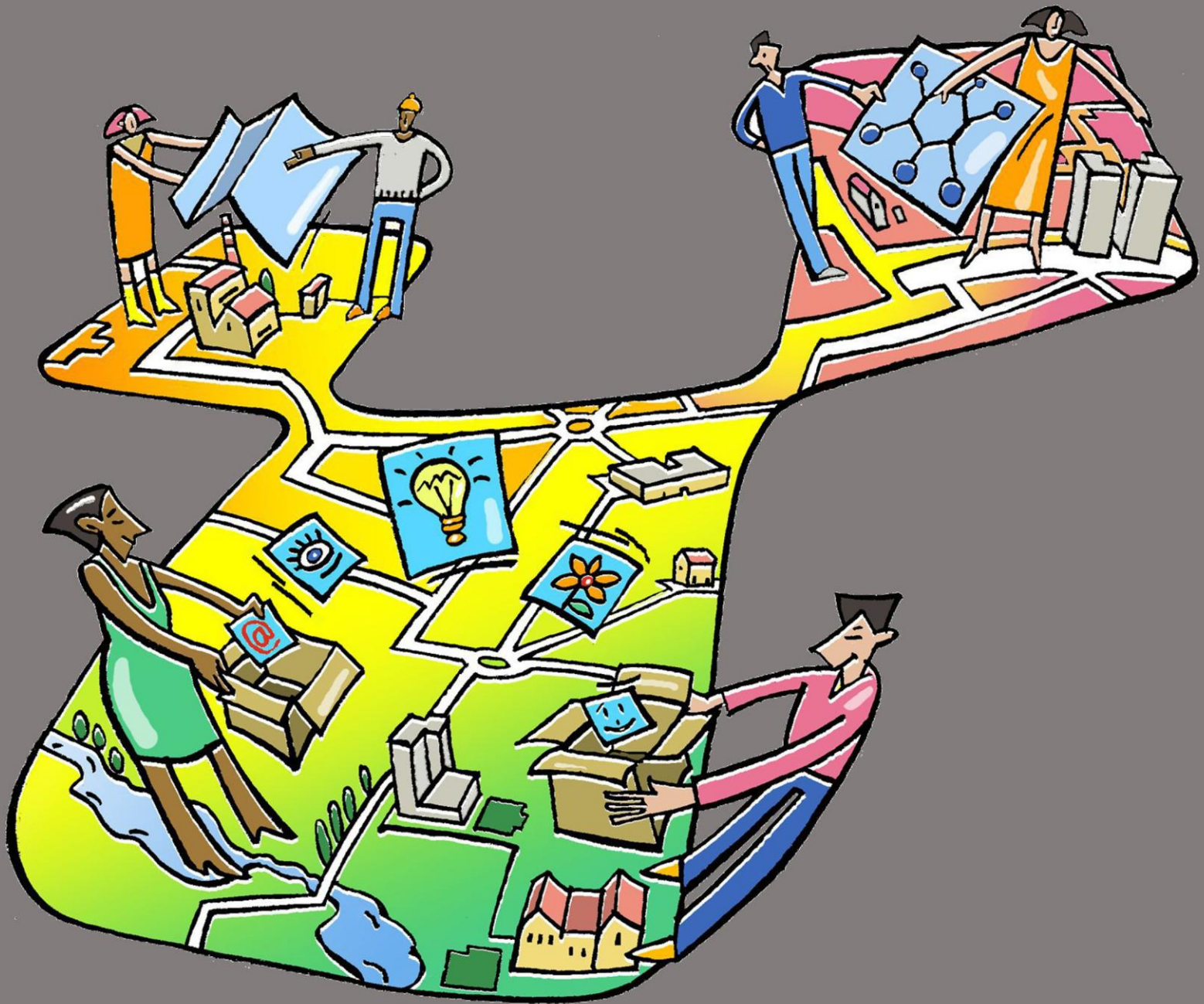


Outlook for city learning: Strategic note for United Cities and Local Governments and Metropolis

Tim Campbell, PhD



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Outlook for Learning: Strategic Note for UCLG and Metropolis*

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SUMMARY OF MAIN MESSAGE

The purpose of this paper is to synthesize the deliberations at the UCLG/Metropolis Workshop held in Barcelona 12-14 Of September, and taking into account other inputs—namely, the concept note from UCLG and insights gathered from outside UCLG sources—to craft a picture from an outsider’s point of view about the assets, potential partners, role and direction of learning in UCLG and Metropolis.

The approach of the present analysis is to assume that cities around the globe are already engaged in extensive information exchange, as documented in numerous studies and reports such as Smart cities and beyond, the study of the author. Further, this phenomenon constitutes a widespread demand for learning. However, until we know more detail about knowledge needs of cities in terms of areas of policy and practice, it won’t be possible to identify specific topics nor create a curriculum with any confidence. Nevertheless, pro-active learning cities provide clues as to what is important in learning and suggest what UCLG can do to make learning more effective (Campbell 2012).



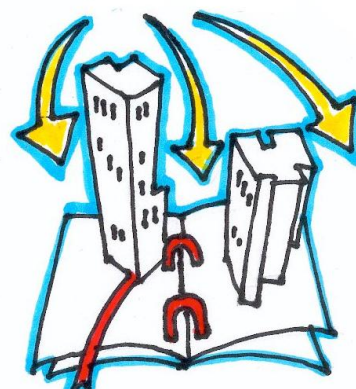
Because of its gearing ratio (one World Secretariat, a half dozen platforms, dozens of city networks, and thousands of members), UCLG cannot hope to reach its full potential nor impact its full membership by working only directly with small numbers of members. Rather, it should take advantage of its level as an apex organization to carry out wholesale roles, such as devising normative guidelines, detecting demand, identifying new and emerging issues, monitoring and evaluation of outcomes, and supporting development of regional centers. In other words, rather than a direct provider, UCLG should be a wholesale, learning institution, an anchor concerned with the overall role of continuous learning by cities and affiliated associations and organizations.

Because there is evidence of unmet needs and emerging new players, a good business case can be made to devise a learning program that fits UCLG’s strategic orientation. Because UCLG is not likely to be in a position to sustain financial flows from internal, own-source revenues, this report suggests a five year pilot program to launch a new strategic orientation funded by donors and partners. Foundations, private sector, and others sources would need to be tapped in subsequent stages until long term and sustainable source of finance can be arranged.

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OVERVIEW OF LEARNING

A growing body of quantitative and anecdotal evidence shows that a large volume of city learning is already taking place around the world, and that cities are expressing strong demand for more (UN Habitat and United Towns Organization 2001; Bontenbal and van Lindert 2009; EuroCities 2009; Tjandradewi and Marcotullio 2009). But we still have no thorough assessment of the needs for learning in cities. We do know that early reformers choose different topics and that knowledge needs vary by city size. For some topics, city differences won't matter, for instance in finance, decentralization, metropolitan governance and climate change adaptation strategies. These and other topics will continue to be relevant for a wide range of cities. But for designing regional and national programs, a first order needs assessment is necessary. Moreover, several fundamental questions arise about what kind of learning is needed.



For starters, **how can cities achieve a transition from topical learning about new policies and practices to systemic, continuous learning on their own as a matter of good governance?** Two factors emerge from recent analysis of learning cities (Campbell 2012). Institutionalized learning should go beyond topical practice and produce a constant stream of social capital that helps the city build its capacity to innovate. Second, continuous learning requires the creation of an innovative milieu, an environment in city government and civic communities alike, working together, which fosters trust, openness, and experimentation.

Further, the many domains of urban development cut across a wide range of fields, all of them dynamic areas of learning. Also, urban development is by definition a field in constant evolution. Demographic dynamism, technological change, and economic and social processes all contribute to a constantly moving menu of topics. Learning is fundamental in keeping abreast of and making contributions to urban dynamism, and attention needs to be given to improving the climate of learning and standards of learning practice.

In short, a growing demand for learning, coupled with the dynamic nature of urbanism plus lessons from leading learning cities suggest the need for a normative institution to guide and facilitate global efforts in learning. The term “guide” is meant to include such things as distinguishing between topical and systemic learning, emphasizing demand-driven orientation, encouraging an institutional commitment on the part of learning cities, and the importance of scaling lessons to wider application. At present, no global organization is currently playing this role, and UCLG is uniquely placed to do so.

FINDINGS FROM THE SEPTEMBER WORKSHOP

The UCLG Metropolis meeting represented an important watershed moment. It may be the first time that a non-UN body with executive prerogatives has placed learning at the center of the urban development agenda. The meeting was organized precisely to take the first step to explore learning as an area of policy and practice of growing importance. The meeting adopted a wide-angle approach aiming to be all encompassing, not just in style and substance, but also in relation to the essentially different personalities of UCLG and Metropolis. More detail on the Workshop can be found at: http://www.cities-localgovernments.org/upload/docs/committees/synthesis_learning_meeting.pdf

By framing the questions of “How,” “Who” and “What” of learning, the meeting brought out most of the fundamental elements of learning and added rich examples of specific actions some cities and associations have already taken. For instance, the cities of Sao Paulo and Durban described pilot efforts that exemplify both the value and power of south-south exchange. The Mozambique association of local governments described on-going efforts to assess capacity building needs among its members. UCLG itself has maintained a long-standing record of capacity building among associations, and has worked assiduously to compile lessons and build a knowledge base. More needs to be done now to manage and curate this growing stock of knowledge.

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But while one strength of the workshop was its comprehensive and exploratory nature, it was less able to put ideas into perspective and less focused on translating them into a strategic way forward for UCLG. This report attempts to fill in some of those gaps. For one thing, UCLG should not take its eye off the bigger picture of moving a global agenda forward on learning not just for local governments and associations, but also in national, regional and global domains.



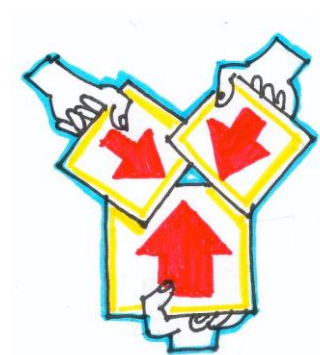
These potential roles would build on the main assets of UCLG, which derive from its over-arching perch as an apex organization. In this position, UCLG’s direct and indirect relationships with cities and national associations gives it an inside track now actively being sought by many corporations, NGOs, and financial and technical assistance organizations.

Perhaps the single most valuable asset of UCLG is its connections to cities and associations of local governments. In a world of rising interest in the role of cities in economic development, many organizations are searching for pathways to engage with cities and gain a deeper understanding of urban development. For example, private sector actors in management and infrastructure—represented by firms such as McKinsey and Siemens, respectively—are beginning to perceive the growing role of cities in local as well as national development. Yet firms are finding themselves at the early stages of establishing linkages with cities, and further, not in a position to engage public sector actors at a scale which is meaningful. To a similar extent, financial-, technical-, and knowledge-assistance organizations—for instance, like the World Bank and regional development banks and environmental and climate change NGOs—operate under pressure or strong incentives to scale up their reach to clients, and cities represent possibly the fastest growing segment of this clientele.

As a global organization, UCLG also enjoys a singular ability to observe, interpret and translate the needs of a wide range of cities and city-based membership organizations back and forth among the membership, and from membership to policy makers and the wider world. To an important extent, UCLG has been able to conduct analytical exercises—such as Commission reports and GOLD reports—with participation of and value added for members on the most important topics of the day. Careful choice of topics and consultation with stakeholders can leverage this asset. Further, UCLG can speak legitimately in a wide variety of public and private domains on behalf of cities and associations. As UCLG begins to take steps to leverage these assets, it is important to take stock of new, emerging or

over-looked issues that are beginning to appear on the agenda of development and membership organizations.

EMERGING ISSUES—MORE ON “WHAT?”



A wide range of topics were identified in the September workshop under the title “what needs to be learned?” And yet many new and emerging topics were not mentioned at the meeting, and because they have begun to attract attention of policy makers and practitioners in nations, development agencies and membership organizations, it is worth acknowledging them here.

Many issues on the urban landscape have been persistent for decades: haphazard or incomplete decentralization, weakness of local governments, financial dependence and inadequate or poor service

delivery. Climate change and natural disasters have recently joined this group of chronic issues. Virtually all of the major agencies and development institutions point to the stubborn persistence of poverty. Because it affects such a large fraction of the urban population, poverty is one dimension that is reflected, implicated, or exacerbated in almost every single major issue facing urban governments today. Yet seven relatively new or under-attended features of

urbanization underscore the growing agenda for learning at the local level.

“7 relatively new or under-attended features of urbanization underscore the growing agenda for learning at the local level.”

1

First, demographic data reflect not merely a continuing trend of urbanization, but the gradual appearance of more large cities. By 2025, more than one thousand cities in the developing world alone will have population in excess of half a million people. The importance of this change is that cities are becoming active players on the global stage. A significant fraction of the one thousand cities have populations greater than a third of the countries in the United Nations system. Because of agglomeration economies, several analysts see a greater risk in policies that work to keep cities too small than in policies that allow them to continue growing (Overman and Venables 2005; Yusuf 2007). Notwithstanding the continued expansion of megacities, the growth in the *number* of cities of intermediate to large size possibly constitute a need to differentiate UCLG’s clientele, making provision for basic functions for small and intermediate places as opposed to larger cities that can have more complicated technologies and spill-over issues, for instance, in the areas of environment, economics, and governance.

2

Accompanying the emergence of large cities is a second and distinct issue: **the over-spilling of urban populations, in effect, creating “unbounded” cities** which merge with the hinterland and create further complications of the already knotty problem of governance. Recent surveys document the extent to which cities are “flattening out” as densities decrease (Angel, Sheppard et al. 2005; Angel, Civico et al. 2011). Together these two trends—growing numbers and lower densities—mean that the constituencies of urban policy, i.e., city units, are both more numerous and more complex. These circumstances underscore the growing need for more effective metropolitan arrangements to manage sprawling cities.

3 An inevitable corollary to spreading growth, and our third issue, is **fragmentation, meaning the growing gap in services as well as in the physical and social separation of large segments of the urban population** (Hoffman-Martinot and Sellers 2008). One familiar, if not conventional, form of this issue has been framed in terms of exclusion. Large segments of urban society—children, youth, the aged, women, indigenous minorities and in all cases, the poor—are often left out in some sense of the policy dialogue or benefits of urban growth. This problem is now exacerbated by a jurisdictional dimension of cities because large segments of urban populations live outside the legal or regulatory boundaries of cities. Most cities face some version of these social challenges, and all face the common task of striving for equal and fair treatment of social groups.

4 **Fourth is an additional wrinkle on demographics.** The onset of an aging population is already presenting a new challenge for some countries. Yet, even as dependency ratios are entering policy debates among demographers and ministries in some countries, a youth bulge is also apparent in many others. Improved health conditions lead to growing numbers of the young. The population of the developing world is increasingly young as well as urban. Today, the young (ages 15 to 24) number more than 1.2 billion, and an estimated 87% live in developing countries.¹ They comprise the largest youth cohort in history, known as the “youth bulge.” An estimated quarter of the total population in less-developed regions—and about a third of those urban residents—will be under the age of 29 by 2020.² The growth of a youth cohort signals an increasing need for city leadership, public, private and civic, to direct policy and practical attention to the interests and concerns of youth. And although more diagnostic work should be focused on this question, it is likely that the youth bulge will translate into greater urgency on matters of education and jobs. Related issues arise in connection with ICT, discussed in issue six, below.

5 **Fifth, with globalization of the economy cities face sharper, if not completely new, challenges to protect and grow their own economic interests.** Although middle weight cities are positioning to double their contribution to global GDP by 2030 (Dobbs, Reems et al. 2011), many cities are coping either with overwhelming new immigration, often meaning rapidly growing slums, or declining economic fortunes, which translates into dereliction of large parts of the urban landscape. The result is widespread unemployment, deteriorating housing, degraded environmental conditions, and poverty. But a trend that holds across all regions is that many of the mid to large size cities are taking steps to tackle unemployment and job creation, and many more are interested in learning how they can address livelihood issues. For middle-weight cities, the growth of the middle class demand for housing, furnishing, transport and services presents a growing list of new topics about the management of urban economic growth.

6 **Sixth, information and communication technology could add up to be a game-changer in many ways.** Only in the past decade, with the dramatic expansion of mobile platforms—sometimes referred to as the “mobile miracle,”—the world has added a new overlay onto the concept of e-government. In the past decade or so, cities have begun to catch on to

¹UN International Year of Youth Brochure, Retrieved in June 2012 from: <http://social.un.org/youthyear/links.html>

² Source: World Bank calculations based on data from United Nations, Department of Economic and Social Affairs, Population Division (2011). World Population Prospects: The 2010 Revision. Medium fertility scenario is used for the 2050 projections.

the promise of e-government by implementing internet-based systems in procurement, system monitoring and reporting, direct service provision to citizens and businesses such as licensing and permits, land use planning, and many more. But progress in e-government is quickly being eclipsed by the ever-closer relationship between citizens and their government brought on by the spread of mobile platforms in the hands of ordinary citizens. With more than six billion mobile phones, these platforms are nearing the saturation point. The question is no longer one of access, but rather of “how” mobile platforms are being used.

A recent UN Habitat paper on this topic reveals the ingenuity of those members of the youth bulge in putting mobile tools to use in ways that affect local governments (Ben-Attar and Campbell 2012). Young citizens have been particularly adept at inventing ways that mobile platforms can be adapted to address issues of accountability, services, and participation. Still, a daunting field of obstacles—regulatory, technical, private security, and legal, not to mention incomplete infrastructure—still blocks the exploitation of IT’s great promise (Bertot, Jaeger et al. 2010).

7

Finally, **leadership at the local level is itself a growing challenge if only because cities are becoming more important players in the arenas of national and regional policy.** Most if not all of the preceding list of emerging issues, coupled with those like climate change that are already on the agenda, redound far beyond the urban domain and impact regional and national arenas. Recent experience with global goods issues such as climate change have

repeatedly shown a failure at the national level, while local leaders, though acting at very different scales in time and space, manage to reach small breakthroughs that are adding up. Notable progress has also been made at the local level on such internationally relevant issues as immigration, inclusion, and social equity. International organizations like ICLEI and C-40 have registered success in harnessing local energies with a growing collective impact. Leadership in both political and civil realms is one of the key dimensions that helps to convert community change into a force being felt at the regional and national levels.

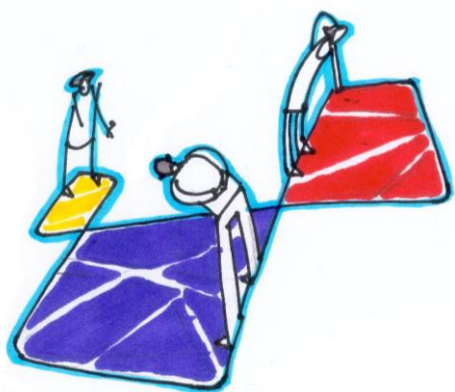
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And yet even this list of issues leaves out three critically important factors. One is the essential perspective of felt-needs among cities. For this, needs assessments are indispensable. **The list of seven issues provided here can serve as a starting point for developing survey instruments. UCLG itself could play a role in conducting a global survey or at least support the capacity of local governments to carry out their own at local and regional levels.** Second, the workshop was less productive about the criteria for **setting priorities**, nor did it specify clearly the new and emerging issues from the old and familiar, the tricky from the routine. Third is the larger, **developmental question of getting cities into a stronger position to learn and innovate on their own.** Finally, much evidence suggests there is plenty of unmet demand for learning in cities.

UNMET DEMAND

Even though cities are widely engaged in harvesting policies and practices from their peers, **there is almost certainly unmet demand for learning.** Several factors suggest this is so. In the first place, it is unlikely that cities are under-spending in the world-wide exchange in city-to-city visits. Universally, mayors are under pressure not to be seen as taking junkets around the world. The high volume of travel for city-to-city exchange would likely be even greater if the payoffs were seen to be somehow legitimized, or the out-of-pocket costs somehow lower, or the learning process itself were to be more efficient. In addition, smaller cities with more modest budgets may not be as widely engaged in learning as larger cities.

Yet another indicator of latent demand is that **cities are increasingly joining networks to tap into cheaper forms of data and knowledge gathering.** The Global Cities Indicators Facility has doubled its membership to over 200 cities in just two years, suggesting that cities see value in the training for and comparative value of management data that comes with GCIF membership. ICLEI, C-40, and other thematic networks have drawn strong interest from cities through a combination of focused, practical tools and the promise of outside expertise. These organizations are moving into more tightly-coupled relationships at the local level to meet interest among cities.



Finally, **individual cities are putting themselves forward as champions of advice, learning, and consultation.** Bilbao asserted itself as a learning city in the early part of this decade. Singapore is now pre-eminent in business-minded urban development. Amsterdam has launched a smart cities initiative to foster global competition. And Seoul has made a singular gesture to challenge Singapore by inviting CityNet and numerous other U.N. agencies and international organizations to take up residence (in a new building) to amplify Seoul's presence and to stake out new terrain organized around city development and learning.

LEARNING NOT JUST FOR CITIES—MORE ON “WHO LEARNS”

Unmet demand is tied also to emerging new players in learning. Many non-city players—global and regional corporations, organized commercial interests, NGOs and foundations—are beginning to appear on the scene of urban development and consequently into the mix of learning cities. As national boundaries recede, this new class of learning participants is beginning to see their own futures and individual and collective objectives more closely connected with those of the cities. (See inset box.) As a consequence, they are interested in city learning for several reasons. First, they are vitally concerned with how change takes place. By understanding the political and social dynamics of change in cities, businesses with a bottom line, as well as NGOs and foundations with a mission, stand to improve their chances of succeeding with city leaders. But also, the new players understand that they need to become more involved with, not to say more integrated into, urban change, so they also have a stake in learning with cities. Finally, new players have something to give as well. They are in a position to participate in the learning process from

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both sides of the table, giver and taker. Besides sophisticated business practices that cities rarely have, corporate players, NGOs, and foundations are in a position to offer financial assistance to the learning process.

BOX: NON-CITY PLAYERS IN LEARNING: EXAMPLES IN THREE CATEGORIES

Private sector

Business organizations, e.g., World Business Council
Utilities, e.g., Telecom providers, Philips
Real estate and banking, e.g., JonesLangLaSalle, Deutsche Bank
Infrastructure providers, e.g., Cisco, Siemens, IBM, Schneider Electric
Services, e.g., McKinsey, MasterCard, IBM

NGOs

C40, ICLEI, Healthy Cities, Embarq

Foundations

Ford, Gates, Rockefeller, Annie E. Casey

SUBTLE SHIFTS IN DELIVERY—MORE ON “HOW”

The lion’s share of learning in cities is carried out in a myriad of ways. These range from informal, self-motivated individuals picking up new ideas and insights on their own, to locally-sponsored, city-to-city exchanges, to more elaborate, externally-sponsored exchanges fostered by associations and networks.

Increasingly, a shifting mix of learning and players is changing how learning is achieved. New players bring specialized knowledge that reaches beyond the confines of structured learning and technical assistance that have been the hallmark of development assistance organizations like the World Bank and peer-to-peer action learning as in UCLG and VNG. For instance, the World Business Council and companies like McKinsey and Cisco are re-building relationships with local governments based on mutual respect and mutual self-interest. Companies are beginning to realize that cities are on the critical path to solving many global goods problems like climate change and common developmental problems like basic infrastructure.



For enlightened corporations, the challenge is not fancier catalogues and smooth sales pitches, but rather, gaining a deeper understanding of urban problems and public problem solving. At the same time, local governments are beginning to see that the talent and resources in organizations like the World Business Council can, with proper structuring, help reach solutions that are effective and efficient.

“unmet demand; new players with skills to offer, as well as self-interest in city learning; and shifting mix among service providers, city networks, and sources of finance—are changing the picture of city learning. “

A second subtle shift is being seen in networks of cities. Some established networks, for example Sustainable Cities International, are beginning to operate more like learning service providers, worrying less about the numbers of members and financial flows from membership. To some extent, CityNet under the auspices of the Seoul Metropolitan

Government will be moving the same direction. Already, CityNet, unlike most city networks, allows membership of NGOs and private sector. For both of these city networks, outside sources of funds and not just membership fees have for some time anyway provided a significant amount, if not the lion's share, of finance for learning. Meanwhile, some technical assistance organizations operating as NGOs, Embarq is a good example, are seeking to widen their networks in order to spread the message of transit-oriented development. In other words, both conventional networks and technical, mission-oriented NGOs are beginning to move into each other's terrain. Both seek to deliver learning products, and in all likelihood, they will be joining forces in the future.

These various trends—global exchange, yet unmet demand; new players with skills to offer, as well as self-interest in city learning; and shifting mix among service providers, city networks, and sources of finance—are changing the picture of city learning. A new landscape is coming into view populated by many new entrants and for which new tools are needed and for which new business models are required.

FORMALIZING AN APEX ROLE FOR UCLG: TOWARDS NORMATIVE GUIDANCE AND A NEW ORDER OF LEARNING

These trends, together with the building blocks of UCLG—its assets and gearing ratio of the organization—suggest some boundaries and opportunities for a strategic framework for action. The perspective taken in the present report sees UCLG as an anchor institution. As such, it sits at the apex of a global web-work of regions, cities, associations and natural partners, some outside the urban domain. In this respect, the comparative advantage of UCLG (and to a lesser extent, Metropolis) is to provide normative guidance and promote a new order of learning.

The accompanying diagram illustrates UCLG's position as a second tier organization, coordinating platforms and other selected organizations such as Metropolis, city network associations, and other organizations in the first tier. The first tier provides direct services in learning, training and capacity building to city members. **See Diagram One.**

Aims and Objectives An important aim of an apex organization is to define what learning is, differentiating it from topical learning (best practice and policy) as discussed earlier, and adopting overarching objectives for learning cities and associations.

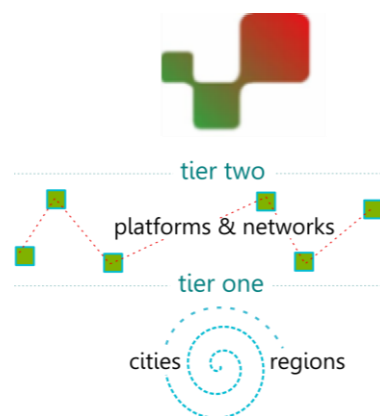


Diagram one: UCLG position in city learning

Strategic objectives may be expressed in many ways. For purposes of illustration, two dimensions—the typology of learners and “orders” of learning—are important features in learning cities and therefore germane to UCLG's objectives. In both these measures, UCLG would be operating at a normative level, i.e., defining higher order objectives of learning and promoting abstract, but measureable goals, and although maintaining direct relationships with members, not delivering learning services directly, i.e., not operating as a primary actor offering courses for training, technical assistance, and learning.

In Table One, the typology of learners refers to the purpose, motivation and intention of learning by cities. The table contains a reasonable range of learning types. Some cities (on the bottom

of the table) are represented by individuals or small groups involved in casual learning, episodic and an hoc; others in the middle are similarly represented but focused on special purposes or specific topics.

Still others (at the top of the table) involve large groups representing public officials, private business and civil society who take part collectively in a more intentional, committed and continuous pursuit of learning. In one sense, UCLG's objectives could refer to moving cities "upwards" in the typology, aiming to guide them to increase policy, institutional, and financial commitment to learning.



Table One: Typology of Learners



Principle Types	Modalities of Learning	Example
Organize deliberate learning missions, have dedicated agency, and continuous operation	Large groups from individual cities working one-on-one or one on many cities	Seattle, Turin, Bilbao, Durban
Engage in episodic visits or exchanges		EuroCities (members), VNG or the UCLG group on decentralized cooperation, Sister Cities (members)
Share common (but limited) program objectives or campaigns	Small groups or individuals from one city working in one-on-one, peer exchange or City Clusters on clusters	UNESCO World Heritage Cities, ICLEI Agenda 21 Cities
Members in regional or global associations		UCLG and Metropolis, Healthy Cities, EuroCities, CityNet, SCI
Engage casually in conferences, events, and network bulletins	Individuals in cities using passive networks	City Mayors, Local Government Information Network (LOGIN)

Source: UN Habitat and author

A second dimension in measuring objectives is an "order" of learning. In the discussion of *Beyond Smart Cities*, this refers to the extent to which cities are able to achieve and sustain an innovative milieu, a "ba" in the terminology of Nonaka. See Table Two. Moving "down" the table is to increase independence in learning and greater self-determination. Moving "across" the spectrum leads to greater, more defined purpose, and, along with the institutional capacity created for this purpose (i.e., an agency with a mandate making them responsible for learning), eventually getting to the creation of a trusting milieu. UCLG's objectives could be framed in terms of moving cities both "down" and "across" the spectrum in Table Two, aiming to support creation of a self-defined city and a "trusting milieu."

Table Two: Orders of Learning

Category and Example	Purpose of Knowledge Acquisition (First Order Learning)	Presence of Agency/ Institutional (Second Order Learning)	Trusting Milieu (Third Order Learning)
Under Threshold (Pateros)	NA	NA	NA
Not Enough Knowledge (Tarragona)	 Undefined	?	?
Grazers Twinnings		 Pre-defined	?

Knowledge, No Cohesion (Mumbai)	Partially defined		?
Proactive (Seattle)	Self-defined		

Source: Author

Other Normative Roles Besides the normative definitions and objectives, UCLG might be expected to play other roles, but always in the “common goods” arena. For instance, UCLG could be the instigator, possibly the implementer, or a demand assessment, taking systematic stock of needs by region. Another function would be to track and map out the many modalities of learning currently found in practice. Besides documenting and cataloguing practice, UCLG may wish to evaluate them for efficiency and efficacy. In any case, a key objective would be monitor outcomes and to offer feedback to practitioners as a guide to learning of cities and associations.

Strategic (Intermediation) Role The key to achieving these objectives is to make use of UCLG’s asset as a recognized intermediary in the field and to build on this comparative advantage to identify potential partners and stakeholders and to forge alliances for strategic purposes. The aim of partnerships would vary. One would be to form a base consortium around UCLG at the apex of learning cities. Another would be to support the creation of UCLG’s respective clients, i.e., individual cities, city networks, and associations. Every client city should be aware of the importance of learning. Every client that wants one should be able to develop a learning program, i.e., a learning agenda and leadership of front-runners or others to champion the way forward). Still another specialized set of relationships might be with those cities that have a proven track-record of expertise in one of more topics of widespread interest—such as climate change, or disaster recovery, leadership management—and which can offer this expertise in learning events.

Three major categories of partners emerged from this exercise (Barcelona meeting and the present analysis).

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First, **partnering with the private sector** would allow UCLG to negotiate the terms of arrangements in sector-specific areas, such as transport, water, planning, and infrastructure, both to keep abreast of advances in fields and to foster the integration of emerging players into the learning programs at the regional and local levels.

A second group of partners is composed of **regional and global networks of cities**, usually membership organizations that typically engage in the stock and trade of learning. Examples include EuroCities, VNG, Sister Cities; issue oriented organizations like UNESCO World Heritage Cities, ICLEI Agenda 21 Cities and C40; and city networks such as Healthy Cities, CityNet, and Sustainable Cities International, to name some of the most visible.



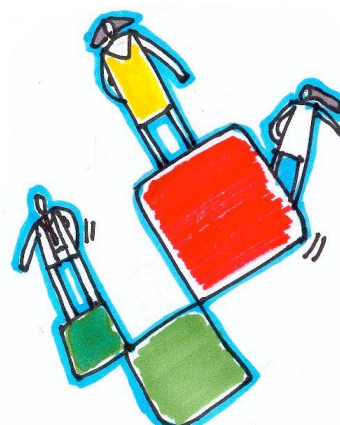
The third and critical group is composed of **stakeholders with financial resources, private and development** banks and their affiliates such as World Bank Institute (WBI), Cities Alliance, and foundations.

In each of these cases, partnerships should be formed to support either the global development of learning as a programmatic objective or, in particular circumstances, to support the development of learning activities at the regional and local level by regional sections, national associations, or networks of cities and local urban institutions, such as the City of Singapore, Monterrey Tech, or Mumbai's Training Institute, schools of business or public management, to cite only a few examples.

Direct Provider Role The scheme being outlined here emphasizes UCLG's role as a wholesaler of learning and resources, but it is conceivable from time to time that UCLG might wish to get involved in design and direct delivery of curriculum and learning programs on a pilot basis, as it has done with peer learning or could do, for instance with the emergence of new sectors (youth) or cutting edge learning activities (ICT and mobile platforms), where issues are ill-defined, policies are vague or absent, and technologies and curricula not well-developed.

IMPLEMENTING THE STRATEGIC VISION

UCLG could take the initiative to establish this new normative role by launching a five year program towards a new order of learning. The revenue models currently in effect will not support the needed work, and UCLG would need to seek concessionary financing from Cities Alliance or other sources to finance a program based on the normative, wholesale model outlined here. Perhaps a first step would be to form a **learning advisory consortium composed of the major categories of partners and stakeholders** discussed earlier. With guidance from the consortium, the World Secretariat could then develop a proposal for Cities Alliance that would pursue the following:



- Identify needs for learning in selected regions (UCLG conduct a global needs assessment)
- Put out a call for one or more client groups in tier one (Metropolis, regional sections, city networks, national or regional associations) who would serve as delivery vehicles to organize training and capacity building as defined in the previous section of this document.
- In turn, the delivery partners in tier one would identify cities interested in participating in a pilot learning program that would consist of two main elements:
 - Learning in priority topics using techniques of their own choice (e.g., a peer to peer or mentoring model)
 - Activities to build capacity to incorporate learning as a part of governance.
- Develop analytical tools to monitor, evaluate, and measure outcomes of the program.

The aim of this pilot five year program would be to establish the feasibility of a wholesale working model. By the end of the program, essential components of the model should be in place and

proven. These include the following:

- Capability of the World Secretariat to function as a normative center to guide and foster learning in cities;
- Data and method to conduct demand analysis for city learning;
- Working relationship between the World Secretariat and regional affiliates in supporting and evaluating learning;
- Regional UCLG sections to work as clearing house for learning;
- **Measureable progress in volunteer cities to improve present state of learning along selected indicators**, such as pro-activity and “orders” of learning.



Phasing in the notional program sketched out here would entail disruption. Some of the work would need to be carried out in over-lapping way and would require a transition period from UCLG’s present rhythm of work. For instance, the global diagnostic could be carried out (perhaps on a contract basis), along the lines of but on a shorter time-table than its GOLD reports. This could be done in parallel with a first call for volunteers on the tier one level to propose pilot schemes. Also, UCLG would need to discharge some of its current obligations financed by external sources.

Ultimately, success in the pilot should also lead to increase willingness of city members to support learning on a fee-for-service basis and, in turn, regional sections, associations and networks to not only play a direct provider role, but also to provide substantial and on-going cooperation with the World Secretariat in its normative role.

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