by assigning projects that are not only 'link to the real world' but also lead to positive change in the community. All students' extra curriculum activities and projects also aim to produce positive impact to the community.

Community-Based Research:

Community-Based Research refers to participatory research that serves the marginalised population. Such research aims to bring sustainable impact to the community by fulfilling their needs and transforming their life towards a sustainable future.

Conclusion

The role of universities has evolved from traditional focus on general education and research to increasingly active participation in social and economic development (OECD, 1999; Universiti Sains Malaysia, 2013; 2012; UNICEF, 2003; Children First, 2013). APUCEN provides a platform for partnerships between higher learning institutions and networks with common interest to co-create knowledge, mobilize it to inform practice and policy to enhance sustainability of socio-economic, health, environment, education and cultural heritage in the region. For additional information on APUCEN and membership registration, kindly contact the secretariat at apucen@usm.my or visit our website at apucen.usm.my. APUCEN looks forward to welcoming any new members.

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The Asia South Pacific Association for Basic and Adult Education

(ASPBAE)

Robbie Guevara

The Asia South Pacific Association for Basic and Adult Education (ASPBAE) is a regional association that was established in 1964 and currently has more than 200 organisations and individuals. It is a network of organizations and individuals involved in formal and non-formal adult education, working with and through NGOs, community organizations, government agencies, universities, trade unions, indigenous people, women's organizations, the media, and other institutions of civil society across the Asia Pacific.

ASPBAE is committed to advancing the right to quality education for all, specifically transformative and liberating adult education in the context of lifelong learning. It strives to strengthen an Asia-Pacific movement to support community and people's organizations, national education coalitions, teachers unions, campaign networks, and other civil society groups and institutions to work with or advocate to governments and the international donor community to meet Education for All (EFA) and the Millennium Development Goals (MDGs) education targets and commitments.

ASPBAE recognises the importance of working in partnership if we are to achieve these global education goals. Cities have become magnets for individuals seeking to advance their learning due to the ever growing number of learning institutions it hosts. However, there is equally a growing trend of marginalisation of educational opportunities for others in cities, like the urban poor, out-of-school youths, migrant workers and women, to name a few. During the conference we hope to explore how civil society organisations can collaborate with other institutions to ensure that cities are places of quality learning for all.

About CITYNET

Brenna Foster

CITYNET is a network committed to helping local governments and communities improve the lives of citizens and promote urban sustainability. CITYNET focuses on confronting common urban challenges, such as transportation, housing, water services, sanitation, and solid waste management. With 130 members - consisting of 84 cities and other urban stakeholders mainly in the Asia Pacific - and 25 years of history, CITYNET is the largest network of its kind in the Asia Pacific region.

Our Purpose

CITYNET connects local governments, civil society, academia, and the private sector to exchange knowledge and best practices aimed at building people-centered, sustainable, and resilient cities across the Asia-Pacific.

Our Methods

CITYNET's greatest strength lies in its members. Collectively, our members have vast knowledge on a wide range of urban issues, which CITYNET works to uncover, collect, and share across our network. Through training programs, seminars, workshops, site visits, and publications, CITYNET members come together to solve common problems and exchange effective solutions. Our practice of city-to-city cooperation was awarded the United Nations Office of Human Settlements Scroll of Honor Award in 2002.

CITYNET in Seoul

After over two decades of success and growth in Yokohama, Japan, 2013 marks the CITYNET Secretariat's relocation to Seoul, South Korea. With this move come new partnerships, innovative urban collaboration and an even greater network of knowledge and best practices.

Even with a new location, the mission remains the same. The CITYNET Secretariat pledges to work side-by-side with our over 130 members and partners throughout the Asia Pacific region. With each member city and organization, we will continue to highlight and share successes while tackling challenges standing in the way of urban development.

As the Asia-Pacific region grows in economic, environmental, and technological importance, CITYNET is propelling cities toward the goal of urban sustainability, resilience and inclusivity.

CITYNET Seoul Congress 2013

CITYNET has invited urban leaders from all sectors to attend the CITYNET Seoul Congress from November 4-6, 2013 in Seoul, South Korea. The Congress, held once every four years, is a unique opportunity to meet face-to-face with high-level city officials, civil society leaders, and urban activists from across the Asia Pacific and beyond. Members of the CITYNET network will also have the opportunity to determine the future agenda of the network.

Join Us

With the recent opening of the Secretariat in Seoul, South Korea, CITYNET is ready to connect with more cities and local actors than ever before. Through our network, member cities have access to a range of best practices, training programs, and international resources to build capacity in a variety of areas, from disaster risk resilience to infrastructure. Contact our team at partnerteam@citynet-ap.org to learn more.

Promoting development through cooperation in youth and adult education

(dvv I)

Heribert Hinzen

The Promotion of Development through Cooperation in Youth and Adult Education is the objective of *dvv international.*

dvv international is the Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband e.V., DVV), which, in turn, is the federal umbrella association for the 16 regional associations of Germany's community adult education centres (*Volkshochschulen*, VHS). DVV and its Institute represent the interests of the association's members, together with those of over 1000 *Volkshochschulen,* at the national, European, and international level. Our headquarters is in Bonn, Germany.

The domestic and international work of *dvv international* is guided by a commitment to human rights and the Institute's principles on the promotion of women and gender equality. Education is a universal human right. It is a basic need and an indispensable prerequisite for development. Education for youth and adults is a core component of education and plays a key role in the process of lifelong learning as general, vocational, cultural, and scientific continuing education and further training. Non-formal and out-of-school education programmes that provide young people and adults with life-skills training serve functions that complement formal education and training and compensate for their deficiencies.

dvv international is active on a worldwide basis, cooperating with more than 200 partners in over 40 countries. The Institute sees itself as a professional partner that brings experience and resources to joint projects and learns, in turn, from its partners. The work of *dvv international* is financed mainly with funds from the federal budget and other donors. *dvv international*

- fosters the exchange of information and expertise on adult education and development throughout Europe and worldwide

- provides support for the establishment and development of youth and adult education structures in developing countries and countries in transition

- provides in-service training, advice and media for global and intercultural education and for learning about European policies

Under the overarching goal of poverty reduction, *dvv international* strives to establish and develop efficient adult education organizations that contribute, in networks, toward building a system of development-oriented adult education. The Millennium Development Goals (MDGs), the worldwide initiative "Education for All" (EFA) and

the World Conferences on Adult Education (CONFINTEA) serve as an action framework which provides important orientation for this endeavour.

The work of *dvv international* is shaped by clear identification with the interests of the poorer social classes in the Institute's partner countries. Projects concentrate on basic education and literacy learning, environmental education and sustainable development, global and intercultural learning, migration and integration, health education and AIDS prevention, as well as crisis prevention and democracy education.

A bridge between education and employment is built through a work-oriented and vocational approach which seeks to integrate people in working processes and occupations, improve their income, and equip them with the skills they need to participate in self-help groups and cooperatives. By strengthening the performance capacity of partners in youth and adult education, the Institute seeks to establish durable and effective local and national social structures as a factor in combating poverty.

dvv international follows a sectoral approach with the aim of improving structures in the areas of policy, legislation, and financing, while enhancing the professionalization of adult education in theory and practice.

East Asia Forum for Adult Education

(EAFAE)

Thomas Kuan

What is EAFAE?

East Asia Forum for Adult Education (EAFAE) is a regional grouping of 7 countries regions namely: Korea, Japan, China, Singapore, Taiwan, Hong Kong SAR[1] and Macau.

SAR as an East Asian hub for lifelong learning educators, professionals, and practitioners.

Formed in 1993, its objectives are: cooperation among practitioners, administrators and scholars working for adult Education and lifelong learning in industrialized and urbanized areas. It seeks to exchange information to promote lifelong learning in government agencies, institutions of learning and learning communities, and the sharing of studies on issues and concerns of adult learning in East Asian countries/regions.

EAFAE Executive Committee Members are elected for a term of two-year period. Please see the website at: www.adultlearning.net for elected members for the period 2013-2015.

Activities

a) EAFAE holds its annual meeting amongst member countries to discuss issues of lifelong learning, and sharing experiences.

b) It holds exchange visits between member countries and regions, recently extended to Thailand and Malaysia.

c) EAFAE have members participated in Lifelong Learning Festivals in Korea, Japan and Taiwan.

d) EAFAE representatives present papers at regional conferences; e.g. senior citizens' lifelong learning, U3As (Universities of the Third Age) in Asia.

EAFAE and Cities Learning Together

EAFAE, with its members' experiences in organising and managing Learning Cities has much to contribute to the PASCAL community on issues of learning cities, and to share experience in the expanding regional interest in lifelong learning.

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[1] SAR stands for 'Special Administrative Region

Korea legislated with its Lifelong Education Act in 1999, and lifelong learning is encouraged in learning cities. As of 2008, there are 76 local governments designated as Lifelong Learning Cities.

In 2008, NILE (National Institute of Lifelong Education) is open to promote lifelong learning activities under the Ministry of Education. In 2013, the education ministry designated another 28 cities as 'Lifelong Learning Cities', bringing the total number to 118 Lifelong Learning Cities.

Japan, Taiwan and Singapore have their own learning festivals to engage its citizens in their lifelong learning efforts.

International Council for Adult Education

(ICAE)

Alan Tuckett
President

The International Council for Adult Education is the global non-governmental organisation which represents the education of young people and adults. Like its regional association, ASPBAE, ICAE enjoys associate status with UNESCO, and it also has consultative status at the United Nations ECOSOC committee. It has more than a hundred national members, and seven regional bodies - ASPBAE in the Asia Pacific region, CEEAL in Latin America, EAEA in Europe, and a platform of three regional bodies in Africa; with smaller bodies in the Caribbean, North America and the Arab region. Each region elects a vice president of ICAE. We work in close partnership with dvv-I [the German dvv-international, also a Conference partner], which is both a member of ICAE and a significant development partner in its work.

ICAE, which has its headquarters in Montevideo in Uruguay works intensively on the post 2015 process, which will result in the adoption of new global goals to succeed the Millennium Development Goals, following both the MDG and Sustainable Development debates closely to argue for lifelong learning being recognised as a key dimension of any educational goal adopted, but also because the achievement of the wide range of other human development goals cannot be achieved without the engagement of the adults affected by the changes needed to eradicate poverty, and for everyone to live fulfilled lives, with meaningful work, and the capacity to engage actively in the shaping of their world. That engagement involves learning - to understand what is happening, to adapt to it, and to shape it.

We recognise that with more than half the world's population now living in cities, cities are key sites for the vision of a learning society in which, to use the language of the High Level Report to the UN General Secretary, 'no one is left behind'. It is only at the city regional level that resources can be combined from different policy streams to have the effective engagement with local need to secure economic and social development that secures everyone's rights.

In this work we work effectively with and through our regions, and in close partnership with dvv-I, for example most recently in arguing the importance of vocational training for the informal sector of the urban and rural economy. Our work is based in the rich diversity of experience of our members - and like many civil society organisations we always have more work to do than resources to do it with - but we don't let that stop us.

Glasgow as a Learning City: towards a renewed vision

Lynette Jordan and Stephanie Young

Glasgow – Building the foundations of a Learning City

Glasgow which once saw itself as a learning city is reassessing its position and considering how to present itself in the current global climate. It is argued here that cities cannot afford to stay still but must adapt to new economic and social circumstances. Glasgow continues to reinvent itself, yet remains committed to the values of a learning city. The debate is therefore about recognizing that global competition forces a constant re-visioning of image and identity of a city; but that to ensure success it must firmly hold on to the values of citizen participation, adaptation to diversity, and learning as a lifelong activity for all.

Glasgow launched itself as a learning city in 1999 and still claims that this concept is a driving force for the city's development. As a Learning City, Glasgow remains committed to the development of a culture of lifelong learning so that it can thrive in the complex global environment of the 21st Century.

The initial impetus came partly when Glasgow found that it was in a position to take advantage of initiatives such as the establishment of the new Scottish Parliament which engendered a renewed interest in Scottish culture and identity. A substantial budget of around 5 million pounds was set aside by Glasgow to take the learning city initiative forward. The challenge facing the city has to be understood in the context of its socio-economic and historical development. Glasgow currently has a population of around 600,000 and is Scotland's largest city. Large investment was clearly needed in 1999 and even more today in a city with some of the highest rates of deprivation in Europe as evidenced by relatively low life expectancy, poor housing stock and high levels of unemployment concentrated in some parts of the city, especially in the East end of Glasgow. In 2000, educational disadvantage was found to be higher where there were multiple factors of deprivation that included lower skilled employment, high rates of public housing tenancy, higher rates of illness and death, poorer nutrition and higher levels of drug use and crime (Glasgow Learning Alliance, 2000).

The decision by Glasgow to become a learning city was seen as a logical response to facing up to the challenges of the loss of traditional industries, and to wanting to compete in the developing knowledge-based economy of the 21st century. The central place given to lifelong learning was also in the spirit of the traditions of a city whose oldest university had been built on the traditions of the Scottish enlightenment to bring opportunities for learning to the broader community.

A significant factor in the development of Glasgow as a learning city was the decision to consult with local people on the strategies which evolved. When discussing partnerships

and their role in learning cities, it should not be forgotten that the people are the resource in any city. Even positive marketing of the learning city tends to be the kind which celebrates the involvement of citizens at the local level. It can be argued that regeneration depends upon learning to reconstruct communities through partnerships and public participation, while reflecting back on what has been achieved.

Learning cities can only fulfil their potential if their citizens are involved in determining future policies for the development and direction of the city. Glasgow has aspired to develop the kind of learning city where all of its people and organisations flourish through lifelong learning. The intention was to encourage individuals, employers and organizations to see themselves as lifelong learners, and to help the city learn how to link this learning to social and economic regeneration. An overall objective was to understand how different parts of city life could connect together i.e. in social, cultural, political and economic ways.

Scottish Enterprise Glasgow led a Learning Inquiry which was undertaken from 1998 to 2002 with 5 themed action groups (TAGs) which utilized a process of consultation, investigation and action and was led by Young (2003). A Citizens Jury in 1999 on learning had shown that 'ordinary learners could make sensible decisions about complicated policy issues and add vital new contributions to a complex debate'. Young (2000) This was a strategic collaboration between the private and public sector that sought to involve both in a problem-solving and decision- making process. Research has suggested that it is crucial for learning cities to foster partnerships between the public and private sector in order to contribute to the European knowledge-based economy and stimulate knowledge creation and diffusion (Longworth and Osborne, 2010). The key in Glasgow was to understand the reasons why so few citizens participated in learning, and why so few of the population achieved education and training qualifications. The Inquiry led to the creation of a Learning Network and Lifelong Learning Information Service. The Glasgow Development Agency (GDA) had a key role to bring together sectors and institutions which encouraged lifelong learning and through the resulting emerging partnerships engaged with citizens on the way forward for their communities in the area of lifelong learning. The partnerships which developed eventually took over from the GDA, which can be seen as a mark of success.

Glasgow's example of good practice: REAL

Developments in Glasgow included a community project with an online component and arose out of the expressed interests of community users of local learning facilities. 'REAL' was the name given to a city-wide network of learning centres designed to drive up the participation rate. The REAL partnership was established in 1999 to include representatives from Further and Higher Education, the City Council and Scottish Enterprise Glasgow with the aim 'to provide Glasgow's citizens with the highest quality learning possible at all levels and in accessible ways' (Clark, 2001:13). Young (2003) who was directly involved in setting up the initiative explains that it was developed 'in response to Glasgow's learning needs. REAL disseminates creative learning content for

individuals, including accredited courses. REAL was developed in response to Glasgow's learning needs'. She goes on to explain that it was, 'a committed partnership of services which provide Internet-enabled learning centres across Glasgow. Real disseminates creative learning content for individuals, including accredited courses. Real will continue to expand, turning lifelong learning into a reality for Glasgow'. p. 45

According to the International Futures Forum (2011), the 'REAL learning project' was originally based in community libraries and has spread to workplaces. It now has over 85,000 members. Delivery is mostly through the web, backed up by specific physical courses and mentoring. The programme was successful in attracting the disaffected back into learning, principally by offering them courses in things that interest them - music, DJing, web radio etc. 'Local Investigations' became accredited and included programmes such as Family History, History of Football Teams and Local History, and continued to be developed as people used REAL for personal investigative work. REAL clearly required ongoing development to maintain the momentum and this has been evidenced in a number of ways. Initiatives have included a drive to tackle literacy issues among the population of the city, leading to the training of literacy tutors of adults. A package of measures was introduced to encourage different target groups to see themselves as lifelong learners, e.g. to encourage more positive attitudes to education among young people and men.

Other strategies to increase visitor numbers to galleries and museums have enhanced the reputation of the city for excellence in arts and culture. Glasgow has taken seriously the link between learning cities and social capital, and active citizenship. The city demonstrated from the outset that social capital is an indicator of success for learning cities. Cara et al (2002) argue for the importance of embedding a culture of learning into 'the genetic code' of the city. They maintain that any city can be a learning city. It should also be more than an educated city, and the idea of learning is central to the development of the city (Cara et al, 2002).

Glasgow - The Re-visioning of the learning city

Although some momentum has been lost along the way, Glasgow has continued to invest in the concept of a learning city with lifelong learning policy initiatives driving the strategy. Other past examples included a ten-year development plan launched in 2006, a Step for Glasgow, which placed education at the heart of economic development in the city. In 2010 a super-college, New Glasgow Campus, was established which would serve to create a learning district in the city.

Glasgow is undoubtedly continuing to seek to create a knowledge-based society in line with the best principles of a learning city. However, in tandem with this central Glasgow development, the regional Further Education (FE) institutions are being forced to merge due to funding cuts. The issues of the current Glasgow learning city need responses which are born of collaboration and collective action. The FE Colleges do not wish to appear as second class citizens to the higher education (HE) institutions. Like many in

the HE field they too want to see the FE and HE systems accessible to learners in the more deprived communities. More recently the FE sector has seen the merger of Scottish colleges from 11 to 4 super-colleges. This has brought job cuts and implications for students; this is certainly not the vision of a learning city.

As a learning city, Glasgow needs to continue to reach out into the areas which need support for learning most, and to extend, not reduce, the provision. The HE and FE sectors are working on their international links but this needs to be at developed at home as well as abroad. The communities which are most deprived need to be encouraged to be self-sufficient and sustainable, given changes in local and public services, but these communities need support to do this from learning organisations of all shapes and forms.

Informal and collective learning successes in the community need to be highlighted and promoted as examples of good practice, for example, the Activate programme which is run by the University of Glasgow as a community-based activist course. This provision is a partnership between the disadvantaged communities and HE which builds skills and knowledge leading to increased leadership and the enhancement of social capital. There are so many other examples of good practice from the HE, FE, voluntary and community sectors which need to be shared. The PASCAL conference in Hong Kong in November 2013 is an opportunity to start off this learning process.

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