



The Black Box of Governmental Learning

The Learning Spiral— A Concept to Organize Learning in Governments

by

Raoul Blindenbacher

in collaboration with Bidjan Nashat

<http://www.worldbank.org/ieg/learningspiral>



Table of Contents

Foreword	xi
Preface	xiii
Executive Summary	xvii
1 Introduction	1
1.1 Why Learning in Governments?	1
1.2 A Concept to Organize Learning in Governments	3
1.3 Outline of the Book	5
Part I Analytical and Theoretical Considerations	9
2 Analytical Concepts of Governmental Learning	11
2.1 Historical Analysis	11
2.1.1 Origins	12
2.1.2 Learning Approaches	16
2.2 Today's Practices	19
2.2.1 Learning Approaches Today	20
2.2.2 Practical Application	24
2.2.3 Types of Events	29
2.3 Particularities and Lessons	34
2.3.1 Particularities and Barriers	34
2.3.2 Lessons from Past and Current Practices	39
3 Theoretical Concepts of Governmental Learning	43
3.1 Democratic Government, Democratic Governance, and Governmental Learning	43

3.1.1	Concepts of Democratic Government and Democratic Governance	44
3.1.2	Policy Analysis and Governmental Learning.....	47
3.2	Knowledge in Democratic Governance.....	49
3.2.1	Concepts of Knowledge Creation	50
3.2.2	Knowledge Creation in Democratic Governance.....	53
3.3	Learning Theories.....	57
3.3.1	Individual Learning	58
3.3.2	Organizational Learning	62

4	A New Concept of Governmental Learning— The Learning Spiral	67
4.1	Learning System and Learning Process	67
4.1.1	Learning System.....	68
4.1.2	The Learning Process and Its Methodology ..	69
4.2	Stages of the Learning Spiral	73
	Stage 1: Conceptualization	73
	Stage 2: Triangulation	74
	Stage 3: Accommodation	76
	Stage 4: Internalization	77
	Stage 5: Externalization	78
	Stage 6: Reconceptualization	80
	Stage 7: Transformation	81
	Stage 8: Configuration	82
4.3	Practice of the Learning Spiral.....	84
4.3.1	Template and Organization	84
4.3.2	Evaluation and Results Framework.....	88

Part II Practical Application.....93

5	International Conference	95
5.1	Conference Reader—Conceptualization Stage	95
5.2	Sixty Federal and Decentralized Countries— Triangulation Stage	97

5.3	Introduction of the Conference Reader— Accommodation Stage	98
5.4	Work Sessions—Internalization Stage	99
5.5	Dialogue Tables—Externalization Stage	101
5.6	Expert Summaries—Reconceptualization Stage	104
5.7	Interactive Plenary Panels—Transformation Stage	104
5.8	Conference Proceedings—Configuration Stage	105
5.9	Final Comments and Evaluation	105
Box 1:	Reflections from Robert D. Ebel, Deputy Chief Financial Officer and Chief Economist of the Washington, DC, Government	107
Box 2:	Reflections from Bob Rae, Former Premier of Ontario and Current Member of the Parliament of Canada	109
6	Multiyear Global Program Roundtables	111
6.1	Theme Template—Conceptualization Stage	112
6.2	Twelve Federal Countries—Triangulation Stage	113
6.3	Program Manual—Accommodation Stage	113
6.4	Country Roundtables—Internalization Stage	114
6.5	International Roundtable—Externalization Stage	114
6.6	Theme Paper—Reconceptualization Stage	116
6.7	Online Discussion Forum—Transformation Stage	117
6.8	Handbook and Booklet Series—Configuration Stage	117
6.9	Final Comments and Evaluation	118
Box 3:	Reflections from Arnold Koller, Former President of Switzerland	119
7	Study Tour	123
7.1	2005 Iraqi Constitution—Conceptualization Stage	123
7.2	Four Judiciary Systems—Triangulation Stage	124
7.3	Study Tour Program—Accommodation Stage	125

7.4	Field Trips—Internalization Stage	126
7.5	Reflection Sessions—Externalization Stage	127
7.6	Vision of Iraqi Judiciary System— Reconceptualization Stage	127
7.7	Political Roadmap—Transformation Stage	128
7.8	CD-ROM—Configuration Stage	128
7.9	Final Comments and Evaluation	129
Box 4: Reflections from Medhat Al Mahmoud, Chief Justice of the Federal Supreme Court and President of the Higher Judicial Council of Iraq . . .		130

8 Evaluation-Based Workshop 133

8.1	Four Evaluation Reports—Conceptualization Stage	134
8.2	Eight African Countries—Triangulation Stage . . .	135
8.3	Concept Note and Guidance Note— Accommodation Stage	135
8.4	Plenary Sessions—Internalization Stage	137
8.5	Breakout Groups—Externalization Stage	138
8.6	Review of Evaluation Reports— Reconceptualization Stage	139
8.7	Action Plan—Transformation Stage	139
8.8	Brochure—Configuration Stage	139
8.9	Final Comments and Evaluation	140
Box 5: Reflections from Ato Ahmed Mohammed Ali, Director of Planning and Programming Directorate, Ministry of Capacity Building of the Government of Ethiopia		141

9 Multimedia Training and E-Learning Initiative 145

9.1	Core Learning Components—Conceptualization Stage	146
9.2	Global Target Audience—Triangulation Stage . . .	147
9.3	Users' Manual—Accommodation Stage	148
9.4	Online Questionnaire—Internalization Stage	149
9.5	Online Dialogue Exchange—Externalization	150
9.6	Process Monitoring—Reconceptualization Stage .	152

9.7	Scenario Exercises and Rapid Results Approach— Transformation Stage	152
9.8	Revision of CLCs—Configuration Stage	154
9.9	Final Comments and Evaluation	154
Box 6:	Reflections from Govindan G. Nair, Lead Economist, Public–Private Partnerships, World Bank Institute	155
10	Conclusions and Outlook	157
10.1	Conclusions	157
10.2	Outlook	159
	Bibliography	163
	List of Boxes, Figures, Tables, and Pictures	179
	Author Biographies	183