BUILDING AN AGENDA

UCLG STRATEGIC TOOLKIT/ VERSION 1.1
GLOBAL AGENDA OF LOCAL AND REGIONAL GOVERNMENTS FOR THE 21ST CENTURY

Make it happen!
# Table of Contents

## Background
- Once in a generation opportunity
- Our own agenda, based on our own resources and aspirations
- How are we developing our own agenda? The process so far
  - [Page 3](#)

## Why a Toolkit?
- What is a toolkit?
- What can you do with this toolkit?
- What should a good agenda look like?
- Two valid ways to build your strategic agenda
  - [Page 8](#)

## Frame-Work
- Our issues of concern
- Key principles, ambitions and dreams
- Key Policies
- Practices
- Assumptions challenged
  - [Page 14](#)

## Narrative-Work
- Your Narrative... and aligned narratives
- Challenging narratives of other stakeholders and your counter-narratives
  - [Page 24](#)

## Net-Work
- Mapping
- Sharing
  - [Page 28](#)

## Writing the Agenda
- Now what?
- How was this toolkit developed?
  - [Page 30](#)

## Annex I: Netiquette

## Annex II: Other Resources
  - [Page 31](#)
ONCE IN A GENERATION OPPORTUNITY

The creation of UCLG in 2004 was based on the conviction that a “world advocate of democratic local self-government, promoting the values, objectives and interests of local and regional governments of all shapes and sizes, through joint action” was necessary and possible.

Since its founding, UCLG has advocated for the recognition of the role of local and regional authorities in the global development agenda. UCLG’s work programme during the first 10 years of its existence has emphasized the need to create an internationally respected organization; it has focused on facilitating contact among its members and has tried to put in place a flexible structure at the service of its heterogeneous membership.

The international community is currently developing a new global agenda for Post 2015. The shift from an Agenda that focuses on only the poorest countries to one that is universal, transformative and inclusive, presents UCLG with a unique opportunity.

This transformative agenda will be constructed on the motto “leave no one behind”, an ambition that will only be fulfilled if the goals are achieved for all at sub-national level.

There is currently an unprecedented momentum in international policy-making behind the importance of local action, the transformational potential of urbanization, and the need to create a multi-partner governance system to address universal challenges. The new global agenda is, therefore, an opportunity to advocate for the reform of the somewhat obsolete world governance system, and the inclusion of non-state actors such as local and regional government networks, at the relevant decision-making tables.

In order to make this a reality, UCLG, its members and partners will need to increase our participation in international processes, and harness our unique local perspectives and resources to make strong and persuasive proposals to tackle critical global issues.
The challenge for a consolidated network like UCLG is not just to produce multi-annual strategies that gain the approval of its broad membership, but also to effectively mobilize local and regional authorities to take on these strategies as their own.

We know that our members are more likely to actively support and advocate for our Global Agenda as their own if they have been directly involved in its development, so we want to construct it through wide debate among local and regional authorities at all levels. The Agenda should be developed through an ongoing Global Dialogue and allow the network to develop knowledge about its own nature, identify trends and position itself on relevant topics.

The Global Dialogue should be inclusive and allow for varying degrees of involvement by different actors so
that as many people as possible can contribute. For this reason, we are starting to experiment with new digital forms of consultation and collaboration. Technological progress is now making such a Global Dialogue possible for the first time. Online peer-to-peer methods have the potential to crowdsourced the knowledge and experiences of our network but require very little time investment from each individual participant.

UCLG should also be able to reach beyond the cities and associations that are part of its governing bodies. The different communities of practitioners, which will provide the critical mass for policy making beyond their specific working areas, and the World Secretariat, should be challenged by the members, to not only give feedback and propose policies, but also to participate in permanent collective dialogue beyond bilateral exchange.

We want to create a dynamic and active global action network of committed local leaders who work in partnership with one another and with other stakeholders to improve and implement the agenda of local governments over the next 10 years. We believe that this global action network only makes sense with a networked system of leadership, and we want you to be a leader of this network in your region and/or policy field.

During 2015 and 2016, debates and discussions will take place within UCLG’s membership and beyond, both in person and online. The Agenda should be finalized for Habitat III and provide a key input for discussions at the II World Assembly of Cities and Local Authorities, as well as the UCLG World Congress.

As part of this process, UCLG will produce the 4th Global Report on Local Democracy and Decentralization (GOLD IV). The report will provide analyses, examples of local government innovation, and case studies of successes and failures to support the Global Agenda.
HOW ARE WE DEVELOPING OUR OWN AGENDA?  
THE PROCESS SO FAR

To launch the debate on the Global Agenda for Local and Regional Government for the 21st Century, the UCLG Executive Bureau identified an initial list of issues in Rabat (October 2013) *. Between January and March 2014, the UCLG World Secretariat, in collaboration with the relevant UCLG Committees, developed several ‘think pieces’ on six of the topics, and a ‘toolkit’ that was distributed at the 7th World Urban Forum in Medellin in April.

The results of a brainstorming session with committees, representatives of UCLG regions and experts, hosted by the UCLG World Secretariat on 28-29 of April 2014, was presented at the Executive Bureau in Liverpool. At this session, consensus was reached between UCLG and its networks that the Global Agenda should consist of three main elements:

A ‘narrative’ of big ideas about the role of local governments in the 21st Century and their relationship with other actors.

Policy recommendations to make this role a reality

Case studies illustrating practices on the ground. There was also a call to identify the narratives of other stakeholders in global debates, in order to develop our own message and seek alliances with, or respond to, other stakeholders effectively.
These three levels form the basis of our ‘Strategic Framework’, which we will use to guide our collaborative work. The Framework should enhance the quality of consultations with members and partners going forward, both in-person and online.

After the Executive Bureau in Liverpool, the UCLG World Secretariat started work with the UCLG Committees on summary sheets that reshape each thematic area in line with the elements of the Strategic Framework (narratives and counter-narratives, policies and good practices).

The UCLG World Secretariat also produced a first draft of the global narrative that includes insights from all of the documents, consultations and discussions that have taken place throughout 2014 as well as from previous UCLG policy documents (e.g. The City of 2030 – Our manifesto, adopted in the 3rd UCLG Congress).

*1) Urban and territorial governance; 2) Urban financing; 3) Strategic urban planning and land management; 4) Inclusive cities and territories; 5) Cities as engines of economic development; 6) Sustainable cities and environment (climate change preparedness and mitigation included); 7) Culture, innovation and creativity; 8) Decentralized development cooperation; 9) Gender (added later).
The Habitat III and Post-2015 processes are opportunities, not only for evaluating how our societies are doing but also for reshaping collective action for a better world in the next decades. They involve information gathering, storytelling, communication, deliberation, knowledge exchange, networking, learning, advocacy, planning, lobbying and activism, among many other things! Coordinating all these activities is a complex challenge. At UCLG we have developed some practices in order to do this, and we think that sharing them openly in the form of toolkit will help our network and the whole process of agenda building. **The toolkit will allow us to collect and make sense of our knowledge, strengthen our relationships, and learn from other organizations that use it.** This is the first version of the toolkit, and we expect to keep it evolving with the help of a larger community by sharing it with all the stakeholders involved in the Post-2015 process.
We would like you to use it, share it, discuss it, modify it, send us your results, tell us about your experience with the toolkit, translate it into other languages and even contribute to the next version of the toolkit. Please send us your ideas, sheets, agendas, pictures to: consultations@uclg.org

Further information about the use of the toolkit can be found at our website.

WHAT IS A TOOLKIT?

The toolkit can be understood as bundles of ideas, tools and practices crystalized in three blocks:

FRAME-WORK
A Framework Sheet that helps us to gather and make sense of our knowledge about the main issues of concern to us.

NARRATIVE-WORK
A Narrative Sheet that helps us transform our knowledge into communicable ideas.

NET-WORK
A set of practices to share and update our knowledge.

WHAT CAN YOU DO WITH THIS TOOLKIT?

VISIT UCLG.ORG
Once you have identified the issues of concern for your constituency, you have to figure out how to make sense of all the knowledge captured. We have realized that there are two ways of doing this: moving from the universal to the concrete or starting from the concrete and then moving to the universal.
Some say that the first path leads to more unrealistic or more difficult to implement agendas. Others say that the second path leads to less ambitious and creative ones. Different people feel better walking one way or the other. **We consider that the best path is whichever works best for you.** A good approach is to collect dreams, policies and practices, and then walk the path in both directions. The **Frame-work** will help you to do that. Then, it is very important to find the way to build a narrative to carry the contents of your **Frame-work.** That is the mission of the **Narrative-Work.**

To capture, transmit, and update the **Frame-Work** and **Narrative-Work**, you can download and customize our templates.

**THE PATH FROM UNIVERSAL TO CONCRETE**

Departs from the **highest aspirations** (expressed in guiding principles, ambitions, dreams and hopes)

Then moves to the **proposal of policies** with the potential to transform reality in the direction pointed out by your hopes and dreams, inspired by your ambitions, and guided by your principles

And ends by giving **examples of existing practices** that prove the feasibility and the results of the policies that you are proposing

**THE PATH FROM CONCRETE TO UNIVERSAL**

Departs from **existing practices that work** to improve people’s lives on the ground

Then moves to the **proposal of more general policies** that make those existing practices possible

And ends by proclaiming the **highest aspirations** that those practices and policies embody (expressed in guiding principles, ambitions, dreams and hopes)
1. Stream: ____________________________
   Contact person: ______________________
   Version date: ________________________

2. Key principles, ambitions and dreams:
   ____________________________________
   ____________________________________
   ____________________________________

3. Policies which support these principles, ambitions and dreams:
   ____________________________________
   ____________________________________
   ____________________________________

4. On-the-ground practices that illustrate why and how these policies work (mention where, when and by who they were implemented, if possible):
   ____________________________________
   ____________________________________
   ____________________________________

5. Current assumptions challenged by those principles, policies and practices:
   ____________________________________
   ____________________________________
   ____________________________________
   ____________________________________
1. Stream: 
   Contact person: 
   Version date: 

2. My narrative: 

3. Main narratives of other players aligned with my narrative (please mention player): 

4. Main narratives of other players that challenge my narrative (please mention player): 

5. Counter-narratives to respond to challenging narratives: 

DOWNLOAD TEMPLATE
FRAME-WORK

1

OUR ISSUES OF CONCERN

A

SELECT THE ISSUE OF CONCERN FOR THE STREAM

What is important for your organization? Water and sanitation? Decent housing? Gender equality? Higher Education? You name it. For each issue of concern for your constituency, you need to create a stream of knowledge for it. The scope of each issue could be limited to a locality or region, or to a particular group of people (e.g. women, migrants), or it could be global, as it is the case of UCLG as an association of cities and local governments of the world.

B

IDENTIFY A CONTACT PERSON

Knowledge related to what is important for your constituency must flow inside and outside your work team, and though several people may be involved in contributing to or be benefited by that stream, it is important to put someone in charge of facilitating the flow of knowledge. This person’s goal is to help anyone to feed the stream, and also to make easy to provide others with the content of the stream.

C

KEEP RECORDS AND FOLLOW UP

A synthesis of the knowledge flowing in the stream must be captured, and this synthesis must be updated on a regular basis so the whole organization can quickly understand and communicate what is the positioning and the stance of the organization in relation to that issue of concern. Keeping a record of the version date of the synthesis will help to track changes and make sure that the latest version of the stream is available.
Stream:
Local Governance

Contact person:
John Smith,
UCLG Decentralization Committee

Version date:
3 of December 2014
KEY PRINCIPLES, AMBITIONS AND DREAMS

If an issue has become an issue of concern of your organization, it is because you would like it to be different in the future. Sometimes this desired future can be described in a normative way, by proposing a set of principles that would lead to it. Those principles are inspiring ideals that help to keep the focus on our values. Humans also need to express our desired future in terms of aspirations and hopes, no matter how difficult they seem to reach. All the outstanding achievements of humankind, such as walking on the moon, were imagined way before they were a theoretical and technical possibility. **We need to share our dreams, because rational programs are not able to capture and transmit the emotional dimension of our existence.**
Key principles, ambitions and dreams:

- **Democracy and accountability:** institutions are at the service of communities, not the other way around.

- **Effectiveness:** 'Bottom-up' is best! Communities themselves are best placed to understand the challenges they face and how to tackle them.

- **Responsiveness:** Decisions taken at the level of government closest to the people (subsidiarity) to ensure policies that respond to different local contexts and priorities.

- **Inclusiveness:** good governance is democratic but protects minorities and the most vulnerable of each community.

- **In other words:** Democratic, accountable, effective, responsive and inclusive local governance to improve wellbeing for all.
KEY POLICIES

Policies are guides to action to obtain certain outcomes. They differ from broad ethical principles in the sense that they guide more precisely how to define and prioritize laws and budgets. They are proposed as a pragmatic way of achieving, or at least making steps towards, the desired future envisioned by our principles, ambitions and dreams. Some may be proven policies that have shown results in the past, while others may be more experimental and emerge as the result of processes of social innovation. Policies can promote, generalize and standardize good practices, whether they have been proven and consolidated or newly implanted somewhere, with good results.
Policies which support these principles, ambitions and dreams:

• Participatory policy making (budgeting, planning) and other methods of consultation (meetings, surveys, referenda).

• Regular, free and fair local elections that ensure the equal representation of women.

• Transparency and freedom of information acts that allow citizens to scrutinize their governments and hold them to account.

• Partnerships between civil society groups and local government.
PRACTICES

By ‘practices’ we mean actual and concrete examples of actions, methods and techniques that have been seen to work and achieve results. They may have been the result of the implementation of a policy, or the outcome of an isolated bottom up initiative. Concrete practices not only show the feasibility of an idea or the way to implement a policy but also may inspire our hopes or dreams, by showing what kinds of futures are possible. Practices are also the source of great stories, which are fundamental for the effective communication of our agenda.

Make sure you have criteria to evaluate what a “good practice” is. At UCLG we consider that a good practice is one that contributes to reducing inequalities, has a multiplier effect, and has an impact in the territory as a whole. You may want also to collect “bad practices”, for they may be used in your counter-narratives or just to illustrate why some current assumptions must be challenged.
On-the-ground practices that illustrate why and how these policies work (mention where, when and by who they were implemented, if possible):

- Participatory budgeting Porto Alegre.
- The use of reserved seats for women members or gender quotas for candidates (e.g. Sweden, Denmark).
- Freedom of Information Act, UK gives right of citizens to demand access to most data and information held by public institutions.
- Collaboration of Slum Dwellers International with Mumbai City Government to build toilets in slums.
CHALLENGING ASSUMPTIONS

If your agenda is designed to change the current situation of your issue of concern, it has to challenge some of the current assumptions that are guiding today’s ruling rationales. In order to assess whether your dreams, policies or practices have transformational potential, your must check whether they are challenging any current assumptions. Otherwise, your agenda could unintentionally reinforce the status quo.

Because of this, you may want to identify the current assumptions that your agenda should challenge at the very beginning of your reflection. On the other hand, those challenges sometimes are not easy to identify, and require an exercise of critical thinking after a more brainstorming and creative thinking process. In either case, it is necessary to make those current assumptions explicit, for they are ultimately at the core of political debates and communication processes.
Current assumptions challenged by those principles, policies and practices:

- Experts know best.

- National priorities are the same, or more important than, as local priorities.

- Local government, NGO or citizen incompetency/corruption/incapacity.

- 'Post code lottery' the idea that decentralizing will lead to differences in service quality and a 'lottery' depending on where one lives. The assumption is that centralization is a guarantee of national equality and minimum standards. Decentralization seen as a risk, not an opportunity.
YOUR NARRATIVE...

Once your work team has clarified the principles/dreams, policies and practices of your agenda, you need to explain it, that is, you need an overarching narrative that summarizes it all. **Your narrative is the brief argument to make the case; it is like your elevator pitch.** The usual narratives present a course of action and its result, but you can be imaginative here.

... AND ALIGNED NARRATIVES

Other stakeholders may use narratives that are aligned with yours. In your communicative effort, you will want to connect your narratives to other narratives. It will help to make your case, build mutual understanding and trust, find allies, and strengthen your network.
My Narrative:

We will develop a democratic, accountable, effective, responsive and inclusive local governance to improve wellbeing for all.

Main narratives of other players aligned with the narrative my (please mention player):

- Good local governance as a tool for development (OECD, UN Habitat, Oxfam, UNDP).
- Subsidiarity and local democratic governance (EU).
- Transparency and accountability (Civil society, open data movement, etc).
- Value of a bottom up approach (Many civil society groups work at grassroots level and appreciate the value of local knowledge and priorities).
- Increased transparency and accountability (World Bank and IMF - though more as a way to improve efficiency than as a democratic principle).
In deliberative and advocacy processes, you will find narratives that are not aligned with, or that directly confront, your narrative. They may have a point! You should test the robustness of your narrative by paying attention to what others say about them, or by considering other approaches.

When those not-aligned narratives of other groups and interests sustain the situation and current assumptions that your organization aims to challenge, some counter-narratives will help to make your case.
Main narratives of other players that challenge the my narrative (please mention player):

- National priorities take into account local priorities (national governments, international agencies)
- Local government cannot be trusted because they are more easily corrupted (donors, international agencies, academics, national government)
- ‘Post code lottery’ (citizens, national politicians, national agencies, media, academia)

**UCLG counter-narratives to respond to challenging narratives:**

- (Experts know best) UCLG response: experts have a role to play in research and in providing information to citizens and democratic institutions who should then make the final decision. ALSO challenge the myth of the ‘neutral’ expert.

- (National priorities are the same as, or more important than, local priorities) UCLG response: many national priorities (e.g. economic growth, reducing CO2 emissions) can be tackled most effectively by starting locally.

- (Local government incompetency/corruption/incapacity) UCLG response: this is solved by more powers, resources and transparency, not less.

- (Post-code lottery) UCLG response: decentralization is not a risk, but an opportunity to improve services by bringing them closer to the people they serve. Experimentation and innovation at local level lead to new successful models that can be replicated elsewhere. Minimum national standards and transfers can reduce inequalities and provide a safety net.
MAPPING

You will be aware of some of the things that you do not know, and there will be other things that you do not know that you are not aware of. You need to contrast your views with other people. Start by visualizing your network in a diagram: put the name of your organization in the center, and then write around it categories of organizations or individuals that are related to your issue of concern. Make sure to add a category called “unclassifiable”. Around each category write names of people you know or you would like to contact. Once you have completed the map, review it and identify weak areas. To complete it, make a list of the names and share it with some of its members, asking them if they can think of any other people that should be added to the list. For sharing and collecting new names, in UCLG we use titanpad.com so anyone with the address to our pad can check and add new names.

SHARING

Next step is to share the first draft of your Frame-work and Narrative-work with the people in your map. At UCLG we upload the document as a Google Doc that allows comments. Then, we contact people on our list and ask them to check if there is something that they do not like, do not understand or is missing in our draft. It is important to clarify to them that a) the draft is no longer than two or three pages, and that the reading will take little time, and b) you will give feedback to all the people that make the effort to comment. This feedback does not have to be long; you just need to thank for the input, or very-very briefly explain why you have included or are not taking into account the suggestions made. In any case, start a conversation through e-mail, suggest arranging a telephone meeting or through services like Skype if the input is very good and you would like to extend the conversation.

Since at UCLG we need to coordinate different streams (i.e. Governance, Culture, Inclusive Cities, Financing, etc.) we use a mailing list. We encourage the use of mailing lists as a powerful way of communication and net-work as long as a Netiquette is used. A Netiquette is a list of do’s and don’ts of online communication that helps to work efficiently and keep a tidy record of all conversations by tagging them and maintaining the subject in all related messages. Find in Annex I UCLG’s intern Netiquette: we invite you to adopt it and adapt it to your needs.
NOW WHAT?

It is time for you to bring together your team and start to work on your agenda. As soon as you have a version that captures the main ideas, please share it with the whole global action network by sending it to your regional section of UCLG. We will take it into account in order to produce the Global Agenda, and as a local leader of the global action network, we will keep you updated on the latest developments.

HOW WAS THIS TOOLKIT DEVELOPED?

The Frame-work and Narrative-work modules were developed as a result of an intensive day and a half workshop organized by UCLG World Secretariat, which aimed to promote a holistic vision of the agenda. The workshop was conducted by a professional facilitator with the Dialogue Mapping methodology. Special Invitees were Giovanni Allegretti, Catherine Cullen, William Cobbett, Claude De Miras, Josep Maria Elorduy, Pietro Garau, Guillaume Josse, Diana Lopez Caramazana, Eduardo Moreno, Aromar Revi, David Satterthwaite, that joined UCLG Secretaries general: Jean-Pierre Elong-Mbassi, Alain Lesaux, Josep Roig, Frédéric Vallier; and UCLG Committees secretariats: Eva García, Arnau Gutierrez, Nathalie Le Denmat, Nathalie Noupadja, Jordi Pascual, María Regina Rau De Souza; and all the team of UCLG World Secretariat.

The Net-work section of the toolkit originated in an intensive two-day workshop held at the World Secretariat Offices the 4th and 5th of March of 2013 as an initiative of UCLG World Secretariat. Its aim was to start to immerse UCLG in the cultures and technologies of collaboration of the coming decades.

DO YOU WANT TO CONTRIBUTE TO THE GLOBAL AGENDA OF LOCAL GOVERNMENTS?

If you have a local perspective on global challenges and you think you can contribute with your agenda to the Agenda of Local Governments. Please send to us your Frame-work/Narrative-work sheet, or a request to comment in our working documents.
ANNEX I: NETIQUETTE

• No mail without a subject.
• Compose every subject imagining yourself searching for it in the email search in three months’ time.
• No email without, at least, one [TAG], (not counting [uclgnet], which is added automatically.
• If you don’t want to use square brackets, use capital letters. The idea is for the TAG to stand out.
• Think intuitively about the tag so that colleagues who don’t have to read the email can skip over it just by reading the tag.
• Most common tags (for general use):
  - _ FOR ALL
  - _ IMPORTANT
  - #OFFTOPIC
  - #FYI
• Each project and each topic is a valid TAG.
• Before composing an email, take 10 seconds. Think, develop, and then act.
• Be brief. Suggest something concrete in the most concise way possible. Never send an email of more than three short paragraphs.
• Be clear. Use bold. Separate paragraphs. Ask clear questions. Make clear requests.
• The most valuable resource in the network is other people’s time.
• Use email to coordinate work and carry out more in-depth discussions via other media.
• Don’t open a new thread about an issue if there is already an open thread about it.
• ERGO, before opening a thread, check to see whether there is one already open.
• Don’t change the subject of a thread. Open a new one.
• Make sure you reply to the appropriate person.
• Respond between lines. E.g. Don’t say ‘agreed’ without copying and pasting below the text you are agreeing with.
• If the thread is long, read previous mails to make sure you are not repeating what has already been said.
• Be informal. ‘Please’ and ‘thank you’ are OK, but other formalisms lengthen emails unnecessarily and waste colleagues’ time.
• Don’t propose, DO. Never open a thread about a project without having started to work on it.
• When you open a thread, take responsibility for closing it. (Remember: don’t suggest it if you can’t digest it).
• Deactivate auto-reply. It creates noise in the lists and annoys everyone else.
• Remember to follow the rules, to gently remind colleagues of them, and don’t take it personally when they do the same for you.
• DON’T SHOUT (don’t overuse CAPITAL letters). Don’t compete for attention.
• Share existing work rather than to-do lists (sharing existing work involves explaining what needs to be done concretely, operationally, and clearly).
• Instead of replying to the list (that is, to all) remember you have the option of just replying to one person. This is a useful way of avoiding making noise in the thread if your message is only of interest to one person.
• The netiquette is always in beta and each list can have its own set of rules as long as they are functional and meet our needs.
• “Talk is cheap. Show me the code.” No list will work if it becomes a forum of opinion. The most valuable message for everyone is always ‘done’.

Join our mailing list, where we coordinate social network campaigns with members and partners, by contacting us at consultations@uclg.org

ANNEX II: OTHER RESOURCES

A toolkit of participatory methods:

A toolkit of social innovation:

A useful site to develop narratives and storytelling:

This toolkit was put together by Antonio Blanco-Gracia and Sergio González with the help of the UCLG World Secretariat team.

Design and layout by G.Grafic
Illustrations by Luis Bustos