LEARNING CITIES FOR A LEARNING CENTURY: CITIZENS AND SECTORS - STAKEHOLDERS IN THE LIFELONG LEARNING COMMUNITY

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1. LIFELONG LEARNING AND FOCUS ON THE INDIVIDUAL CITIZEN

It will come as no surprise to learn that the history of the past 30 years has been one of rapid and accelerating change. It has caused a business and industry-led response in adult educational systems throughout the developing world, and an acute awareness that initial education is no longer enough. In Europe in the middle 1980s the Industrial Advisory Committee to the European Commission made the comment,

> "The information revolution is rendering much previous education and training obsolete, or simply irrelevant. Intellectual capital is depreciating at 7% per year which is a much higher rate than the recruitment of new graduates. On these grounds alone it is necessary for industry to develop and adopt systems of continuing education and training to update existing staff" (Commission of the European Communities, 1991).

And still this was not enough. Two years later the Council of European Rectors and the European Round Table of Industrialists complained that,

> "Although the systems and standards of training and education in Europe are evolving to meet pressures on them, the changes are not wide, deep or fast enough to keep up with the pace of change in knowledge and technology" (ERT, 1995).

If the educational and political mindset has been slow to respond to signs of stress in the system, other observers from outside the educational scene have long been very aware of the problem. The American journalist and futurologist, Alvin Toffler suggested in 'The Third Wave' (Toffler, 1980), that human progress is a wavelike response to technological imperatives, each successive advance overlapping the previous one, and each one led by the few rather than the many. Toffler saw education as the answer. "The responsibility for change", he said, "lies with us. We must begin with ourselves, teaching ourselves not to close our minds prematurely to the novel, the surprising, the seemingly radical." Support came from Professor Charles Handy, international writer and management consultant. In 'Managing the Dream' (Handy, 1992), Handy says, "When the future was an extension of the present, it was reasonable to assume that what worked today would also work next year. That assumption must now be tossed out. The world is not in a stable state. We are seeing change that not only accelerates ever faster but is also discontinuous. Such change lacks continuity and follows no logical sequence."

Any response to this challenge entails a significant movement from the paradigm of 'education and training', into which many systems were locked, to one of 'lifelong

learning' – from the concept of education for those who need it provided by those who deliver it, to the principle of continuous education for everyone controlled by individuals themselves, and mediated within the group of learners. Longworth & Davies (1996), in 'Lifelong Learning' suggest several reasons why an increased focus on lifelong learning is important, all of them in areas where change is at its most rapid and apparent. Among them are the following.

> **"The explosion of information and knowledge through the application of Science and Technology.** The wealth of information and the technology of handling it has, paradoxically, made possible greater personal decision making, and, through its sheer volume, reduced the likelihood of this being informed and balanced. The skills of information-handling, problem-solving, reflecting and thinking, study and learning, cooperating, entrepreneurship and others become more urgent to make best advantage of this new empowerment.
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> **The restructuring of large industry into core units** buying in knowledge and expertise where it is required and from where it is available. This has a powerful effect on the need for education systems to create more self-sufficient, creative and flexible people who can adapt to the needs as they change and yet can apply themselves continuously to updating their skills and knowledge.
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> **Fundamental global demographics** – in the West and Japan, ageing, more mobile, more multi-cultural and multi-ethnic societies which could release high inter-racial and inter-generational social tensions and a reduced investment in welfare programs through a fall in the working, and an increase in the retired, populations.
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> **The need for both Industries and people to remain innovative and flexible in order to retain high employment** – the migration of work in the advanced nations towards high-skill, high-technology, high-added value service industries. This renders much semi- and unskilled work obsolete and increases the need for lifelong education and training.
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> The pervasive **influence of television and the media on the development of peoples' thoughts, ideas and perceptions**. Where it is an instrument of propaganda, whether raw or subtle, it can take away the basic democratic rights of peoples to understand truth and choose for themselves. Where it is used purely as an instrument of entertainment, it can, through trivialisation and ignorance of real issues, have an equally insidious effect on the ability of people to make informed choices. As an occasional, independent, instrument of education it could reach the hearts and minds of whole populations and transform them into dynamic, well-educated and flexible lifelong learning societies.
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> **Increasing individualisation** and more focus on personal development in order to realize and release creative human potential. This leads to the further development of lifelong learning concepts in order to satisfy an enhanced demand for learning, and to capture the corresponding spirit of contribution to the community which adds meaning and fulfillment to human activity."

It is perhaps the last of these that has focused minds and mind-sets. "The triumph of the individual" was one of the key ideas behind Naisbitt's ten "Megatrends" (Naisbitt, 1985), first published in the 1980s and repeated for the 90s. His thesis was based on the advancing knowledge of how to use information and communications technology in a variety of environments, including education, which, he says, has made possible the individualisation of learning.

But there was already activity before that time. UNESCO's Fauré Commission Report (UNESCO, 1973), published in 1972, was considered by many to be one of the most important educational reform documents of the second half of the 20th Century. Among many other things it proposed:

- the development of human skills and abilities as the primary objective of education at all levels;
- support for situation-specific learning in the context of everyday life and work so that individuals could understand, and be given the competency, creativity, and confidence to cope with, the urgent tasks and changes arising throughout a lifetime;
- the creation of the sort of learning society in which independent learning is supported and provides an essential part of the continuum of learning as people move into, and out of, education during their lives;
- the involvement of the community in the learning process and the wider social role of education in understanding conflict, violence, peace, the environment and how to reconcile differences.

Again we see an overall focus on individual responsibility for learning, albeit with a supportive role for the community. The concepts were further refined and developed in papers by Paul Lengrand and A.J.Cropley (Lengrand, 1979), under the auspices of the UNESCO Institute of Education in Hamburg. In these, lifelong learning became a key concept for the survival of mankind, perhaps echoing Arthur C. Clarke's dictum in 'Prelude to Space' (Clarke, 1986), "Everyone will need to be educated to the level of semi-literacy of the average university graduate by the year 2000. This is the minimum survival level of the human race." Science-fiction writers often show remarkable percipience about the future of mankind but have a tendency to underestimate the time-scales.

A similar theme was taken up by the 'Club of Rome' report of 1979, 'No Limits to Learning' (UNESCO, 1979), upon which UNESCO had a great influence. In this seminal document, echoing its 'Limits to Growth' report which took the world by storm in 1973, a broad-based mobilisation of the creative talent inherent in all human beings was considered to be the only way to allow them to understand, adapt to, and make progress in, an increasingly complex world.

The Organization for Economic Cooperation and Development (OECD), too, has long been a strong supporter of a lifelong learning approach, though initially under the name of 'recurrent education'. Its own landmark report, 'Recurrent Education: A Strategy for Lifelong Learning. A Clarifying Report' (OECD, 1973), produced in 1973, was well-received by governments, higher education and NGOs alike. Recurrent education concerned itself principally with post-compulsory and post-basic education and, not unnaturally, particularly with preparation of the individual for a life of work. In practice, however, it acknowledged that work and learning are synergistic. Attitudes and values built up during the learning process are important during the total life span of an individual and have a profound effect on total human development, including learning for leisure, during retirement and within the community. Among OECD's recommendations at the time were:

- the promotion of complementarity between school and adult education with the emphasis on personal development and growth,
- increasing the participation of adults in tertiary education by recognising the value of work experience and 'opening up' the universities,
- extending the provision of formal adult education to a wider audience,
- abolishing 'terminal stages' in the formal education system so that all programs lead on to other programs.

Here we see the first modern signs that learning is considered to be a holistic process in a holistic world. Complementarity and seamlessness may seem to be obviously desirable now, but in the fragmented and specialist world of the 1970s it was not evidently so. The concept of holism is best administered through a relatively seamless process from self-analysis through self-reflection and self-understanding to learning action, and by taking a past, present, and future approach to these processes.

In the more materialistic Thatcher and Reagan dominated Western world of the 1980s lifelong learning thinking became less fashionable, though there were pockets of activity in Europe and the Far East, much of it based on industrial development. But it is in the 1990s that the major thrust for lifelong learning has taken place. The renaissance was again led by UNESCO and OECD, though other international governmental organizations such as the European Commission and the Council of Europe will also want to claim some credit, as well as federal initiatives in Australia, particularly in universities, as we shall see later.

The UNESCO sponsored Delors report on Education for the 21st Century was published only months after the 1996 OECD ministerial conference on Lifelong Learning, The four pillars of 'The Treasure Within' (UNESCO, 1996) – "Learning to do, Learning to be, Learning to understand and Learning to live together" put the needs and demands of the individual once more at the centre of this quadrumvirate as the focus of educational activity. 'Lifelong Learning for All' (OECD, 1996), OECD's flagship argument for lifelong learning, resulted from the 1996 conference and provoked a great deal of national governmental activity in this area. For example, from 1998, the UK produced Green and White Papers (DFEE, 1998, 1999) on the subject as well as a flurry of recommendations, initiatives, reports, and exhortations. Finland has produced its national lifelong learning strategy, the appropriately named 'The Joy of Learning' (Finland Ministry of Education, 1997), and other countries, the Netherlands, Sweden, Ireland, and Denmark among them, have also produced similar national plans.

Meanwhile, the European Commission was declaring 1996 to be the "European Year of Lifelong Learning" and preparing a White Paper on the subject (Commission of the European Communities, 1996), closely pursued by the European Round Table of Industrialists which collaborated with the Council of University Rectors to produce its definition of 'The learning society' (European Round Table of Industrialists, 1996). In the same year, Longworth and Davies published their book 'Lifelong Learning' (1996), spelling out its implications for schools, universities, business and industry, teacher training, and the community at large.

Since that time the number of words, actions, and initiatives has seemed to proliferate geometrically. The EU Lisbon Summit in March 2000 produced for Europe the strategic target of "becoming the most competitive economy in the world capable of sustainable

growth, with more and better jobs and greater social cohesion through the development and promotion of a comprehensive lifelong learning strategy" (Commission of the European Union, 2000a). As a result the Commission organized a number of policy input seminars, the results of which were published in a 'Memorandum on Lifelong Learning for Active Citizenship in a Europe of Knowledge' (Commission of the European Union, 2000b), in December, 2000. It boldly states "Lifelong learning is no longer just one aspect of education and training; it must become the guiding principle for provision and participation across the full continuum of learning contexts. The coming decade must see the implementation of this vision. All those living in Europe, without exception, should have equal opportunities to adjust to the demands of social and economic change and to participate actively in the shaping of Europe's future". The memorandum went on to recommend five community-related objectives which are broadly paraphrased as:

- **provide lifelong learning opportunities as close to learners as possible**, in their own communities and supported through ICT-based facilities wherever appropriate.
- **to build an inclusive society which offers equal opportunities for access to quality** learning throughout life to all people, and in which education and training provision is based first and foremost on the needs and demands of individuals;
- **to adjust the ways in which education and training is provided**, and how paid working life is organized, so that people can participate in learning throughout their lives and can plan for themselves how they combine learning, working and family life;
- **to achieve higher overall levels of education and qualification** in all sectors, to ensure high-quality provision of education and training, and at the same time to ensure that people's knowledge and skills match the changing demands of jobs and occupations, workplace organization and working methods;
- **to encourage and equip people to participate more actively** once more in all spheres of modern public life, especially in social and political life at all levels of the community, including at European level

Such high ideals both mirror and update the recommendations of the Faure Commission some 30 years later.

However, even in a new millennium, and despite this plethora of animated vigour and the unanswerable case for lifelong learning, the debate still lies largely in the hands of the academic educationists and politicians. The message that lifelong is 'lifelong' (from cradle to grave), that learning is 'learning' (and learner-focused), and that it is for everybody, has not yet reached the vast majority of people targeted as the new generation of learners. Even for the vast majority of teachers in the schools, lifelong learning is as remote a concept as was the idea of universal education to 18th century society. Martin and Norman identify the reason for this in 'The Computerised Society' (Martin & Norman, 1970). In describing the impact of new systems and approaches they say:

> "We need new laws, new education, new attitudes. The danger is that two cultures exist, those that know about, influence and are able to cope with, the implacable growth of computer interference in our lives, and those that ignore its implications. Most sociologists trail along some way behind, not quite knowing what is happening. Behind them come the majority of civil servants, lawyers,

politicians, and last of all, teachers, who are preparing people to live in this new age. They belong to the other of the two cultures…"

There is still much truth in this. What goes for 'computer interference', also goes for lifelong learning, and indeed most significant changes in everyday life. Teachers are often running to catch up with events that have already happened and passed their sell-by date. In the minds of many, learning is not, in the words of the learning principles on the walls of the Rover plants, (Rover Motor Company, 1993), "the most natural human activity". The search for strategies to widen awareness of, and participation in, lifelong learning on a whole community scale has yielded only isolated examples.

Further, it has to be said that the use of pro-active tools to plan individual learning, and support systems to activate it, are not abundantly to be found outside of multinational companies, either for helping people plan their learning load in a lifelong learning society, or for involving the reluctant, the disillusioned, the disaffected learner in a renewal of commitment to learning. The learning revolution is in its early days and there is an increasingly obvious need to supplement individual responsibility with community support.

2. LIFELONG LEARNING AND THE ROLE OF COMMUNITY

Such a survey of developments in the history of lifelong learning must of necessity omit many excellent examples of lifelong learning concept and thought. The field is alive with ideas and ideals, activities and actions, experiences and exemplars, advice and opinions. The emphasis is undoubtedly on the rights of the individual as a learner and the development of individual human potential. But there is an increasing movement to pose the question whether individuals can, by themselves, solve all the problems of learning. National plans are beginning to put an emphasis on the support structures which need to be put in place from the community in order to allow individual learning to flourish. Equally, terms such as 'Team Learning' and 'Organizational Learning' are finding their way into the educational vocabulary.

While, as we have noted, lifelong learning is primarily a response to the complexities of change, culture, and civilization in the modern world, liberating the creativity and spirit of individuals, and thrusting responsibility upon them for their own learning development, there is also a place for the community in this process

Educational history, like many other areas of human activity, also has a habit of moving in cycles. Thus, when we consider the importance of lifelong learning as an individual activity, and the movement towards 'learning societies', 'learning cities' and 'learning communities' – all terms now in common usage – we should not forget the historical precedents. 3500 years ago, for example, in Greece, Plato was describing the theory of 'Dia Viou Paedeia' – the responsibility of every citizen to educate himself and develop his own potential. The use of the masculine gender is authentic but not exclusive, even in Plato's day, though society was rather less democratically structured at that time. The great library of Alexandria was the centre of a 2000 years old experiment in the creation of a 'learning city'. Many Islamic cities, such as Damascus and Jerusalem were, between 900 and 1300 years ago, real learning cities, centres of culture and learning, participated in by most of their citizens, and probably truer learning cities than

anywhere today. Examples of lifelong learning thinking abound in history. For example, in the 16th Century, Jan Komensky suggested, in Pampaedia (Komensky, 1987), that "Every age is destined for learning, nor is a person given other goals in learning than in life itself".

The vogue of the learning city is now returning. In the 1970s, OECD funded a project to create 'Educating Cities' (OECD, 1973). It invited 7 cities from among its member states – Edmonton in Canada; Gothenburg, Vienna, and Edinburgh in Europe; Kakegawa in Japan; Adelaide in Australia; and Pittsburgh in the United States to put education at the forefront of their strategies in order to justify the term 'Educating City.' More recently the term 'Learning City' has become more popular. Liverpool in UK declared itself to be a 'City of Learning' in 1996, and was quickly followed by Southampton, Norwich, Edinburgh, and Birmingham. The UK Learning Cities Network (UK Learning Cities Network, 1998), now numbers some 70 members. Meanwhile, at the European level, the City of Barcelona has led an Association of 'Educating Cities' now reaching 250 members worldwide and, in Australia, most states have established their own learning city networks.

But what is a learning city, and how can it be distinguished from a city or municipality which does not bear this label? The European Commission's TELS (Towards a European Learning Society) project (Longworth, 2000), is one of the most comprehensive studies in this field. Although not the most scientific of studies, it was one of the first projects to isolate 10 domains affecting lifelong learning within a municipality. It surveyed 80 European municipalities from 14 countries by measuring their performance and progress towards becoming 'learning cities, learning towns' and, in some cases, 'learning regions' within those domains. It developed a 'Learning Cities Audit Tool' – in effect an interactive questionnaire to help those completing it to understand more about the concept and its implications. The domains and their sub-domains are shown in Figure 1 on the next page.

Domain	Explanation	Sub-domains
a) **Commitment to a learning city**	The extent to which the city or town has already started to implement plans and strategies which set it out on the path to becoming a learning community, and the thinking it has done to date	Strategies for lifelong learning Organization of lifelong learning City charters for lifelong learning European projects and orientation The city as a learning organization Readiness for learning city
b) **Information and communication**	Ways in which lifelong learning ideas and plans are communicated to a) those responsible for implementing them and b) citizens at large. Including new curriculum development, teacher training, learning centres, use of the media, collection of information on learning requirements, etc.	Information strategies Use of the media Learning literature Marketing of lifelong learning
c) **Partnerships and resources**	The extent to which links between different sectors of the city have been encouraged and enabled, and their effectiveness. Including links between schools, colleges, business and industry, universities, professional associations, special interest groups, local government and other organizations. Includes physical and human resource sharing, knowledge generation, mobilization etc	Partnership types Use for new resources Combining existing resources
d) **Leadership development**	The extent to which lifelong learning leaders have been developed and how. Including community leadership courses, project management, city management, organizational mix.	Existing leaders New leaders Materials development
e) **Social inclusion**	Projects and strategies to include those at present excluded – the mentally and physically handicapped, the unemployed, minorities, women returners, people with learning difficulties, etc.	Barriers to learning Qualifications, standards and assessment Special Programs European national
f**) Environment and citizenship**	Projects to inform and involve citizens in city environmental matters. How the city is informing its citizens of all ages about citizenship and involving them in its practical expression in the city.	Environment awareness and learning - adults and children Environmental involvement Citizenship and democracy
g) **Technology and networks**	Innovative ways in which information and communications technology is used to link organizations and people internally, and with people and organizations in other communities. Includes use of open and distance learning, effective use of networks between all ages for learning and understanding of the Internet.	Distance learning Multimedia and open learning Using Internet and networks Wired city
h) **Wealth creation, employment and employability**	Schemes and projects to improve the creation of both wealth and employment and to give citizens lifetime skills, knowledge and competencies to improve their employment prospects. Includes financial incentives, studies, links with industry, industry links with other communities, etc.	Employment and skills Wealth creation Learning requirements analyses and citizens learning audits Employability initiatives
h) **Mobilisation, participation and the personal development of citizens**	The extent to which contribution is encouraged and enabled. Includes projects to gather and use the knowledge, skills and talents of people and to encourage their use for the common development of the city.	Lifelong learning tools and techniques - personal learning plans, mentoring, study circles, etc. Personal development of citizens Teacher/Counsellor development and training Participation and contribution strategies
j) **Learning events and family involvement -**	Projects, plans and events to increase the credibility, attractiveness, visibility and incidence of learning among citizens individually and in families. Includes learning festivals, booklet generation, celebrations of learning, learning competitions, recognition events, etc.	Learning celebrations – festivals, fairs etc. Learning recognition and rewards Family learning strategies

Figure 1. The TELS Learning Cities indicators

Some of these categories also provide indicators for new initiatives. The way in which information is presented (item b) is indeed important if the reluctant learner is to be attracted back into the fold. Leaders (item d) do need to be developed to help this process and, contribution, celebration and family involvement (items j and h) are significant keys to success, as well as being important features of active citizenship.

The overall results of this seminal project give a variety of insights into the state of the learning city art.

- Of the 80 cities only 19 had declared themselves to be learning cities, while another 10 had the intention to do so soon, probably as a result of TELS. Similarly 14 cities had published lifelong learning strategies while another 20 had a strategy in process. This leaves 46 which had not given it much thought.
- Only 9 cities employ a person to drive the lifelong learning thrust there. Of these 7 were from the UK.
- Articles on lifelong learning have appeared in the local press in 30 cities. However very little use is made of other media opportunities such as local television and radio.
- While 42 cities have twinning relationships with other cities, lifelong learning plays a part in only 10 of these.
- According to the cities, the major barriers to learning were all family and background related – low-self-esteem, low aspiration, and poor family learning culture.
- Skills surveys are carried out in 16 cities, resulting in new courses in 9 of them. However business and industry receives encouragement to bring itself up to date in most cities.

Many more items of interesting new knowledge can be gained from the TELS data. However, one overall statement can be easily made, and that is that Europe has an extremely long way to go before it can be said to have a learning society. While there are pockets of good practice in several countries, and some excellent case studies of cities and towns well on the way to becoming "learning cities and towns" within the definitions chosen in the Learning Cities Audit Tool, the overwhelming impression is one of municipalities right at the beginning of this process. This is probably true in all countries of the world, but the important thing is that a strong movement to understand more of what constitutes a learning city is reaching a wider constituency. It will be an interesting exercise to compare the results from Europe with those from the study of learning cities currently being undertaken by the Australian National Training Agency.

The TELS project was the major advisor to the European Commission on the local and regional dimension of lifelong learning. The resulting European Memorandum on Lifelong Learning (Commission of the European Union, 2000b), suggests that,

> "Regional and local levels of governance have become increasingly influential in recent years in line with intensified demand for decision-making and services 'close to the ground'. The provision of education and training is one of the policy areas destined to be part of this trend – for most people, from childhood through to old age, learning happens locally…"

The EC recommends 'Active Citizenship' as the predominant role of European citizens in the 21st century – surely a term which could equally apply to the philosophies of many individual communities. Strategies to mobilize citizens to participate in the life of the city, contribute to its development and give of their talents, experiences and expertise will certainly figure highly in any learning city's plans for the future.

However, the learning city is undoubtedly a geographical entity. Longworth describes it as:

> "a city, town, village or region which harnesses and integrates its economic, political, educational, cultural and environmental structures toward developing the talents and human potential of all its citizens…..It provides both a structural and a mental framework which allows its citizens to understand and react positively to change" (Longworth, 1999).

The term 'learning community' is also often used to describe a place where learning is at the forefront of activities. But there is some confusion. The UK Department for Education and Employment tries to make a distinction between a learning city and a learning community in its handbook entitled, 'Learning Communities: A guide to assessing practice and progress' (DFEE, 1995). Figure 2 below encapsulates its thinking.

Differences between learning communities and learning cities	
learning communities	**learning cities**
Organic in nature – grow from within.	Extraneous in nature – link existing organizations and add new structures.
Grassroots approach – demands the participation of people from all sectors of the community with 'filter up' effects on the community as a whole.	Focused primarily on the IT/Telecommunications sector, with 'filter down' effects on the rest of the community.
Inclusive – brings together social, recreational, economic, spiritual, health, education, and more sectors.	Exclusive – as above.
Cooperative – keen to work with other communities to share ideas, best practices, etc.	Competitive – focus is to attract business and industry, and generate jobs for own community over others.

Figure 2. DFEE differences between learning communities and learning cities

This demonstrates the difficulty with definitions. In North America, what DFEE regards as a learning city would be termed a 'smart city', a movement based on vastly increasing the amount of technology and the city's use of it. Industry Canada describes it thus:

> "Smart Communities are communities with a vision of the future that involves the use of information and communication technologies in new and innovative ways to empower their residents, institutions, and region as a whole. Communities that pursue a Smart agenda should transform their social, economic, and cultural processes…mostly in the areas of, but not limited to, health and medicine, telework and telecommuting."

But 'learning communities' also exist in another guise, as for example in a religious sect, a special interest group of people with a common passion or a uniformed group such as scouts or guides. The Ismaili Islamic Community in Portugal, France, and UK, for example, initiated a learning community project as a pilot research study in the year

2000 to give all community members a means of responding to the new world of continuous learning – that is to make it into one of the foremost learning communities in the world through the development, and sharing, of their talents, skills, values, and knowledge. All participants were volunteers, contributing a considerable amount of their own time and expense to the project.

The overall objective was to design, develop and apply lifelong learning tools by which willing learners could learn more effectively – from others and from each other – and also to engender the self-understanding and self-belief which would inspire those who are less committed to learning to appreciate its value and pleasures. In effect, to develop an interactive and interacting community of learners in the community. Thus 'learning requirements audits' and 'personal learning action plans' were modified for community use in order to enable people both to take stock of their own learning requirements and to take action to satisfy them. Both these tools are carefully worded, encouraging participants to enter into considerable personal analysis of their learning history, needs, opinions, desires, and intentions, culminating in the construction of a plan to identify mentors, available time, locations, learning methods, styles, priorities, and topics. The focus was on the development of rounded individuals and therefore covered personal development, leisure-time, family, the community, as well as work and career. Some of the results as reported by Longworth and Ahmed (Ahmed & Longworth, 2001), are interesting.

- More than half those who started the process are now involved in learning; taking a wide range of courses they would not otherwise have considered. There were good success stories among unemployed and lower qualified people who found a renewed commitment to learning.
- The project produced new mentors and learning counsellors from within the community to support future developments.
- Although many of the participants and leaders had not even heard of lifelong learning before the project started, by its end the majority of them considered it to be crucial to the development of the community.
- The learning requirements audit was perceived to be useful for unlocking self-imposed barriers to the value of learning, often as a result of insensitive schools systems and teachers. Many people gained valuable insights into their personal situation, and a renewed determination to do something about it.
- In general it was found that the more educated the participant and the narrower his or her ultimate focus (e.g., use only for career enhancement), the lower the need for a lengthy audit. Also, perhaps surprisingly, the more educated the participant, the more difficult was the process of self-analysis.

Projects such as this owe their provenance to the work done in 'learning organizations', a frequently used term in business and industry. In theory it describes a community of people with a common aim, though more often than not, that aim is an economic one and the 'learning organization' is a company. Jack Horgan, then director of the European Commission's Eurotecnet Program (Horgan, 1995), described it thus:

> "A Learning Organization is one which has a vision of tomorrow, seeing the people who make up the organization not simply being trained and developed to meet the organization's ends in a limiting and prescriptive manner, but for a more expanded role."

Thus, business gain may be the main reason to become a learning organization; but the means to achieve that gain is through the development of the human potential in the workforce. And the way in which that potential is developed entails a different mind-set from the traditional way in which industry is run. Gone in many modern organizations is the executive suite, with its perks for senior managers and directors. Gone is a large proportion of middle management, who were seen to be getting in the way of productivity. Hierarchies are flat. Into the vacuum thus created comes the quality culture driven by customer orientation, just-in-time ordering and decision-making at the most appropriate point by the most appropriate people. Line managers consult the workforce and bring them into the decision-making process. Team learning is the new panacea.

This of course engenders an urgent requirement for learning, so that the new decision-makers can make informed judgements and increase their knowledge of production processes, marketing imperatives, quality requirements, and international differences. In the learning organization, everybody from the managing director to the janitor learns. Companies use learning audits to measure the learning requirements for all their workforce. Mentoring is a frequently used tool for increasing motivation. Managers become coaches or 'learning counsellors', developing 'personal development files' and advising on 'personal learning plans', and armed with an array of incentives to encourage people to get into the learning habit. John Berkeley, former Education and Careers Manager of the Rover group (Insights, 1997), states"

> "Today managers serve primarily as facilitators, coaches, mentors and motivators empowering the real experts who are the associates (members of the workforce). Managers and employees all work together as a potent force for continuous improvement in both quality and productivity."

Most major car manufacturers, for example, offer sums of money to entice their employees to take education even if it has nothing to do with the company's activities or purpose (Ford Motor Company, 1989). This is not Quaker philanthropy as in the days of William Hesketh Lever and the Cadbury family. Rather it is a recognition the fostering of the habit of learning is one of the impacts on the bottom line. But a learning organization need not be a company. Indeed ELLI's ten characteristics (European Lifelong Learning Initiative, 1994), shown in Figure 3 below, specify that it can be a company, a professional association, a university, a school, a city, a nation, or any group of people, large or small, with a need and a desire to improve performance through learning.

10 Indicators of a learning organization
1. A learning organization can be a company, a professional association, a university, a school, a city, a nation or any group of people, large or small, with a need and a desire to improve performance through learning.
2. A learning organization invests in its own future through the education and training of all its people.
3. A learning organization creates opportunities for, and encourages, all its people in all its functions to fulfil their human potential, **- as employees, members, professionals or students of the organization;**

- as ambassadors of the organization to its customers, clients, audiences and suppliers; **- as citizens of the wider society in which the organization exists;** **- as human beings with the need to realize their own capabilities.**
4. A learning organization shares its vision of tomorrow with its people and stimulates them to challenge it, to change it and to contribute to it.
5. A learning organization integrates work and learning and inspires all its people to seek quality, excellence and continuous improvement in both.
6. A learning organization mobilizes all its human talent by putting the emphasis on *learning* and planning its education and training activities accordingly.
7. A learning organization empowers ALL its people to broaden their horizons in harmony with their own preferred learning styles.
8. A learning organization applies up to date open and distance delivery technologies appropriately to create broader and more varied learning opportunities.
9. A learning organization responds proactively to the wider needs of the environment and the society in which it operates, and encourages its people to do likewise.
10. A learning organization learns and relearns constantly in order to remain innovative, inventive, invigorating, and in business.

Figure 3. Characteristics of a Learning Organization (source: European Lifelong Learning Initiative, 1994).

Learning organizations are driven by the imperative to survive in a competitive and often hostile world. They have a "desire to improve performance through learning". They "invest in their own future" by so doing. They need to "learn and relearn constantly in order to remain innovative, inventive, invigorating and in business" (European Lifelong Learning Initiative, 1994). How many of us in academia can confess to working for organizations in which flexibility, adaptability, and change are implemented as part of the corporate vision?

But, that aside, here again we see affinities to the needs of many communities and indeed the term 'learning organization' is beginning to be applied to the administration of a city. Lars Franson, Chief Education Officer of Goteborg, in a paper to the Southampton conference on Learning Cities in 1998 (Franson, 1998), described a scheme in that city to retrain its administrative staff in order to make them more employable in the wider society. He remarks that this exercise gave insights into the "City as a Learning Organization", a greater transparency of the interdependence and interlocking nature of city institutions, and the relationship of this with its citizens. It is a concept not normally used in this context and is worthy of further exploration.

To add another semantic complication, the 'learning society' is another all-embracing term often used to describe the concept of a learning commonwealth within a nation, a city or, as in TELS, a whole continent. Here we may be on firmer ground. The European Round Table of Industrialists (Cochinaux & DeWoot, 1995), representative of Europe's 42 largest companies, points out that we are moving towards a learning society to parallel the information or knowledge society, and that one cannot, or should not, exist

without the other. It points out that not just economies have changed : “fragmentation of the traditional family group and of family values produces a fundamental reorganization of cultures, social habits, beliefs and values”. 'Education', it says, 'is about learning, not being taught', and calls upon industrialists to 'take an active part' in creating the learning society accompanied by supportive action from European Government. Its definition of a learning society is shown in Figure 4 below.

Ten Characteristics of a Learning Society

A learning society would be one in which:
1. learning is accepted as a continuing activity throughout life;
2. learners take responsibility for their own progress;
3. assessment confirms progress rather than brands failure;
4. capability, personal and shared values, team-working are recognized equally with the pursuit of knowledge;
5. learning is a partnership between students, parents, teachers, employers and the community, who all work together to improve performance.

Five additional principles to have been added by the European Lifelong Learning Initiative (ELLI, 1996).

6. everyone accepts some responsibility for the learning of others;
7. men, women, the disabled and minority groups have equal access to learning opportunities;
8. learning is seen as creative, rewarding and enjoyable;
9. learning is outward-looking, mind-opening and promotes tolerance, respect and understanding of other cultures, creeds, races and traditions;
10. learning is frequently celebrated individually, in families, in the community and in the wider world.

Figure 4. Some definitions of a learning society (ELLI, 1996).

Such interest from a powerful industrialist body emphasises the importance now being given to lifelong learning by many sectors of society and brings us to examine the role of the stakeholders in a learning city.

3. STAKEHOLDERS IN THE LEARNING CITY, TOWN AND REGION

Again such a survey of the collective terms used to describe a learning community omits many good examples. But a community is it itself a collective term. It embraces a large variety of organizations, institutions and people, all of which contribute, in smaller or greater measure, to its existence and development. In the old education and training speak, a learning community would bring together those organizations connected in some way to the traditional education process – schools, higher education, adult education, etc.

i) Formal, informal and non-formal learning

However, lifelong learning, recognizing the value of informal and non-formal, as well as formal, learning, expands those horizons considerably. The EC Memorandum (Commission of the European Union, 2000b), defines these three as follows.

- Formal learning takes place in education and training institutions, leading to recognized diplomas and qualifications.
- Non-formal learning takes place alongside the mainstream systems of education and training and does not typically lead to formalized certificates. Non-formal learning may be provided in the workplace and through the activities of civil society organizations and groups (such as in youth organizations, trades unions and political parties). It can also be provided through organizations or services that have been set up to complement formal systems (such as arts, music and sports classes or private tutoring to prepare for examinations).
- Informal learning is a natural accompaniment to everyday life. Unlike formal and non-formal learning, informal learning is not necessarily intentional learning, and so may well not be recognized even by individuals themselves as contributing to their knowledge and skills.

Until now, it says, formal learning has dominated policy thinking, shaping the ways in which education and training are provided and colouring people's understandings of what counts as learning. The continuum of lifelong learning brings non-formal and informal learning more fully into the picture. Non-formal learning, by definition, stands outside schools, colleges, training centres and universities. It is not usually seen as 'real' learning, and nor do its outcomes have much currency value on the labour market. Non-formal learning is therefore typically undervalued.

But informal learning is likely to be missed out of the picture altogether, although it is the oldest form of learning and remains the mainstay of early childhood learning. The fact that microcomputer technology has established itself in homes before it has done so in schools underlines the importance of informal learning. Informal contexts provide an enormous learning reservoir and could be an important source of innovation for teaching and learning methods.

This wider perception brings new organizations into the learning spectrum. It includes those organizations in the voluntary sector which play a valuable part in the development of citizens. It acknowledges that many parts of society are involved in the learning process and in helping to develop lifelong learning perceptions. It appreciates the contribution of the social services and cultural departments to the holistic symbiosis that exists within a true learning community. Figure 5 below demonstrates that phenomenon.

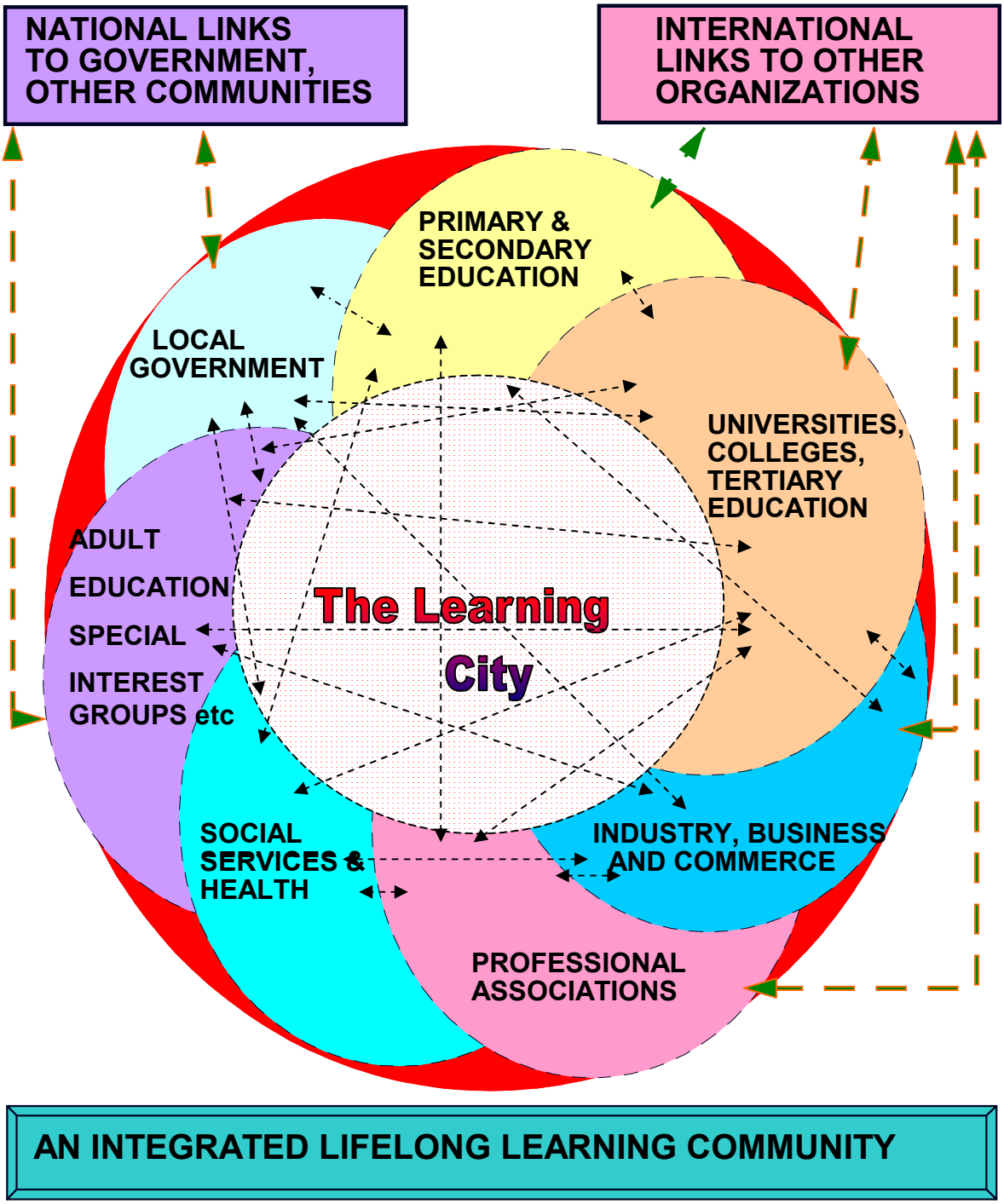

Figure 5. (some) stakeholders in the learning community (source: Learning Cities for a Learning Century; Longworth, 1999).

But even Figure 5 cannot express the multiplicity of organizations and people which together constitute a living breathing learning community. Nor does the term 'lifelong' learning always express the concept adequately. It draws attention to time: learning throughout life, either continuously or periodically. The EC memorandum also uses the term 'lifewide' learning. It elucidates the spread of learning, which can take place across the full range of our lives at any one stage in our lives. It complements formal, non-formal and informal learning and reminds us that useful and enjoyable learning can

and does take place in the family, in leisure time, in community life, and in daily worklife.

ii) The school in the learning city

Each of the stakeholders has its own roles, responsibilities and contributions, both jointly and severally, to the development of the learning community and it is in defining and implementing these that we can begin to change concept into action. For example, Figure 6 shows a list of indicators of the lifelong learning approach which a school might convert into an action plan for the future.

TEN INDICATORS OF A LIFELONG LEARNING SCHOOL	
1. Strategy for development	**Schedules a written organizational strategy, available to all, for developing the full human potential of each student and staff member.**
2. Community involvement	**Creates new resources for the school by harnessing the skills, talents and knowledge of governors, parents, and everyone in the community to develop new learning opportunities and to implement school strategies.**
3. High standards	**Helps both students and staff to maintain a culture of quality and respect for high standards in everything it does through continuous improvement programs.**
4. Organization of curriculum	**Optimizes opportunities for children to manage change throughout their lives through a curriculum based on knowledge, the enhancement of personal skills, and the acceptance of lifelong values.**
5. Ownership of learning	**Opens up the ownership of lifelong learning values and attitudes to all its children and staff through involvement, guidance, and the use of personal learning plans, guides and mentors.**
6. Linking vision and practice	**Looks outward to the world, contributing to the community in which it exists, and promoting a sense of toleration, justice and understanding of different races, creeds and cultures in all children.**
7. Technology focus	**Taps the motivational power of modern information and communications technologies for teaching across all disciplines, including the use of networks.**
8. Involvement of the family	**Involves the family in the life of the school through increased home-school cooperation.**

9. Motivation	**Motivates all people connected with the school to celebrate learning frequently as a desirable, permanent, and enjoyable habit.**
10. Extra-curricular activities	**Enhances self-esteem, confidence, creativity, and the cultural vision of staff and children through a wide range of extra-curricular activities.**

Figure 6. Indicators of a lifelong learning school (source: International handbook on lifelong learning; Longworth, 2001).

Though only 10 indicators are defined here, each gives rise to several actions. Number 7 for example, opens up the several worlds of distance education, multimedia learning, and the use of electronic networks in its many facets – collaborative curricula, cultural appreciation, using and developing databases and the internet, language enhancement through international contact, word-processing, spreadsheets, and a host more. Number 2 opens up the world of partnerships, new resources from the community, and the role of the teacher as a manager of the vast number of organizational, community, and people resources available to every school.

Many schools are already on the way to implementing these. Mawson Lakes School, North of Adelaide, for example, describes itself at the school entrance as a "lifelong learning" school. It draws fully upon the expertise it can obtain from the further education institution next door, from business and industry in the surrounding area and the considerable experience of its parents to individualize and humanize as far as possible the learning tasks of its students. One is likely to see a grandmother or a former school dropout in the classroom, as well as a child by itself in the next room learning Indonesian from the television set in preparation for a session with a tutor from the local factory. In its business plan it sets as its guiding principles the following.

- The needs of the community in which the services operate will guide the organization and delivery of these services.
- The services we deliver will be coordinated and integrated into a cohesive structure that is able to demonstrate how each service component contributes to the learning continuum for every child.
- The operation and delivery of the services will operate within a framework that reflects world's best practice in meeting children's developmental and learning needs.
- Management of the integrated services will recognize and respect the regulatory requirements and licensing standards that apply to individual service components (Puecker, 2001).

The Mankaa School in Espoo, Finland operates a similar philosophy, and indeed the two schools are linked in an innovative project to develop a learning module on governance using net-based learning techniques (see Pallace project below).

iii) The university in the learning city

The schools sector is just one of the stakeholders in a learning city. Figure 7 might point the way for internal and external changes in higher education institutions

THE NEW LIFELONG LEARNING UNIVERSITY - AT THE HEART OF THE COMMUNITY
New entry qualifications to widen range of students and new approaches to teaching to allow for this.
A vastly increasing number of maturer students from wider backgrounds.
Increasing reliance on continuing education and joint teaching and research partnerships with industry as a source of finance.
A new emphasis on quality and continuous improvement programs for staff and in teaching, research and administration.
A more innovative approach to the use of education technology, networks and open or distance learning in teaching and research.
Strategies to provide leadership to the learning community in which it resides.
New opportunities for research into how people learn and more focus on learners.
Greater internationalization of research and teaching activities through networks, etc.
More efficient internal administration and use of human resources.
Strategies to turn the university into a genuine learning organization.
New ideas on accreditation, qualifications and standards – examinations as non-failure oriented learning opportunities to measure an individual's progress.
Greater accountability and more effective decision making and administration.
Promotional, marketing and educational programs reaching out into the community to teach and learn.

Figure 7. The Lifelong Learning University (source: international handbook on lifelong learning; Longworth, 2001).

Australian universities in particular have recognised the advantages of the lifelong learning approach since the publication of Philip Candy's study in 1993 (Candy, Crebert, & O'Leary, 1994). In this he stated,

> "All undergraduate degrees in Australia should aim to have at their hearts, the development of some Lifelong Learning competencies.....one of the hallmarks of the Lifelong Learner is the ability to take control of one's own learning, and I believe that these skills should be intentionally and progressively developed throughout the undergraduate experience so that, by graduation, the students have had experience of setting goals, researching topics and generally learning on their own."

In ELLI's "Action Agenda for Lifelong Learning for the 21st century", it is remarked that "universities should treat the whole community as comprising past, present or future students" (Ball & Stewart, 1995). Longworth (Longworth, 1999) believes that this would mean,

> "Instead of an institution for educating an elite of highly intelligent undergraduates and researchers, it becomes a universal university, open to all irrespective of background, of qualification, of age, of subject. To create the sort of society in which learning is natural and pervasive, that is the way the traditional university must go. Thus the mission of the university as place which adopts a leadership role in the local community, serving it and involving its citizens in the research it carries out, would see the community as a huge learning research laboratory. It would act as a conduit to the rest of the world through its national and international dimensions and contacts, importing and exporting new knowledge and ideas from and to it. By involving the people it would disseminate valuable knowledge, understanding and insights to the whole community. It would demand wise leadership."

The proceedings of the 1999 UNESCO Conference on the Future of Higher Education to decide directions and principles for the 21st century echo this idea as a basic tenet. "The universality of higher education implies universal access for all those who have the abilitv and motivation (access and merit) and suitable preparation at every stage in life" (Enrich, 1985) it says, and goes on to propose other universalities, including:

> a. "The universalitv of higher education implies the use of varied forms of intervention in order to meet the educational needs of all at all stages of life."

By this is meant that universities are a crucial part of a system of continuing education and training. Lifelong learning adjusts to the individual characteristics and circumstances. The facilities they can provide include modifying its approach to individual needs – part-time courses, linked work and training, distance learning, modular courses, virtual delivery methods, and the decentralization of training groups. If universities exist to serve individuals, they have to be prepared to take risks, try out new systems and processes, and make full use of the potential of new technology and distance learning.

> b. "The universality of higher education implies that its function is not only to train but also to educate."

This implies that universities have a mission to create the conditions for learning in the longer term. It includes education for personal development and the way in which individuals ac contribute to social and economic development as citizens of a city, region, or country. This contribution extends to the development of human potential in all its aspects.

> c. "The universality of higher education implies that its functions include vigilance and consciousness-raising."

Universities can make their intellectual resources and independence of thought available to increase debate about, and consciousness of, the many social issues arising in the

community, nationally and globally. Paramount among these are those which affect the future of society and are most likely to build a better and more sustainable development.

> d. "The universality of higher education implies that it should have a guiding ethical role at a time when there is a crisis of values."

This signifies several things, including the preservation of human rights. While these are fundamentally sacrosanct, at the same time they have to be placed in the context of history and the times in which universities operate. Globalization is a fact of the late 20th century, as is the triumph of capitalism. But there is still a need for a set of universal values in which, in the words of the document, "the universal 'We' takes precedence over 'I', in which science and technology are employed for the benefit of all humanity and not in the selfish interests of various powerful parties." Such a role begins in the higher education institutions themselves, in their method of organization and in the relationship they build up with the communities in which they operate.

> e. "The universality of higher education implies that it must develop a management method based on the dual principle of responsible autonomy and transparent accountability."

Higher Education has tended to cultivate an ivory tower image to those who do not know it. While the universal university needs to ensure the principle of academic freedom in a free society, it also needs develop new relationships with local and national political authorities which may be responsible for proposing development projects. But academic freedom demands academic responsibility and visible accountability. The involvement of the community in its management and its projects would go a long way to dispelling the mistrust, envy and uncertainty surrounding its activities.

In these five universality principles one sees the recognition that higher education has definite stakeholder roles and responsibilities within the community in which it is situated. Indeed, properly implemented, they would put the university in the key position of leadership, using its considerable intellectual muscle to develop the learning city culturally, socially, environmentally, politically and, ultimately, economically.

iv) The workplace in a lifelong learning world

> "Industry will not solve its competence or competitivity problems by taking only the short-term view. Companies must think strategically and accept some responsibility for developing and providing Lifelong Learning opportunities." Recommendation of European Round Table of Industrialists (ERT, 1995).

If, as has been suggested earlier, one of the major rationales for establishing a learning community is economic growth and the maintenance of both employment and employability, then business and industry also has a key part to play – and not only in relationship to its own interests. Indeed there are many examples of initiatives taken by both large and small companies in supporting the educational development of whole communities. 'Adopt-a-school' schemes, in which a company lends, among other things, its expertise to the updating of curricula, the provision of pastoral support through mentoring and the sharing of facilities, have flourished in the USA. There are

also many fine examples of corporate social responsibility initiatives where a company will assist a community to establish a technology park in which schools, industry, universities, and educational NGOs interact. Learning Cities for a Learning Century (Longworth, 1999), describes several such activities in UK (Cleveland), Sweden, Goteborg and the Vienne District of France, while the benefits of schools and industry twinning are evidenced in the IBM-Woodberry Down 'twinning' scheme outlined in Lifelong Learning (1996). Public and private partnerships with a learning focus are increasing in many parts of the developed world. The lend-lease company, for example, is using the expertise it developed in the USA to help incorporate lifelong learning principles into the design of new communities near to Brisbane, Melbourne and Adelaide. This search for a win-win situation in which both sectors gain is an essential part of the PALLACE project described at the end of this paper.

Very little of this is industrial altruism – rather it is enlightened self-interest on the part of companies investing in their own future survival. Successful industry has a need to constantly train, retrain and redeploy most of its personnel in all areas and at all levels, including management and personal development, communications, technical, instructional and teaching skills, manufacturing, research and development, marketing etc. In so doing it invests heavily in education. A survey of multinational companies as long ago as 1983 came to the conclusion that, in the USA, corporate classrooms collectively invest more heavily in education and training than the public education sectors. (Enrich, 1985). In addition the concept of the educational audit, a variation of the learning community project described in part 2 above, is increasingly being applied and increasingly finding new horizons beyond work-related topics. 'Skill Europe' (Longworth, 1996), for example, was a project to use learning providers to discover the learning needs of all employees in an SME and then to link with the education resources in the region in order to satisfy them.

It is therefore not perhaps surprising that much of the push for a greater understanding of how people learn and the introduction of modern information and communications technology into educational design, development and delivery has come from industry, which sees the development of human potential as the sine qua non of business survival through learning organizations. In the past, many large companies have met most of this need internally. However, such are the pressures on companies that they are beginning to realize that they can no longer afford to expand their education and training functions, even through the constant search for educational cost-effectiveness by a heavy use of information technology. Increasingly, industry is looking to 'out-source' many of its courses, and to reduce its education staff. The multinationals are setting the trend, followed by the small and medium sized companies.

'Smart cities' are one result of this interaction between industry and community. In some North American cities, new technological resources, undreamed of in the past, are being poured into companies, schools, universities, and homes to stimulate the development of human resource at all levels. They are not always wisely used, and there is often a naïve appreciation, by both technologists and educationists alike, of how such tools can be properly applied to improve the human condition – the past is littered with failed experiments in which it was assumed that computers were sophisticated page-turners and that the didactic presentation of content and information equals learning. The 180 degree shift from teaching to learning is not an easy concept to adapt to. But the future offers even more powerful and exciting tools and techniques for education

and training through flexible multi-media software combining graphics, text, sound, motion picture and access to external databases and networks which was the educational developer's dream only a few decades ago, and through the innovative use of communications networks for creating interactive educational experiences.

For many companies, therefore, it is in their own interests to be at the heart of, and to work with, the community in which they reside and to be proactive in so doing. A charter for the learning workplace of the 21st Century might look like that shown in Figure 8 below.

A company learning charter
We recognize the crucial importance of learning as the major driving force for the future prosperity of the company, the well-being of our employees and the creation of a stable society in which we can grow.
We declare that we will invest in lifelong learning within our company by:
1. Developing productive partnerships with the outside community for optimizing and sharing resources, and increasing learning opportunities for all.
2. Discovering the learning requirements of every employee for personal growth, career development and family well-being.
3. Working with learning providers in and out of the company to supply learning geared to the needs of each employee where, when, how and by whom it is required, lifelong.
4. Stimulating demand for learning through innovative communication strategies, learning audits and the effective use of the management system.
5. Supporting the supply of learning by providing modern learning guidance and counseling services and enabling the effective use of new learning technologies.
6. Motivating all employees to contribute their own talents, skills, knowledge and energy to support the learning of others and to care for the environment.
7. Promoting wealth creation through intrapreneur development and the establishment of the company as a learning organization.
8. Activating outward-looking programs to enable employees to work harmoniously with people of all races, creeds and abilities.
9. Contributing both finance and expertise to the community in which we live and supporting its growth as a caring, active, and creative community.
10. Recognising the power of learning through events to celebrate and reward learning achievement in employees and their families.

Figure 8. A lifelong learning charter for business and industry (developed for this paper.)

v) Other stakeholders

We have examined the roles and contributions of three of the most important stakeholders in a learning community. It is evident that a background paper such as this cannot adequately include descriptions of the many other sectors with their own stake in its development, especially since such a community involves many more than the traditional learning providers. It would extend the length beyond all reasonable proportion. It is proposed therefore to complete it with a number of diagrams encapsulating the suggested roles of other key sectors in the hope that this will stimulate discussion, and then to finish by taking a brief look at the opportunities afforded by linking learning cities on a global scale.

vi) The role of national government

> "The productivity of an economy is dependent on the productivity of Education and Training. Higher Productivity will also require better management of Education systems and institutions." IRDAC report on Skills Shortages in Europe (xx).

Government, of course, has a crucial role in the development of lifelong learning, and increasingly is becoming ready to acknowledge this. Ministerial meetings of the Council of Europe, of the OECD and of other high-level international forums are increasingly paying attention to lifelong learning as a means of solving unemployment problems, promoting national competitivity, giving purpose to education and training, and other panaceas. The interesting new dimension is that these are not only Ministers of Education, who might be expected to support such positions, but also Ministers of Finance, Employment and Industry.

Through its economic and political power, government is the enabler of lifelong learning programs, values, and attitudes. It has the ability to define targets, to support worthwhile initiatives, to change systems, to influence developments, to turn ideas into action. Where national government can provide encouragement and establish the means of disseminating good practice, local government can initiate new projects to make lifelong learning work in the regions. Radical measures would include tax incentives, investment grants in for example new technologies and ministerial committees with the remit to produce plans and to implement them.

The prime example of the latter is Japan, which has been increasingly investing in lifelong learning over 25 years. Here, each ministry produces an annually updatable lifelong learning programs (Okamoto, 1994). And these programs are implemented, in all regions of the country. Each age and interest group is represented - there are for example more than 165 lifelong learning programs for senior citizens. Lifelong towns and villages have proliferated, lifelong learning festivals are held annually and many people keep a personal lifelong learning record of their lives, often related at family parties every ten years. The results in Japan are impressive in both human and economic terms. Naturally, not all cultures are as tightly knit as the Japanese and many activities there would be untransferable to other cultures – but there are many from which the

more backward countries can learn and much work to be done in every country to adapt and insert lifelong learning ideas and concepts into national cultural contexts. Figure 9 below suggests several roles of government.

1. Generates a national task force or steering group to examine how lifelong learning can be implemented.
2. Organizes the development and delivery of courses, seminars and workshops on lifelong learning to civil servants and key implementers in national and local government and the professional associations.
3. Vitalizes the public acceptance of learning as a desirable and pleasurable activity through promotional campaigns such as television advertising, newspaper advertising, billboards, learning tv programs, film and video, mass distribution of leaflets, etc.
4. Encourages communities (cities, towns, regions, etc.) to set themselves up as 'learning communities', and develops guidelines on how all citizens can be empowered to share knowledge, expertise, values, skills and talents for the benefit of the whole community.
5. Restructures the financing of learning through integrated budgets, the use of electronic tools and techniques for open and distance learning and resource sharing, including human resource.
6. Negotiates Green, and eventually White, Papers outlining agreed policy and action in lifelong learning over a relatively long period of time.
7. Motivates people through the development of new assessment and accreditation systems which reward learning positively however it has taken place, and which encourage further learning.
8. Enlists the help of industry through discussions with CBI and companies about improving the image of learning among the workforce and strategies for improving lifelong learning awareness.
9. Nourishes international co-operation and encourages the transfer of ideas, concepts and actions between nations.
10. Transforms educational and social systems through strategies and policies which cascade quickly through the normal channels of communication to those who will be responsible for implementing them in the field.
11. Promotes lifelong learning through proactive national and regional marketing strategies.
12. Organizes a program of learning festivals which bring learning to the people (as in Japan).
13. Lubricates the development of all types of organization into 'learning organizations' through a system of benchmarks, exemplar practices, and reward systems.
14. Initiates a 'learner's charter' which sets out every citizen's entitlement to learning.
15. Commission reports on lifelong learning strategies in specific fields e.g., the use of information and communications technology, new learning methods, personal learning styles, quality in schools, etc.
16. Influences people into learning through personal learning plans, guides, mentoring, the development of learning counsellors and learning leaders.
17. Establishes lifelong learning research centres in universities or other non-partisan public research bodies.

18. Stimulates and supports international efforts to create lifelong learning at a global level.

Figure 9. The role of national government in creating a learning society (Source: The New Europe; Longworth, 2000).

vii) A charter for local government

Some European municipalities have developed a learning charter outlining their commitment to lifelong learning and describing how the city intends to implement its concepts. Figure 10 is an example developed by ELLI for Southampton and Espoo.

The ELLIcities Charter for Learning Cities

WE RECOGNISE THE CRUCIAL IMPORTANCE OF LEARNING AS THE MAJOR DRIVING FORCE FOR THE FUTURE PROSPERITY, STABILITY AND WELL-BEING OF OUR CITIZENS.

We declare that we will invest in lifelong learning within our community by:

1. DEVELOPING PRODUCTIVE PARTNERSHIPS BETWEEN ALL SECTORS OF THE CITY FOR OPTIMISING AND SHARING RESOURCES, AND INCREASING LEARNING OPPORTUNITIES FOR ALL.

2. DISCOVERING THE LEARNING REQUIREMENTS OF EVERY CITIZEN FOR PERSONAL GROWTH, CAREER DEVELOPMENT AND FAMILY WELL-BEING.

3. ENERGISING LEARNING PROVIDERS TO SUPPLY LEARNING GEARED TO THE NEEDS OF EACH LEARNER WHERE, WHEN, HOW AND BY WHOM IT IS REQUIRED, LIFELONG.

4. STIMULATING DEMAND FOR LEARNING THROUGH INNOVATIVE INFORMATION STRATEGIES, PROMOTIONAL EVENTS AND THE EFFECTIVE USE OF THE MEDIA.

5. SUPPORTING THE SUPPLY OF LEARNING BY PROVIDING MODERN LEARNING GUIDANCE SERVICES AND ENABLING THE EFFECTIVE USE OF NEW LEARNING TECHNOLOGIES.

6. MOTIVATING ALL CITIZENS TO CONTRIBUTE THEIR OWN TALENTS, SKILLS, KNOWLEDGE AND ENERGY FOR ENVIRONMENTAL CARE, COMMUNITY ORGANIZATIONS, SCHOOLS AND OTHER PEOPLE.

7. PROMOTING WEALTH CREATION THROUGH ENTREPRENEUR DEVELOPMENT AND ASSISTANCE FOR PUBLIC AND PRIVATE SECTOR ORGANIZATIONS TO BECOME LEARNING ORGANIZATIONS.

8. ACTIVATING OUTWARD-LOOKING PROGRAMS TO ENABLE CITIZENS TO LEARN FROM OTHERS IN THEIR OWN, AND THE GLOBAL, COMMUNITY.

9. COMBATTING EXCLUSION BY CREATIVE PROGRAMS TO INVOLVE THE EXCLUDED IN LEARNING AND THE LIFE OF THE CITY.

10. RECOGNISING THE PLEASURE OF LEARNING THROUGH EVENTS TO CELEBRATE AND REWARD LEARNING ACHIEVEMENT IN ORGANIZATIONS, FAMILIES AND INDIVIDUALS.

On behalf of the City of ..... SEAL

Signed .....
Title.....

Figure 10. The Learning Cities Charter (Source: Making Lifelong Learning Work; Longworth, 1999).

viii) The role of adult education (TAFE)

	Bringing adult education into a lifelong learning world
1.	**APEL – Assessment of Prior Experiential Learning – credit award strategies for life experience.**
2.	**New approaches to teaching for disadvantaged learners and those with learning difficulties – a full focus on needs and demands of the learner and learning support systems.**
3.	**A vastly increasing number of maturer students from wider backgrounds, industry, etc.**
4.	**New access strategies in the community – taking learning to the learner wherever, whenever, however, and from whomever he or she wants it.**
5.	**A more innovative approach to the use of education technology, networks, and open or distance learning in teaching.**
6.	**Professionalisation of staff – continuous improvement programs in both content and teaching practice.**
7.	**More focus on the skills of learning and knowledge of the latest research into how people learn.**
8.	**Greater internationalisation of courses and teaching practice through networks – global links.**
9.	**More partnerships within the community to increase resources and contribute to lifelong learning.**
10	**Making more use of the talents, skills, and knowledge in the community.**
11.	**Promotional, marketing and educational programs reaching out into the community to teach and learn.**
12.	**More staff exchanges with industry, universities, and schools.**
13.	**Strategies to provide leadership to the learning community in which the college resides.**
14.	**Strategies to turn adult education institutions into genuine learning organizations.**
15.	**New ideas on accreditation, qualifications, and standards – examinations as non-failure oriented learning opportunities to measure an individual's progress.**
16.	**Adult education as pre-higher education foundation learning – links with**

	universities.
17.	**Strategies to audit the learning requirements of people in the community and then satisfy them.**
18.	**The use of personal learning plans as tools for giving ownership of learning to the students.**
19.	**Mentoring programs for staff and students to help increase motivation and application.**
20.	**Activities to celebrate learning frequently as a desirable, permanent and enjoyable habit.**
21.	**Posters to present learning as a natural and pleasurable human instinct.**
22.	**Enhancing self-esteem, confidence, creativity, and the cultural vision of students through a wide range of extra-curricular activities.**
23.	**More efficient internal administration and use of human resource.**

Figure 11. Adult education in a lifelong learning world (Longworth, 2001).

All of these attributes are brought into the current new TELS audit of adult education and lifelong learning in Europe. As with the learning audit described above in section 2 the questionnaire includes hints probing the understanding of lifelong learning implications, and asks for opinions, observations, examples, and comment to ensure that this is a lifelong learning, and not an education and training as normal, survey. The audit divides itself into 6 sections as follows:

1. **The commitment already made by the institution to implement lifelong learning.**
   Its journey towards becoming a 'learning organization'; strategies adopted to incorporate lifelong learning principles into administration, courses, and curricula ; the organization of lifelong learning in the institution, committees, budgets, etc; learning charters for students and staff; quality and standards, membership of lifelong learning projects and associations.

2. **Information, communication, and access**
   Promotional activities, literature and marketing – the way in which the image of learning is presented internally and externally as an attractive and pleasurable activity. Modern, innovative strategies for attracting students, keeping them informed, involving them in their studies, and providing facilities for two-way communication. Flexibility and access. Strategies to address the needs and demands of every student and member of staff; delivering and receiving learning wherever, whenever, however and from whoever it is required; the way in which the institution not only keeps its staff and students informed, but also actively provides for their needs.

3. **Partnerships and resources**
   Lifelong learning partnerships with other organizations and their use to attract new students to the institution, enhance awareness of the importance of lifelong learning,

and increase the physical and human resources available to each partner; sharing equipment and the skills and knowledge of people and organizations. Outreach into the community. Use of existing, and the creation of new, resources for the institution.

4. **Student and staff support and development**
   How the individual learning needs of both students and staff are met. Support systems both to develop awareness of the importance of lifelong learning in all people and to enable them to use its tools and techniques to implement it. Availability of specialist services – counsellors, psychologists, promoters, advisers, guides, and mentors – trained to respond to individual needs and demands. Change from a content to a skills-based curriculum, from an employment to an employability focus and from education and training to lifelong learning. Acquisition and updating new expertise and competencies in staff and students.

5. **Use of distance learning, multimedia technology and electronic networks for learning**
   a. The development and effective use of distance learning technologies (satellite, cable, ISDN, radio, etc.) to develop and deliver learning.
   b. E-learning – the use of electronic networks to increase learning incidence and performance.
   c. The development and use of open learning systems and courses through computers in the classroom, the home, the office, and wherever there are learners.

6. **Other lifelong learning aspects**
   Loose ends not addressed in other sections. Employment, employability, skills, wealth creation; surveys carried out internally and externally; learning celebration, reward and recognition and family learning; lifelong learning values for environment, democracy and citizenship; contribution to and participation in community initiatives.

4. LINKING LEARNING COMMUNITIES AND STAKEHOLDERS – THE PALLACE PROJECT

In the wake of the events in the USA on September 11th 2001, very little can be more important than the establishment of multilateral links between cities, creeds, cultures, and countries in the building of a new learning and understanding world. The PALLACE project is a two year (December 2001 to November 2003) project, part-funded by the European Commission, between learning cities and towns in Europe, Australia, New Zealand, and Canada to stimulate the development of knowledge, experience and practical role-enhancing projects between city stakeholders (schools, adult education, business and industry, universities, communities, voluntary sector, etc). The project expands knowledge of the learning city concept from words into practical action between continents. The interaction will be at all levels of the learning city, engaging a variety of individual stakeholder groups in collaborative pilot activities, and increasing knowledge of their roles in learning city and region development.

The six stakeholder projects forming a part of the project are:

Queensland, Australia – public-private partnerships incorporating lifelong learning into the built environment.

In Australia much work is being done through public-private partnerships to insert lifelong learning concepts into the planning of new communities and the regeneration of older ones. This exciting and innovative project under the leadership of Dr Janelle Allison at Queensland University of Technology, is producing a learning module for cities, towns, and regions world-wide to allow them to better understand the place of lifelong learning in the built environment.

Espoo and Southern Finland, Europe – using cultural services to spread the learning city and learning region message.

Libraries, museums and art galleries have a key role to play in creating the learning city or region. This creative project led by the city of Espoo, Finland, is designing and developing a modular exhibition for informing citizens about the learning city or region and involving their active participation in growing it.

Adelaide, Australia – linking schools and colleges to increase awareness of governance in the learning city or region.
Schools and colleges have a great deal to offer in the building of the learning city. This fascinating project led by the Centre for Lifelong Learning and Development, Adelaide is designing and developing an e-learning experience to allow children and teachers world-wide to understand and actively participate in the governance of a learning city.

Papakura and Auckland Region, New Zealand – linking adult education colleges to produce new insights into the learning city or region.

Adult education has an important role to play in the development of the lifelong learning awareness of citizens in the learning city or region. This imaginative project led by the city of Papakura and the University of Auckland, is designing and developing an interactive module between the partners, usable by adult education institutions world-wide, to increase awareness and participation in the learning city.

France, Europe – learning city or region concepts for elected representatives.

In France, CEFEL is an active Organization responsible for the education of councillors and elected representatives in local government. Led by CEFEL (Centre pour la Formation des Elus), it is combining with other partners to design, develop and test a module to allow council leaders, wherever they may be, to understand and help create the learning city or region.

Alberta, Canada – lifelong learning for technology providers

The ‘smart city’ is a burgeoning concept in North America to equip city education and social services establishments with the latest in information and communication technology for better learning. This significant project is led by Knowledge Management International and is designing and developing a module to ensure that technology providers understand the ideas behind the learning city or region, and incorporate them into their outputs.

Four seminars will take place during the two year period – in Europe, Australia, New Zealand, and Canada, the latter coinciding with the holding of a World Conference on Learning Cities in Edmonton in September of 2003. This will see the establishment of an expanding global network of learning cities, and the development of a sophisticated global facility promoting interaction between learning cities world-wide.

FINALLY

This paper has outlined the development of perceptions of lifelong learning over the past thirty years culminating in the current view of the concept as the new paradigm within which education will itself develop in the coming years. It has focused in on the local and regional dimension, learning communities as the main engines of change through which lifelong learning will be implemented, and finally into the roles and contributions of the various stakeholders within that learning community.

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