German learning cities/regions and case study Doctor Denise Reghenzani-Kearns © Paper full version

Introduction

This paper will trace the policy and outcomes in lessons learned and insights from two consecutive German national programs aimed at developing learning cities/regions. Known as: *Learning Regions Promotion of Networks*, the first program transitioned into the current program: *Learning on Place*. The case study chosen is from the Tölzer region where a network has self-sustained from its genesis in the initial program and conducts successful Learning Festivals.

The German Government funded the *Learning Regions Promotion of Networks Program* between 2001 to 2008, with support from the European Union (EU) Social Fund. Over 70 regions were supported with a substantial budget on a phasing-out funding basis. When this program ended in 2008, a new program titled *Learning on Place* began, funded by the German Government, commencing in 2009. This program has a focus on public and private partnership in supporting good educational management in cities and rural communities. In this way, by involving private foundations as partners, a framework for civic engagement has been introduced.

To understand the purposes of and outcomes from these initiatives, it is important to know the European context within which the German Government and its Federal Ministry of Education and Research (BMBF [Bundesministerium für Bildung und Forschung]) responded to in answering the call to implement 'coherent and comprehensive strategies for lifelong learning' (2001 European Commission: 4). In setting this challenge, the Commission communication quoted from a Chinese proverb that has philosophically underpinned the approach:

When planning for a year, plant corn. When planning for a decade, plant trees. When planning for life, train and educate people.

(Guanzi c. 645BC)

I. — Context

Based on concerns about moving into the "Knowledge Age", the Lisbon (March 2000) and Feira (June 2000) European Councils of the European Commission foresaw a mandate - "lifelong learning for all" which led to the launch of a working paper: *A Memorandum on Lifelong Learning* on 30 October, 2000. This embodied aims of active citizenship, social cohesion, and employability within "six key messages" (2000: 10-19):

 guarantee universal and continuing access to learning for gaining and renewing the skills needed for sustained participation in the knowledge society;

- visibly raise levels of investment in human resources in order to place priority on Europe's most important asset its people;
- develop effective teaching and learning methods and contexts for the continuum of lifelong and lifewide learning;
- significantly improve the ways in which learning participation and outcomes are understood and appreciated, particularly in nonformal and informal learning;
- ensure that everyone can easily access good quality information and advice about learning opportunities throughout Europe and throughout their lives;
- provide lifelong learning opportunities as close to learners as possible, in their own communities and supported through ICT-based facilities where appropriate.

It was acknowledged that the 1996 European Year of Lifelong Learning had also influenced this emergence of policy needed for the "new economies" of the "Knowledge Age". Broader visions of the nature of learning and learning environments were recognised as strengthening social, cultural and economic rationales for lifelong learning (Kearns 1999: 25). Paramount was an understanding the value of learning.

Also having significant influence was the UNESCO International Commission on Education's Delors Report (1996) with its "pillars" of "learning to know, learning to do, learning to live together and learning to be", reflected in the further debate of their Task Force on Education for the Twenty-first Century. Coupled with these initiatives was the OECD work on learning partnerships and learning cities/regions especially. Thus, there were parallel influences and guidelines that had a deep impact on enabling Germany to shape and mould their programs.

Being implemented concurrently with the *Learning Regions Promotion of Networks Program*, was the R3L (**R**egional **L**ife**L**ong **L**earning) initiative across Europe funded by the European Commission. German Learning Regions Networks were directly involved, coordinating four of the seventeen European R3L networks for cross-border exchanges on lifelong learning issues. Culminating in 2004 after 18 months of partnership and knowledge transfer, the purpose of the projects funded aimed to:

- help further develop good practice on issues relating to the "learning region";
- encourage a fruitful trans-national sharing and exchange of this experience; and
- promote the development of European networks between learning regions as a means of placing European cooperation in the lifelong learning field on a more durable and sustainable footing.

OECD Learning Cities and Regions Principles

Ten policy principles for creating learning cities and regions were published by the OECD (2001: 120) and were seen to be applicable to any national or localised initiative in embracing a learning community purview:

Inputs to the Learning Process

- 1. Ensure that high-quality and well-resourced educational provision is in place, in which effective individual learning throughout people's lives can be delivered.
- 2. Co-ordinate carefully the supply of skilled and knowledgeable individuals through education and training and the demand for them within the regional economy, so that the full benefits of individual learning may be reaped through its effect on organizational learning.
- 3. Establish appropriate framework conditions for the improvement of organisational learning, both within firms and between firms and other organizations in networks of interaction, and demonstrate to firms the benefits of these forms of learning.
- 4. Facilitate effective organisational learning not simply for a preselected set of conventionally defined "high-tech" sectors within the regional economy that have the potential to develop high levels of innovative capacity.
- 5. Identify very carefully the extent to which the resources available to the regions (existing industries, educational provision, research facilities, positive social capital and so forth) constitute an impediment to the economic development ('lock in') or may usefully contribute in developing innovative strategies for the future.
- 6. Respond positively to emergent economic and social conditions, especially where this involves the 'unlearning' of inappropriate practices and bodies of knowledge (including policy makers' own) left over from the regional institutions of previous eras.

Mechanisms of the Learning Process

- 7. Pay close attention to mechanisms for co-ordination policies across what have generally been separate departmental responsibility (for industrial development, R&D, science and technology, education and training and so forth) and between different levels of governance (regional, national and supra-national).
- 8. Develop strategies to foster appropriate forms of social capital as a key mechanism in promoting more effective organisational learning and innovation.
- 9. Evaluate continuously the relationship between participation in individual learning, innovation and wider labour market changes, especially with respect to social exclusion of groups within the regional population.
- 10. Ensure that regional strategies for learning and innovation are accorded legitimacy by the population of the region to be transformed.

Developed in Europe, these policy principles were geared to improving economic performance and regional development with "innovative-intensive activities". While they might appear, organisationally biased, the principles are transferable into other learning community situations. Much was coalescing to have an impact on initiatives taken in Germany.

II. — Objectives in German Learning City/Region Networks

The Learning Regions Promotion of Networks Program was funded as a contribution to the European Commission development objectives arising from the Lisbon Conference of 2000. It was accordingly aimed at the development of networks to support the transition into a knowledge society, with these structures envisaged as improving access to learning.

The Federal Ministry of Education and Research recorded its framework to realise this future-oriented task and produced "Learning Regions – Providing Support for Networks" to highlight the Program's process and proposals, which reiterated their lifelong learning society goals (2004: 6):

- Strengthening the learners' personal responsibility and selfmanagement;
- Motivating disadvantaged groups that are currently less involved in education;
- Strengthening relations between all educational sectors;
- Cooperation of educational providers and users; and
- Improving the quality, quantity and structure of offers, in order to promote user-orientation in particular.

In the first two years of operation, the Program sought public bids for Network funding. A study of the socio-economic situation in potential learning regions provided a profile of settlement, population development, employment and unemployment which informed the most promising proposals from 2000/2001 for Federal government and states selection.

In the early phase of development, the Networks chosen submitted fouryear plans to support their evolving development, innovative measures to achieve the lifelong learning goals, and business models to increase a sustainable co-contribution financially (up to at least 40% as a goal).

Two years' continuation funds were contested for around fifty regions to extend their work and for about forty focussed learning communities in accord with the "newly identified final category" on learning cities/regions. This was due to a "consolidation" phase in ensuring transfer of successes and results through a revised agenda, viz. for projects that provided:

 Educational counselling to foster change management – organisational guidance and instruments for guidance through counselling institutions, youth authorities, employment offices (mandatory) and other agencies;

- The creation of learning centres curricula, courses, and certification;
- Continuance between lifelong learning stages (from the *cradle to the grave*) including transition from school to employment;
- Small to Medium Enterprises as relevant partners and referents for training and qualifications; and
- Communities as specific learning centres learning cities/regions. (Thinesse-Demel 2010: 114).

In this extension of the *Program*, human resources costs were met totally by the grants, but "in kind" contributions for facilities and equipment from the participating bodies and institutions met about 20% of budgets.

Strengthening environmental education and rural development were also introduced as foci and new regional communities gave emphasis to education as a means to local transformation. Increasing inter-regional cooperation/networking and greater mobility in lifelong learning were strong purposes for improving transparency and information flows between regions to achieve the EU theme: "lifelong learning for all".

Over the years of available funding to 2007, phasing out in 2008, 118 million EUR were granted. Within this, approximately 51 million EUR came from the European (Union) Social Fund. Overall project management was outsourced to the service provider agency of the German Centre for Aerospace.

In April 2008, the Federal Government approved a *Concept for Lifelong Learning* under their "Qualification Initiative", so this further integrated and complemented a focus on continuing education throughout life.

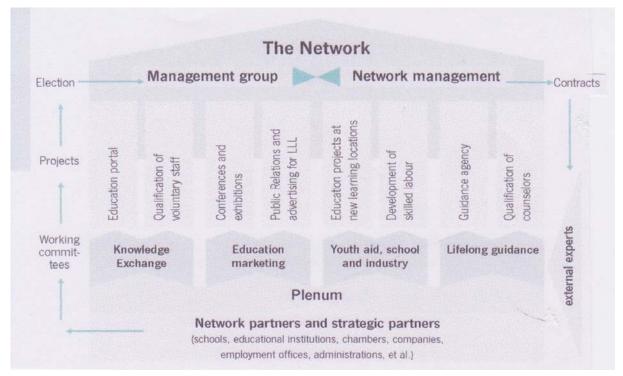
Support for Networks

As a regional strategy of cooperation and networking, stakeholders included all sectors of formal education, corporate and commercial related organisations/chambers/unions, cultural and socio-cultural institutions, bodies involved with youth activities, guidance and employment, as well as teachers and learners. An "exemplary" organisational structure of a "Network for Lifelong Learning" is set out in Figure 1 (Federal Ministry of Education and Research 2004: 8). Networks operated as registered associations, non-profit limited liability companies, legal entities with memorandums, through agreements of cooperative intent, or foundations.

Because of the broad socio-economic objectives and relevant partners, Networks often had a significant number of members, 35% of the Networks having between 40-99 members, while 8% had over 100 members. This range of participation made communication, building social capital, and coordination of effort, key issues for the Networks. But,

size achieved positive outcomes, such as comprehensive marketing and benefits from non-traditional partnerships.

Figure 1: Exemplary organisational structure



The Learning Regions Promotion of Networks Program illustrated an ambitious bottom-up approach to socio-economic development with initiatives also influenced by American research prominent in the period by scholars such as Senge (1990) on learning organisations. This approach meant that there was considerable diversity in the outcomes from individual Networks.

At the time of a personal visit and meetings in July 2010, the author and her husband were told that "some 40 of the almost 80" networks had ceased operating after government funding ended. While no longer operating as formal Networks, there were often benefits passed on to communities in other forms, including through the new Learning on Place Program, and the programs of state and municipal education authorities.

The significance of this Program's approach largely existed in the role of Networks as an organising principle for community and regional development with an impact on such aspects as building a shared vision, enhancing supporting attitudes, integrating strands of development; and, in the long term, contributing to the creation of social capital and a learning culture.

Early Innovations

A key to understanding what was being nurtured, was how reflective practice came to the fore in the study of initiatives. It is notable that a

serious evaluation ran concurrently with developments, this will be discussed later. Formative exemplars were provided as representative for other Regions, also demonstrating different themes or emphases, showing a diversity of possibilities. Please refer to Attachment A for an illustrative summary (Federal Ministry of Education and Research 2004: 11).

This early overview documented innovations and changes; ongoing achievements were then recorded in the magazine *Inform* and on a website (portal), both supported by the Federal Ministry and the emergent Board of the Association of Learning Regions Germany.

The first scan of implemented projects within the Program resulted in a joint conference with the OECD in October 2003, *Policies to Strengthen Incentives and Mechanisms for Co-financing Lifelong Learning* and the 2004 Federal Ministry publication already acknowledged. A selection of the Learning Region projects provides a wealth of resources and experiences in summary:

- Lake Constance Learn service points (L-points), open to all ages with information and guidance available on anything to do with learning, training and further education, including competency assessment. Ten L-points exist in schools, further education institutions, libraries, youth centres and other public locations.
- Lower Rhine Marketing and motivational campaign reaching people through regular media reporting (radio and print) about learning region activities, such as school to work transitions, mobility with learning, or using famous and high profile citizens to comment on the importance of learning.
- Emmendingen District Economic stimulation by overcoming education deficits and up-skilling potential employees for small to medium-sized enterprises as a target group in the domestic economy with further education achieved through The College for Personal Development.
- Central-Mecklenburg-Coast Improving quality systems in education and lifelong learning within an ecological, heritage and tourism city development to meet employer and community needs. Transferring talents into professional settings and developing models of self-improvement are seen as measures towards raising regional economic performance.
- City of Mainz/District of Mainz-Bingen Reaching those
 'distanced' from education, especially older migrants created "Step
 On", a series of seminars in accessible town halls, neighbourhood
 centres, and network cafes to access information ranging from
 health advice, to culturally sensitive nursing, to job searches via the
 internet.

- Marzahn-Hellersdorf Education and architecture have developed a "learning location at home" project by renovating pre-fabricated housing remaining from a building Expo to receive cable programs produced in high school multi-media studies (e.g. video reports of neighbourhood living, "Braindays", elearning).
- Oldenburg District Consolidating a learning-for-life approach, 50 partners in the Network have sought to strengthen a new learning culture through five sub-projects on learning counselling, demand and supply education models, "Strong for Children" activities, media competence in rural/countryside adult education, and tourism education.
- Wartburg Region In preparing disengaged youth for the job market, companies and vocational training have worked together in a "Learning Landscape" matching individual skill to regional economic futures conceived as "Knowledge creates Perspectives", also informing parents how to assist with teenager job preparation.
- Unna District Culture and the arts have been capitalised upon as a "New Learning World" for youth and adult learning, and in building a Centre for Information and Education on an industrial ruin. New competencies have been learnt through photography, public art, museum visits, etc. to build new motivations, business and confidence.
- Pontes/Euroregion Neisse A multi-historical city seeing itself as a "borderless bridge" between the adjoining three countries: Germany, Poland and the Czech Republic. The Network, in conjunction with the International Higher Education Institute worked as a Euroregional education and knowledge server, enabling greater mobility linguistically and culturally. One project focused on the coal industry common to the region through "Learning Street Energy". International cooperation and teamwork have been hallmarks.

Greater transparency in education and reaching the disengaged or disadvantaged were common issues for the Network alliances. Learner centred approaches to making learning accessible and fun drove many innovations. A strong connection was forged between acquiring new skills that matched demand in the world of work, from a 'new' world of learning. So, the link between education, labour, as well as social outcomes and further education was improved.

It was observed that at times that there was a solution-oriented, competitive approach to similar problems between regions, and that the subsequent ideas exchanges stimulated "new impulses" to maximise learning outcomes.

Impact on State and Municipal Education Development

The January 2010 issue of *Inform*, the magazine of the Learning Regions Germany Association (please see Attachment B for images of this newsletter), cites a number of examples where the Program has influenced initiatives taken by state and municipal authorities. These are examples of the ripple effects that often accompany successful innovations and will become evident in the new *Learning on Place Program*.

State Initiatives

The existence of the *Learning Regions Network Program* influenced a number of states to take initiatives that drew on the concepts and activities of learning regions within their jurisdictions. Examples cited in this last issue of *Inform*, acknowledging the central reform of making lifelong learning a reality, include the following:

- Hessen "HESSENCAMPUS Lifelong Learning" was a consortium initiative that involved cooperation between five Learning Regions within the state.
- **Lower Saxony** founded a Lower Saxony Institute for Infants Education and Development based on the networking principles being implemented in the state.
- Berlin-Brandenburg innovated in educational counselling by establishing a network of Learning Shops providing personal and virtual guidance with access to information portals which were founded by Senate administration and funded by state, federal, Job Centre and formerly EU Social Fund contributions.
- Schleswig-Holstein promoted a state-wide network of twelve further education alliances with federal, state and EU funding. The alliances functioned as regional networks to foster information and knowledge flows, and promote cooperation. They met in a federalstate working group set up by the Ministry of Economy in which the Learning Regions in the state also participated.

In these examples, applications of networking principles in related fields extended the benefits from the Program and attempted to ensure sustainability.

Municipal/City Initiatives

• Lippe, in North-Rhine Westphalia established five learning centres with links to the Learning Region, offering innovative approaches to lifelong learning for a range of target groups supported by the municipalities of Lippe and Hertford. This support continued after the ending of the federal Learning Region Program.

- Nuremburg collaborated with the Learning Region Nuremburg-Fürth in a number of ways. These included provision for lifelong learning through the Learning Centre South (Südpunkt) "House" and mobile "Learning Lounges". This initiative included funding from the state of Bavaria and the EU. Nuremburg is one of the five Bavarian locations to be funded under the new Learning on Place Program so that these initiatives will continue presently.
- **Offenbach** championed the cross-departmental municipal management program to further develop sound infrastructure for urban education through a comprehensive regional database and the Self-Learning Centre.
- Neisse developed as a coherent Learning Region arising from the
 activities of the innovative tri-national PONTES Learning Region with
 a comprehensive portfolio of educational services from the new
 administrative district of Görlitz. This "Euroregion" was profiled
 earlier in this paper.
- Bodensee region established 28 "L-points" (Lernservice/Lernsee-Portal) where educational service counsellors support learning planning individual learning strategies, select offers and link into informal learning opportunities. This was also designed to guide pupils in school to work/training transitions and introduced a "Qualipass" for 12-15 year olds, recording extra-curricular experiences and competencies gained.
- Cologne provided an example where the Learning Region can promote a valuable interface between the educational system of the city and a wider range of stakeholders linked to the Learning Region. In these ways, the Learning Region embedded important infrastructure benefits and new programs for its education system.

The March 2007 issue of *Inform* highlighted examples in the Bodensee region and Tölzer Land where the *Learning Regions* initiative stimulated developments in municipalities, e.g. in the development of adult learning centres and libraries in various parts of the Bodensee region. The successful Tölzer Land Region *LernFest* has been chosen as the case study for this paper.

These examples make the important point that the outcomes of the *Learning Regions Program* reside not only in the activities and sustainability of individual networks but also, and perhaps more importantly, in the stimulus to initiatives taken by the states and municipalities which apply networking and cooperation principles in extending provision for lifelong learning. The locations of all participants in both Programs are provided in the maps of Attachments C and D.

III. —Evaluation

The Learning Regions Promotion of Networks Program was subject to a careful evaluation throughout its duration by a team led by Professor Rudolf Tippelt of the Ludwig-Maximillian University (LMU), Munich. This study led to a substantial report published in 2009 that is available in German only, but access to an English Summary of the report (Gylling undated) produced by the Learning Regions Germany Association has provided useful information on the study, without having the detail and comprehensive overview of the full report.

Outcomes and Results

It was evident from discussions with Dr Andrea Reupold, LMU (a member of the evaluation team) that the *Program* had mixed results, as might have been expected from the bottom-up philosophy process with a diversity of approaches. In this context, the success factors identified in the evaluation report assume particular significance.

The evaluation report *Summary* provided the results of the *Program* in terms of the following:

- a. Innovation in Networks
- b. Interlocking the Sectors of Education and Facilitating Transitions
- c. Quality Assurance
- d. Marketing Education
- e. Educational Counselling
- f. New Learning Worlds

This *Summary* showed that the *Program* encouraged a good deal of innovation in areas such as fostering improved transition between sectors of education ("interlocking of the sectors of education"), marketing education, the use of e-learning, and facilitating education in "new learning worlds". In some cases, the *Program* served as a trigger for innovation in regional education development and promoting new products for the region as well as influencing state and municipal roles in education.

Benefits of Networking

The *Summary* identified three direct benefits of horizontal and vertical networking:

- 1. A change in the attitudes of participants towards networking.
- 2. A knowledge transfer took place between institutions.
- 3. An increase in competence of the individual institutions.

These benefits are central to achieving clear synergies from network development. The benefits may also be seen as learning processes so that the Networks function as learning organisations with benefits that

enhance the performance and productivity of network members while also building a culture that supports further development of the community or region.

Achieving each of these benefits involved addressing various barriers, such as competition pressures, that impeded achieving the benefits. It was seen Networks needed to establish social cohesion and identity in order to survive. Maximising communication between the partners and building on individual strengths were seen as motivating factors for success.

The guidelines enunciated by Professor Gnahs, added in the next section, elaborate some of the benefits. In addition, the Learning brought benefits in some cases through their impact on state and municipal roles in education and community development as already outlined.

Success Factors

Success factors identified in the evaluation *Summary* involved a spectrum of elements including effective communication, good management practice, and strategies that built social, cultural, educational, and economic capital. When well executed, the Network led to synergy and productivity outcomes that clearly brought benefits to all stakeholders. A point of interest in the evaluation *Summary* was the achievement recognised by the geographic closeness of a regional approach accelerating exchanges:

... a better revelation and mobilisation of the resources ... strengthens the problem solving potential of the Networks ... a correlation between societal, cultural and economic development becomes clear and meaningful on a regional level. (Gylling: 6)

Network identity which involved the identification of the Network partners with the Network and its goals was seen also as a key success factor. Fostering mutual trust and building social capital was obviously central to the Network concept. It is salutary to note also Reghenzani's (2002: 14) Australian case study advice, in that partnerships must attend comprehensively to all impacts and are *heavily relational*, *dynamic and need to recognise the investment of all partners* in establishing and maintaining learning communities of practice.

While there was progress in many Networks, the evaluation *Summary* also pointed to difficulties in balancing cooperation and competition, as mentioned earlier, and the varying commitments to Networks by members and sectors so that the intensity of cooperation varied between Networks and partners.

Not surprisingly, leadership, sound communications and effective management in areas such as undertaking an intensive regional demand

or needs analysis at the beginning were seen as important.

A useful summary of success basics and benefits in sustaining Networks was provided by Professor Dieter Gnahs of the German Institute for Adult Education, which was included in *Inform* (January 2010: 7). These factors were seen as:

- 1. Learning Networks were generally created out of a concrete problem (e.g. high unemployment, problems in the further education market), and oriented towards enhancing the problem solving capability of the network and improving the situation.
- 2. The implementation and success of Learning Region Networks is highly dependent on personal and institutional considerations. Personal and institutional hostilities and competition are often barriers.
- 3. Learning Networks are especially successful when they are interlocked with other policy fields. Integrated in the larger connection (reducing unemployment, strengthening regional economic capacity) gives Networks legitimacy and promotes access to scarce resources.
- 4. Learning Networks are most effective when they open up new opportunities for cooperation leading to synergy and productivity benefits.
- 5. Learning Networks generally improve the conditions of the regional education market, (e.g. through greater transparency) as supply and demand become more tailored to meet market needs, and more concrete and specific.
- 6. Learning Networks often have a pioneering and innovation role in leading to guidelines for regional development that complement existing measures.

This is a useful precis that reflects much of the experience documented in the Evaluation Report *Summary* which also synthesised key features of a Learning Network, noted as high performance against structure, function and proactive developments. Marketability of learning products was identified for those providing the "biggest chances" for independence and sustainability.

Successful Learning Networks, such as the Bad Tölz Network which is discussed in the Case Study section below, demonstrate what can be achieved in serving the learning needs of a community through a bottom-up approach to regional development driven by quality leadership, high regard for local conditions, cooperative partnerships, and sound systematic management.

Network Typology

The evaluation team developed a Network typology with product/process and centralised/decentralised dimensions. Five positions were identified within the typology as ideal types (Gylling reproduced the Tippelt derived typology: 27). As the evaluation study was undertaken before the discontinuance of government funding, the subsequent relationship of sustainability of Networks after the cessation of funding in terms of typology positions would be a subject of considerable interest.

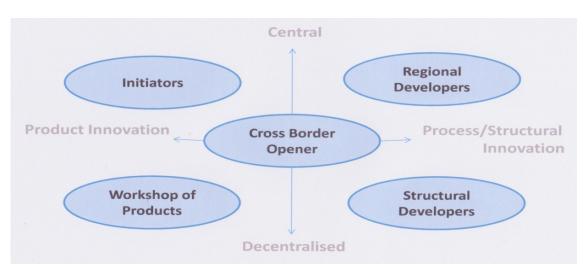


Figure 2: German Learning Regional Network Typology

Participation

The evaluation *Summary* provides comment on participation by the various sectors within the networks. Some examples where:

- The Network manager should bring motivation, possess no selfinterest, maintain personal contact with all stakeholders while at the same time having acceptance but neutrality, process high decisionmaking authority, and uphold clear goals in regular knowledge management;
- Further education institutions were generally active partners despite competition barriers;
- Participation by companies was variable with a low interest in many networks, however in some Networks companies were active and contributed much, especially when they saw the benefit of gaining and retaining new employees. Their participation and sponsorship is important in the sustainability of networks;
- Schools were generally involved but usually did not play a central role;
- Participation by local government councils was also variable yet important, with councils playing a central role in Networks where they did participate. A danger was seen of municipal bodies playing too dominant a role in a Network yet engagement was elemental;

- Central stakeholders are best in formulating goals together with strategic partnerships invoked between municipal policy, federal policy, employment agencies, chambers and social partners;
- A high time and energy input is necessary before advantages and "profits" could be realised out of networking; and
- Mutual openness for external advice, goal orientation and pragmatism.

Learning Regions Germany (LRD) Association

Perspectives have been enhanced by the overarching professional Association of Learning Regions Germany (Lernende Regionen Deutschland) that was founded during the initial Program and continues to provide a unifying function by:

- Co-applying and partnering in European projects around the topic of learning networks and quality assurance;
- Collecting all relevant results on program delivery from the learning regions;
- Presenting these results into international contexts such as conferences, meetings, and publications;
- Supporting the creation of learning regions in other European countries;
- Linking to the new *Learning on Place Program* by testing a selfevaluation tool with quantitative measurement instruments; and
- Providing the contact people/organisation as a clearinghouse for questions about learning regions in Germany.

Achieving Sustainability

The Learning Region Promotion of Networks Program aimed from the beginning for Networks to achieve sustainability without government funding. Funding was provided on a decreasing basis to encourage exploration of alternative funding sources. While about half the Networks folded without continuing government financial support, Bad Tölz provides a fine example of a Network that has remained sustainable.

IV. — Bad Tölz Learning Region Case Study

Bad Tölz *Landkreis* (District) in the state of Bavaria has a population of 121,373 (December 2010), with a distribution of 110 inhabitants per km². While there are 21 identified communities, or counties, three major towns are the focal points of the Learning Region: Bad Tölz (pop. 17,815), Wolfratshausen (pop. 17,992), and Gerestreid (pop. 23,306).

Considered the "heart" of the district, Bad Tölz is an historic medieval town with spas, Alp views, pilgrimage site, Europe's first indoor waterpark, the Isar River flowing to Munich, and a neighbouring spread of service, commercial and rural industries. Unemployment is at 2.4% (July 2011),

significantly lower than the national average of 6.5% (August 2011). There was described a tension between preserving the traditions of the old with modernisation.

Visiting the Bad Tölz Learning Region (south of Munich) to meet the Chair of the managing Board of this *Network*: Rolf Prudent, and his wife Romina Viaden-Prudent who is also active in the *Network* as an Advisor, provided first hand insights into management and products of this initiative. Bad Tölz was identified in our discussions as a successful Network that had demonstrated sustainability beyond the period of government funding.

Both Rolf Prudent and his wife are former journalists with Rolf formerly serving as Managing Editor of a business journal. They are seen as bringing expertise in communication combined with highly developed management skills, especially in marketing practices for the development of the Learning Region. This expertise was recognized by the Ministry of Education and Research which gave Prudent the leadership role in communication practice workshops for the whole *Program*.

This role included the conduct of relevant conferences to pass on best practice in communication and marketing. The attention given by Prudent to effective communications and business planning is evident in the success of the *Learning Festival (LernFest)* conducted by Bad Tölz every second year at a former monastery – Benediktbeurern. The *Festival* is promoted throughout southern Germany and has attracted 38,000 participants in a single day. Please see Attachments E-G for the *LernFest* fliers and themes, and that of the intervening *Health LernFest*.

Structure

Prudent said that the Bad Tölz Learning Region operated in a dual way with commercial projects (e.g. workshops, symposia, etc.) that brought in revenue and community oriented non-profit activities. This duality is reflected in organisational and financial arrangements. Training is conducted on a fee for service basis. The *Learning Festival* and *Family Compass* are examples of community oriented projects. The Learning Region has a legal status with strong representation on its Board.

The important company role in the structure of this initiative is reflected in the ownership of the non-profit company that coordinates activities (LRTZ Gmbl in Bad Tölz) with shareholders including well-known companies in the region, as well as other project partners. Local companies support the *Learning Festival* in various ways. And activities such as the *Learning Festival* are often sponsored by major companies, e.g. Audi, Roche, Sparkasse Bank, Sitec Aerospace, Radio Oberland, Tyczka Energy, etc.

An office is maintained with a blend of full and part-time administration in management, joint project control, event organisation, communication, advisors and office assistance, in addition to the voluntary committee.

The Family Compass project has a contact/coordination officer. A newsletter is published every two months, with an online request facility.

Function

Community resources in each of the three major towns of the Bad Tölz Landkreis are drawn upon in furthering the objectives of the Learning Region. Communication and marketing had been a priority from the beginning, giving the initiative a high visibility in the Region, especially with attractive mottos and catchphrases for projects. Prudent said that transparency and communication were very important in providing the "glue to bind" any Network. The transparency objective influenced their approach to outcomes with precision in outcomes (data on outcomes and benefits) seen as important in promotion to partners and for success.

The lifelong learning messages in general programs and through *LernFest* furthered the interests of companies in attracting and retaining young people so that there was common interest in supporting the Learning Region initiative. This was a theme we heard elsewhere in discussions in Germany with changes in the attitudes and values of young people meaning that companies now needed to give more attention to attracting and retaining young workers and informing them of emerging options within their businesses. Employment for life was no longer a given in Germany, a situation with important implications for education and training.

Proactive Developments

Projects other than the biennial *LernFest* undertaken by Bad Tölz have included:

- A vocational guidance entrepreneurship activity for young people, a *Job Compass* aptitude test, programs for youth with special needs;
- The conduct of a Health (& Wellbeing) Festival (Health LernFest);
- A transition management initiative involving all education sectors to solve issues in the movement from school to further training and professions;
- The conduct of future-oriented Forums in the Benediktbeuern Monastery, e.g. social and economic challenges for guidance and care organisations, management in turbulent times, etc.;
- A Sustainability Declaration that was adopted by local organisations and alliances covering economical, environmental and energy sustainability resulting from the Benediktbeuern Forums;
- The development of a career guidance manual covering school to work transition which is available as a free *e*-book "training offensive" in conjunction with strengthening work-related skills;
- The conduct of a parent survey on information and service needs of families resulting in *Family Compass* (seminars, database guide for educational and counselling services towards family strengthening, interface between a school-family-circle within community education

providers, care facilities, further education for parents with kindergarten age children, active teen opportunities [e.g. Scouts]) 1.

The Bad Tölz Learning Festival (LernFest) provides a vehicle to focus community attention on emerging themes and issues, e.g. bionics has been brought into the Festival as a major topic with a video that can be downloaded by the community in advance of the Festival. The Festival is supported by a 32-page program that directs community attention to highlights. In the 2010 LernFest, all ages and populations were catered to across seven themes designed to present the assets of the Tölzerland in the need for "active exchanges and ever new impulses", the themes were:

- **1.UNI Learning Fair** (Discovering and experiencing science and technology)
- **2.Economy** (Securing entrepreneurial future through sustainable management)
- **3.Family** (Working and shaping environments through family life)
- **4.Children & Youth** (Developing incremental education and job opportunities)
- **5.Biomeile** (Finding bio products and services for demanding, healthy lifestyles)
- **6.Liveability** (Using life values and cultural traditions for the future)
- **7.Health Services** (Harnessing strength and natural tranquillity)

Festival success is reflected in the increasing high participation, attracting people from Munich as well as the surrounding area/county. The 2008 Learning Festival was a winner in a Federal Government competition on "Germany – Land of Ideas" in its approach to mobilising further learning by overcoming resistance or barriers to learning.

Just released programming for the 2012 *LernFest* in set around inspiring participants to know their abilities and build on potential. Approximately 300 "action stations" have been arranged, with ideas workshops to be held on November 2011 and February 2012 for stakeholders on the themes:

- 1. Youth Need Futures
- 2. We All Have Great Minds
- 3. Strong Family

4. Sport as a Cultural Asset

5. Values that Survive Historical Turning Points.

The role of this Learning Region in leading marketing for Networks has resulted in a series of conference documentations advising on: e.g. the way to forming a learning region, strategic collaborations, partner enthusiasm, target marketing, the way to a brand, new approaches for site marketing. Professionals from economic development, regional

¹ Family support initiatives have been a feature of the Bad Tölz Learning Region in collaboration with relevant foundations and organisations.

tourism development, local government, and education providers have been engaged in workshops, innovation forums and analyses to keep building knowledge and cooperation momentum for the future.

The 4th Health (and Wellbeing) Festival held this year, September 2011, adopted as its motto: *Feel Life – Conscious Health Experiences* with the ongoing entreaty to *Experience, Learn, Recall* among the 130 displays providing insights into health care and recreation. Many of the exhibitors arranged interactive and outdoor opportunities. A free, one-day congress preceding the Festival, built on the historical Bad Tölz spa town economy with presentations personally and corporately on the latest scientific research and health policy/practice perspectives for to this industry.

In initiatives such as these, the Bad Tölz Learning Region has demonstrated its relevance and value to the Bad Tölz district, and so achieved a basis for sustainability. A factor in securing the high visibility and continuity of commitment is in the acknowledgement received from political and civic leaders engaged in opening, speaking or hosting roles within the *LernFest* activities.

The care given to good communication, sound management and regional identity are key factors in its sustainability, while the broad approach adopted that ranges across social, cultural, educational, and economic development illustrates the value of holistic and integrated strategies of this nature. In these ways, the Learning Region initiative is assisting Bad Tölz in making the transition to a knowledge society and economy.

Further updates on Bad Tölz initiatives, including their *LernFests*, can be found at <u>www.lrtl.de</u>.

V. — Learning on Place

With the ending of the *Learning Regions Network Program*, the German Government is now funding a new Program titled *Learning on Place* which commenced in November 2009. Forty projects have been funded in cities and counties with participation from all states over a three year period with the option of a two years extension. Please see Attachment D for these locations. Overall project management once again is undertaken by the German Centre for Aerospace on behalf of the Federal Ministry of Education and Research. For the initial three years, 60 million EUR are available from the Federal Government and the European Social Fund.

The Program is directed at public and private partnerships to support good educational management on 'site', 'spot', or 'location', i.e. 'place', in cities and counties/rural districts.

Engagement with Foundations

The important role of Foundations in bringing a private sector partnership

role conveys somewhat of a 'big' or 'civil society' flavour to this initiative which is both less ambitious and more highly structured than the former *Learning Regions Promotion of Networks*. The foundations form a national advisory body providing advice on directions for this current *Program*. In collaboration, the National Foundation Network will develop key findings and conclusions from the *Program*.

Foundations are seen to exercise interdependence in being "catalysts for education innovation", especially in understanding the educational landscape of their locality. They can also sponsor and provide a mentor relationship. Twenty-six foundations began in a National Foundation Network (now there are forty-six) to be engaged in the Program overall while individual foundations are specific to the forty projects.

Thus, there are levels of foundation involvement beyond the National Network. More than 140 foundations compose a commitment to initiatives. A local authority might have a number of foundations contributing through an umbrella foundation, sometimes including a nationally operating foundation; or a local foundation is organised. If there is a cluster or consortium of foundations, at least one is represented on the National Network. Where there is co-sponsorship of projects, a cooperation agreement exists.

Efficiency and coordination are important themes with a key objective being to shift responsibility to the municipalities. In discussion, it was mentioned that new issues such as demographic change with an ageing population, under-education of migrants, and skill shortages with women under-represented in science and engineering had arisen since 2001 that now needed to be addressed systematically so that more coherent and coordinated arrangements for education are developed in the participating cities and counties.

The *Program* thus aims to foster cohesive, integrated systems for lifelong learning, supported by the Federal Ministry of Education and Research and the Foundation Network. The Program is important in testing a public/private partnership approach to fostering lifelong learning in communities. The concept of "lifelong learning for all" remains central with the motto: *Advancement through Education*. It is foreseen that well-educated, creative and imaginative people will maintain economic and social development as well as city and regional competiveness, in adjusting to life course changes.

Objectives of the *Program*, include:

- Increasing school participation:
- Strengthening employability;
- Meeting labour supply requirements;
- Improving the transparency of education;
- Improving the transitions between different phases of education;

- Improving educational access;
- Strengthening democratic culture; and
- Managing demographic change.

This mix of educational, social, labour market, economic and cultural objectives will be oriented to the needs and conditions of particular cities and counties so that place management will be an important theme.

Each of the participating communities has identified particular goals, e.g. five Bavarian communities being funded include the following objectives as examples guiding their initiatives being taken.

Lindau

- An educational counselling centre will be set up with a network of support throughout the county;
- An early detection system for the regional training market will be developed;
- A new department of education and regional development is envisaged;
- The project will be supported by the Peter Dornier Foundation, the Lake Constance Foundation, and the Foundation Lindau Citizens to build on lessons from the Bodensee Learning Region.

Kaufbeuren

- There will be a special focus on transitions between sectors
- building on the work of existing bodies such as the Integration Forum and the City Youth Council;
- Educational guidance will be strengthened;
- Family learning and responding to demographic change will be priorities;
- The project will be supported by the Community Foundation of Kaufbeuren, the Hans Seidel Foundation, and the Bavarian Savings Bank Foundation.

Landkreis Mühldorf am Inn

- To increase participation of citizens in lifelong learning will be a priority thereby increasing regional human capital;
- A holistic approach to education will be adopted with strong coordination between sectors;
- The Mühldorf Education Network will be extended;
- The Roland Berger Foundation and a composite of local foundations will support the initiative.

Munich

 The initiative will develop responses to current structural changes in the environment set by families, including the increasing variety of life forms, a deterioration of the socio-economic situation and the labour market, and the segmentation of population groups;

- Initiatives will be built into a city-wide strategy;
- Neighbourhood based education will be strengthened;
- A Munich conference on education will be established;
- Holistic education management will be progressed;
- Social diversity will be addressed through a strengthening of integration/diversity management;
- The initiative will be supported by the Eberhard von Kuenheim Foundation of BMW AG.

Nuremberg

- A coherent overall approach to urban education in the city will be developed;
- The Education Conference and Board of Education will be brought together in Education for the City of Nuremberg;
- Current human rights development will be extended;
- Integration/diversity management will be enhanced with cultural mainstreaming;
- The initiative will be supported by the Sparkasse Nuremberg for the City of Nuremberg, and the Foundation Nuremberg – A City of Peace and Human Rights.

These were all identified as what were termed "Individual" projects. An example of a "Collaborative" project comes from the north, as undertaken by a city-state.

Bremen and Bremerhaven (Bremen's harbour)

- Cross-departmental steering group bridging municipalities overseeing design of a comprehensive education and lifelong learning system through the Senate for Education and Science;
- A parent education vision will be developed:
- Integration of neighbourhood oriented approaches will be part of an urban development strategy;
- Model projects will test improved tools for monitoring and quality control;
- The initiative will be supported by the German Children and Youth Foundation.

Similar objectives may be seen for other participating communities in the summaries available on the Program website: www.lernen-vor-ort.info.

The *Learning on Place* initiative will provide models for place management in building coherent arrangements to foster lifelong learning, while also addressing major challenges posed by social and economic change, such as the examples given above.

VI. — Related Initiatives

The city of Bielefeld has joined an even broader global network of learning cities sharing ideas exchanges. This Program of International Exchanges

(PIE) emerged from within the PASCAL (Place Management, Social Capital & Learning Regions) International Observatory and transits five continents. Conceived by Peter Kearns², PIE aims to engender discussion on matters of importance locally between local community and city agencies/organisations across the world: www.pie.pascalobservatory.org.

Bielefeld's stimulus paper can be accessed online, as well as other resources in briefings, discussion papers and emergent issues adding to the dialogue. Members blog on issues with key concerns generating discussion, responses and initiatives around the following contemporary and future-oriented themes:

- 1. Responding to social change;
- 2. Cultural policy and cultural institutions as arenas of lifelong learning;
- 3. Preserving the environment;
- 4. Mobilising civil society to build successful cities;
- 5. ICT and media as vehicles for an inclusive learning society.

The impetus is to continually catalyse ongoing and dynamic exchanges on the most pertinent issues and best practice actions among learning communities, cities and regions engaged in lifelong learning and inclusive society innovations. Attachment H demonstrates the scope of this growing initiative thus far.

EUROLocal

Another collaborative, and interactive, project of which Germany is a core partner is EUROlocal. This project provides a "storehouse repository" of resources and knowledge from notable lifelong learning and learning community projects, many supported by European Commission (EC) funds in the past with Norman Longworth³ a leading influence, as with this.

Strategies, tools, audits, learning materials, results and "anything to do" with developing and achieving learning regions have been collated into the www.eurolocal.info database. This site acts in support of the:

- Realisation of a European area for lifelong learning;
- Contribution of lifelong learning to social cohesion, active citizenship, intercultural dialogue, gender equality and personal fulfilment;
- Help to improve the quality, attractiveness and accessibility of the opportunities for lifelong learning available within member states:

-

² Peter Kearns OAM is an invited Associate of PASCA - leading Australian exponent, writer and consultant on learning communities, regional development and lifelong learning.

³ Norman Longworth is an invited Associate of PASCAL - author of seminal works on lifelong learning and manager of numerous EC funded learning community projects.

- Reinforcement of the role of lifelong learning in creating a sense of European citizenship based on understanding and respect for human rights and democracy, and encouraging tolerance and respect for other peoples and cultures; and
- Encouragement to use the best results, innovative products and processes and to exchange good practice in the fields covered by the Lifelong Learning Program, in order to improve the quality of education and training.

After two years in development, a culminating conference/workshop was held in October 2011 with team partners, associates, academics and practitioners on all aspects of learning cities and regions in, Murten - Switzerland: *Investing in the Future – Building Learning Cities and Regions in Europe*. Attachment I illustrates the reach of engagement across the European continent.

European Lifelong Learning Indicators (ELLI)

In addition to these initiatives, the non-profit Bertelsmann Stiftung (Foundation) has worked on the ELLI as a monitor of lifelong learning for Europe. The ELLI has included the evolved, ground-breaking Canadian Composite Lifelong Learning Index, a measure that is conceptually based on the Delors four pillars mentioned earlier in this paper: Section I – Context. Developed initially by the Canadian Council on Learning, this Index was implemented there in 2006 whereas the Indicators platform was introduced in Europe during 2010 after two years of intensive iterations, thus publishing one year's results to date.

As a broad Indicators project, ELLI reports against OECD instruments of Global Competitiveness, Consumer Health, Corruption, PISA (Program for International Student Assessment) as well as other measures such as Creativity. It is intended also to be a resource for political decision makers. The four pillars structure of the Index explores the following dimensions and will be able to analyse impacts of initiatives, especially in identified learning communities within the current *Learning on Place Program*:

- Learning to Know formal education system;
- Learning to do vocational learning;
- Learning to live together learning for social cohesion;
- Learning to be learning as personal growth.

Germany was only a little above average performer in the ELLI 2010 assessments for Europe (please see Attachments J and K for results). Regional estimates are forthcoming and can only add to the information emerging from the evaluation study of the *Learning Region Promotion of Networks Program*. Further information on the Indicators project is available at www.elli.org.

VII. - Comments on Learnings from Germany

The German experience in building learning communities and regions is of interest in demonstrating the outcomes of a bottom-up networking approach, with top-down government support, to fostering lifelong learning and facilitating the transition of communities to a knowledge society and economy. While the results have been mixed, with a significant number of networks discontinuing with the cessation of initial government funding, a good deal has been learned about success factors with this approach through *Learning Regions Promotion of Networks*.

The approach adopted by the Bad Tölz region provides a critical exemplar of how leadership, communication and good management are exercised to achieve the benefits of synergy and enhanced productivity from networking to build social and human capital in cities and the surrounding countryside.

An important benefit resides in the influence of a lifelong learning strategy on state and municipal approaches which integrates cohesive planning and public/private partnerships for education and learning. The immediacy of addressing key policy and practice issues locally is seen in the current *Learning on Place Program.*

While the earlier German Network approach raised questions of sustainability when government money ceased, the understanding of educational, social, cultural and economic development was adopted as part of the fabric of a learned society. How to maintain and achieve this holistic approach is a key challenge for all communities moving forward.

Universities have not been leading players in the German programs, fostering social and human capital through service in building networks, raising student attributes and undertaking 'real time' research is essential for regional community engagement and development. The new *Learning on Place Program* encourages greater representation in collaborative efforts.

The role of private foundations both in advising general directions and in supporting individual projects brings a new wave of philanthropic responsibility and accountability that views lifelong and life-wide learning as purposeful and necessary.

In summary, the German experience has been a "lighthouse" to learning community policy and implementation, with the key insights gained including the following:

1. The value of a national role through funding frameworks such as the Federal Ministry of Education and Research and access to European Social Fund/European Commission grants;

- 2. Sound strategies and structures in network building, interaction and in supporting relevant innovative projects;
- 3. Fostering of creative, solution-oriented cross-fertilisation of processes and projects in the generation of cohesively, transparent responses;
- 4. A balance between reflective continuous improvement and the importance of evaluative measures throughout;
- 5. Holistic approach between various "players" and "stakeholders" in providing learning where it is needed, including the justification for elearning initiatives and communications;
- 6. Monitoring of progress and adopting relevant transnational methods and models to inform wider audiences:
- 7. Conduct of ongoing workshops sharing knowledge and expertise so that best practice is systematically integrated and promoted in maximising the take up of "big" ideas and products;
- 8. Considerations for sustainability across all facets of learning for development, themes to address, and inclusion of those engaged, such as foundations and municipalities; and
- 9. Understanding of lifelong learning as central to social, educational, cultural, and economic development with learning cities/regions as the societal mechanism to realise this potential.

Overall, the German experience in building learning communities based on the *Learning Region Networks* and *Learning on Place Programs* holds considerable interest as a laboratory for testing approaches to lifelong learning in cities and regions. The fundamental tenants of *A Memorandum on Lifelong Learning* and the OECD learning city and regions principles have been progressed.

Networking the networks in order to address important policy/practice issues brings together the benefits from local, regional, state and national partnerships and the policy thrusts of government to respond to major challenges. Much of these approaches are transferable to other international contexts.

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- Dr Jutta Thinesse-Demel: Chair Learning Regions Germany Association
- Mr & Mrs Rolf & Romina Prudent: Manager & Advisor respectively, Bad Tölz Learning Region

ATTACHMENT A Ten German Learning Region Exemplars



ATTACHMENT B
German Learning Regions Promotion of Networks Newsletter



"inform" – The Learning Regions magazine reported at regular intervals on central program subjects and the Networks' activities

ATTACHMENT C German Learning Regions Promotion of Networks Localities



ATTACHMENT D
German Learning on Place Participating Municipalities and Counties



Einzelvorhaben = Individual Projects
Verbundvorhaben = Collaborative Projects

ATTACHMENT EBad Tölz LearnFest 2010 Program Themes

>> Innovative Regionen brauchen regen Austausch und immer wieder neue Impulse. Dafür bietet das 12. Juni 2 Lernfest die besten Gelegenheiten für alle Bevölkerungs- und Altersgrup-Kloster Benediktbeuerr pen. Hier können sie ausprobieren, wie viel die Region und ihre Aktiven drauf haben. Das fördert auch die Erlebt.Erlernt.Erinnert. Verbundenheit mit dem Lebens- und Wirtschaftsraum Oberland. « DIE THEMEN LERNFEST-UNI Zukunftweisende Naturwissenschaften und Technik entdecken und erleben. WIRTSCHAFT Mit Unternehmergeist Zukunft sichern - durch nachhaltiges Wirtschaften und Nachwuchsförderung. FAMILIE Familienfreundliche Lebens- und Arbeitsumfelder gestalten. KINDER + JUGEND Die Entwicklungs-, Ausbildungs- und Berufschancen junger Menschen in der Region erhöhen. BIOMEILE Regionale und biologische Produkte und Dienstleistungen für gesunden Lebensstil fördern. **LEBENSWERTE** Kultur und Tradition für die Zukunft nutzen.

Innovative Regions need active exchanges and ever new impulses. This Learning Fair is offered for all population groups and ages. Here they can test how much the region and its assets have available. This also calls for solidarity with the living and economic Oberland.

- 8. UNI-Learning Fair (Science and technology to discover and experience)
- **9. Economy** (Securing entrepreneurial future through sustainable management)
- **10. Family** (Family life working and shaping environments)

GESUNDHEITSGARTEN

Aus der Natur Ruhe und Kraft schöpfen.

- 11. Children & Youth (Incremental development of education and job opportunities)
- 12. Biomeile (Bio products and services for demanding, healthy lifestyles)
- **13.** Liveability (Life values and cultural traditions for future use)
- 14. Health Services (Natural tranquillity and harnessing strength)



ISARSANA: Isar River & "Sana" (Latin for Health)

Gesundheits: Health
Erlebt: Experience/Undergo
Erlernt: Learn/Discover
Erinnert: Recall/Remember

facebook Name: Lernende Region Tölzer Land gGmbH Status: Heute wird um 14 Uhr das "neue Konzept des... Kloster Benediktbeuern 6.06.20 vww.lernfest2012.de



Learning with Joy Empowers Competitive Advantage

ATTACHMENT H PASCAL Program of International Exchanges (PIE)





STIMULUS PAPERS

- Bari Bielefeld Cork Dakar Dar es Salaam Glasgow
- Hong Kong Hume Kaunas Vancouver

PIE THEMES

PIE Themes Overview

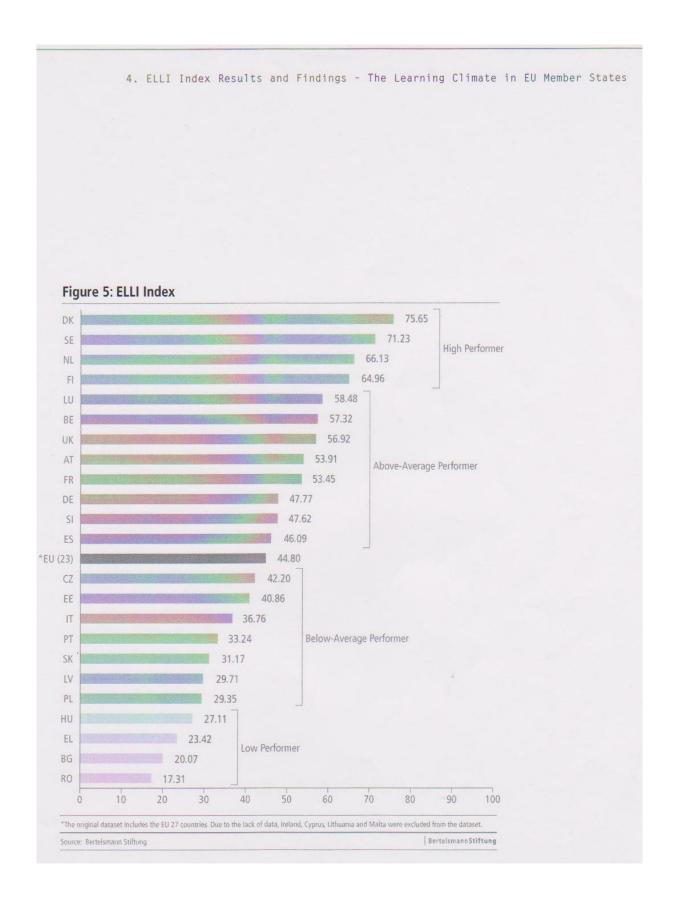
<u>Cultural policy</u>
 <u>Responding to social change</u>
 <u>Preserving the</u>
 <u>environment</u>
 <u>ICT and media</u>
 <u>Mobilising civil society</u>

Countries

EUROlocal connecting the dots...



ATTACHMENT J ELLI (European Lifelong Learning Indicators) Index Results 2010 per Nation



ATTACHMENT K ELLI (European Lifelong Learning Indicators) Index Results 2010 per Dimension of Learning

