Learning Community Framework and Measuring Impact Toolkit

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1 Introduction

This work builds on the Learning as a Driver for Change project (Wheeler & Wong 2013). The 2013 report, *Learning as a Driver for Change*, and the companion document, *Learning Community Framework*, made an important contribution to learning within local government and to new ways of supporting community wellbeing and social inclusion.

The 2013 research drew on the experiences of the Hume City Council and Gwydir Shire who have partnered with other organisations to develop a culture of learning which supports educational, social and economic benefits for all citizens of their communities.

Evaluation of learning partnership programs in Hume City Council and Gwydir Shire, and the literature review, were used to develop a Learning Community Framework. This Framework has since been used to evaluate other learning partnership programs in Australia, and has also been showcased in forums and conferences.

Internationally, in 2013 The UNESCO Institute for Lifelong Learning (UIL) launched a Global Network of Learning Cities (GNLC). A Declaration on Building Learning Cities recognised, among other things, that concepts such as 'learning communities', 'learning cities' and 'learning regions' were important pillars of sustainable economic and social growth. Key to this was the development of a Framework of the Key Features of Learning Cities which is now a resource for monitoring the progress of Learning Cities. This initiative is building momentum and recent examples of good practice will be showcased at the second conference on Learning Cities to be held in Mexico City in September 2015. Further, PASCAL International Observatory has for over 14 years focused on the development of place through learning and social cohesion. It provides an international platform for policy makers, academics and other stakeholders to exchange information on good practice and to assess and improve local performance.

The *Learning Community Framework and Measuring Impact Toolkit Volumes 1 and 2* provide an opportunity to build on the 2013 *Learning as a Driver for Change* project and in particular, to align the Learning Community Framework to UNESCO's Framework of the Key Features of Learning Cities. The report and toolkit are aimed at practitioners in the local government sector engaged with learning and learning communities.

Included in Volume 1 is a literature review that expands on the 2013 research, with a special focus on evaluation frameworks; a case study on the City of Melton, Victoria, Australia which provides an in-depth example of evaluation practices; and background information on the development of the Measuring Impact Toolkit, designed to aide local government practitioners create, adopt and evaluate a Community Learning Plan for their LGA.

Volume 2 includes the complete Measuring Impact Toolkit.

1.1 How to use this resource

The purpose of the toolkit is to take practitioners through a step-by-step process to develop or update a community learning plan in a manner that embeds evaluation and measurement right from the beginning. We recommend that stakeholders in a community use this toolkit to work collaboratively to develop a learning strategy and plan.

The following is a suggested approach:

1) Read Volume 1. The literature review and case study of the City of Melton provides background material and a national and international context for the development of learning community/city approaches.
2) Work through the stages and activities in Volume 2 to plan, develop and review your community learning plan.

A plan can be designed for a cluster of projects, neighbourhood, city or rural area. The plan embeds an action learning approach and requires continual review. However, by doing so, you can create a custom-built community learning plan and evaluation strategy to suit local circumstances. The process of working on a plan helps to build a culture of learning in your community and provides a knowledge base for future development.

There is a glossary of terms in Volume 2 to support both volumes.

2 Literature review

The evaluation of learning community approaches is complex and multifaceted, essentially because of the collaborative style taken to implement programs, the breadth of activities and programs, and the length of time needed to achieve the desired outcomes (Cavaye, Wheeler et al. 2013). However, the local government initiatives that use this approach to help improve socioeconomic outcomes, build community capability and strengthen community governance place importance on evaluation for four main reasons. First, it is a way of monitoring such things as access to learning infrastructure (libraries and learning centres) and the number and types of formal and non-learning programs offered. Second, local governments have an obligation to ratepayers and citizens at large who want to know whether programs funded by government and others are making a difference (Owen & Rogers 1999, p.263). Third, it demonstrates good governance for the partnership organisations involved (Charity Commission UK 2010). Finally, and perhaps most importantly, it provides an opportunity for reflection, and for individual organisations and the partnership as a whole to engage in 'double loop' learning, or to move towards changing their views of what social change through learning and education means (Sterling 2004).

2.1 Why evaluate?

Learning communities of places, cities and regions invest financial and human resources into ensuring residents in a particular geographic location can have access to a range of learning opportunities and infrastructure. This infrastructure could include libraries and community learning centres. When it undertakes this investment, a local government authority is attempting to improve particular outcomes in order to have an impact on long-term objectives. Examples of desired outcomes for these programs include: higher educational attainment levels, higher incomes and improved attendance at kindergarten. How does a learning community know whether its interventions have made a difference? Practitioners responsible for the various programs may want to know the answers to the following questions:

- Are the groups that are being targeted using the libraries and community learning centres effectively?
- Are residents reading the learning directory that is produced and, more importantly, enrolling in the courses and activities the programs provide?
- What are the learning outcomes of a particular training program?
- Do an increased proportion of residents have local jobs as a result of an economic development initiative?

This is where monitoring and evaluation of programs and projects is vital to providing an evidence base. It is relatively straightforward to evaluate one or two programs, and there are plenty of evaluation guides to assist in this process (Pope & Jolly 2008). In addition, in Victoria, Adult, Community and Further Education (ACFE) produce resources on how to structure and evaluate non-accredited learning programs (ACFE 2009). Further, those reflective practitioners who like to use an action learning approach are well served in Australia with practical resources produced by the Action Learning, Action Research Association[1] and by individuals such as Wadsworth (2004).

However, a key argument is that local government administrators and rate payers at large are entitled to know whether the programs they fund make a difference. The challenge is to evaluate learning community programs in a systematic way, with a focus on results and outcomes, while at the same time not to losing sight of the value of formative approaches

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[1] http://www.alarassociation.org/

that build a culture of learning in a community. According to Owen and Rogers (1999, p.2) what is most helpful is the linking of practitioner work to a conceptual framework for anchoring existing evaluation knowledge and practice. This should also be linked to local government goals and strategies for lifelong learning.

The evaluation of learning cities/regions and communities is recognised as vitally important to the implementation and development of a learning city, yet at the same time it is challenging (Dayong 2013; Osborne, Kearns et al. 2013; Preisinger-Kleine 2013; UNESCO 2014a). There is no 'one-size-fits-all' approach. However, as Presinger-Kleine (2013, p.419) note 'a very important lesson learned is that without evaluation and quality assurance mechanisms, local authorities do not have the means to examine their strengths and weaknesses.'

2.2 Australian evaluation frameworks

Using an evaluation framework is a way of ensuring that evaluation is built in to documents such as community learning plans from the beginning. In order to know if a learning community approach is making a difference, it is critically important to know what the conditions were before the interventions and initiatives were implemented. Monitoring changes in these conditions requires an evidence-based approach that is able to incorporate evidence of changes in attitudes and practice, as well as changes in achievement and participation. Embedding evaluation into the process normalises this aspect of managing innovation, and the participatory nature of evaluation frameworks builds the skills and capacities of practitioners and stakeholders. In addition, an evaluation framework is an excellent way to focus on the community learning plan and its strategy, and to keep its projects and initiatives on task and on time.

2.2.1 Victorian Performance Management Framework (VPMF)

One such evaluation framework is the Victorian Performance Management Framework (VPMF), originally designed in 2005 specifically to evaluate a state government-funded Victorian Learning Towns program (Cavaye, Wheeler et al. 2013). This framework has been designed specifically to evaluate Australian learning communities. It uses a program logic method and a tiered approach. It requires stakeholders to agree on what was to be evaluated at each of the following tier levels:

- Level One: the function of learning communities
- Level Two: learning delivery and outcomes
- Level Three: lifelong learning
- Level Four: community capacity.

At Level One, stakeholders might measure the strength of partnerships or undertake a learning needs analysis. An example of a measurement at Level Two is the number and quality of learning programs. At Level Three practitioners identify how their particular programs contribute to lifelong learning in a community. Finally, at Level Four, stakeholders measure how program/s are contributing to economic development or social inclusion. For example, how many jobs for local residents were created as a direct result of a particular activity? How many residents undertook training in a community leadership activity?

The collection of data involved a mixed methods approach which included personal interviews with key community informants, focus group interviews of key stakeholders and partnership mapping/collaboration charts. It required the systematic collection of data through surveys, the use of Likert scales, and consistent interview questions so changes could be observed over time.

Innovative methods included the use of selective small group conversations which involved detailed discussions with three or four informed people to explore the functions and outputs of learning communities in greater depth. Also, members worked on graphical collaboration charts with quantitative scores to map changes in relationships due to learning community activities (Golding 2004 as cited in Cavaye et al. 2013). In addition, 'detailed interviews and small group discussions were needed to isolate the effects of learning community activities from other influences and to explore the cause and effect of relationships between activities and outcomes' (Cavaye et al. 2013, p. 7).

With the support of Adult Community and Further Education (ACFE) funding and the Victorian Learning Town program, the tools developed under VPMF were extensively trialled. They became known collectively as 'Measuring Impact' (MI), a project evaluation instrument (Galbally & Wong 2008). MI also went on to be used as an evaluation toolkit for other ACFE-funded innovation projects and is still available.

Two stakeholders interviewed for this research thought the toolkit was very useful. The toolkit was used extensively to measure the impact of ACFE-funded Capacity and Innovation Funds (CAIF). It was also used by local government to evaluate the impact of funds allocated to early years' projects.

There were some challenges involved in implementing the toolkit. One interviewee noted that to use the MI Tool effectively, training of 'informed people' (that is, stakeholders of a project) is critical. Training is required to use the toolkit effectively and resources were not always available for this. In addition, the criteria and sources of data had to be decided at the beginning of a project or time period, and they had to be collected consistently over time. Practitioners found it difficult to establish and maintain target benchmarks or standards, and different components of the toolkit have been used from year to year, making it difficult for comparisons over time. Analysis of the data was also often neglected and consequently the toolkit was used for measurement of outcomes without an ensuing analysis of impact.

The City of Melton, as part of its evaluation process, does use some of the innovative approaches based on the MI Tool, for example graphical representation of partnership strength and small group discussions about isolating the attribution of learning community activities. Blunden (2014) identifies that a key challenge is the immense amount of data collected and the lack of time and resources to undertake the analysis.

Yarnit (2013, p.51) contends that learning city networks in the UK have been weak at creating and maintaining the use of standards. According to Yarnit, this is generally because practitioners have found it challenging to take time and resources out of running programs to put into evaluation. This view was supported by one of the stakeholder interviewees who recommended the development and introduction of a set of standards such as those used in Scotland. The standards include competence in evaluation to inform practice, and a commitment to developing practitioners who are skilled in evidence-based practice that provides 'robust evidence [that] can sustain, inform, influence and change policy and practice' (CLD n.d., para.1).

Wheeler, Wong et al. (2013, p.39) report that one of the challenges faced by stakeholders involved in the Hume City learning community is 'the effective measurement of outcomes'. This has been addressed in *The Hume City Council Learning Together 4 Action Plan 2014–2017* (LT4) which is much more clearly linked to the council's planning framework than previous documents. The Plan states that the objectives in LT4 were 'reframed as outcomes to more closely align with Council's current approach to planning and measurement' (HCC 2014, p.8). The document clearly sets out what is to be measured and how each item to be measured relates to a goal in the Plan. The Plan also determines benchmarks and targets,

sources of data collection and frequency of collecting the data. Global Village community members continue to work on formative evaluation approaches, but now do so outside the LT4 evaluation framework. For example, one of the latest initiatives is a trial of a Relentless Monetisation (RM) framework to measure the impact of different learning community interventions (Weinstein & Bradburd 2013). In its early stages of development, a benefit/cost analysis is being applied to key volunteering, crime prevention and learning programs as a way of helping practitioners prove a case for continuing the programs.

Saleeba, (2013, p.205) notes that a number of local governments (the cities of Melton, Brimbank, Hume, Frankston, Moonee Valley in Victoria; the city of Townsville in Queensland; The Shire of Gwydir in New South Wales; and the City of Rockingham in Western Australia) have developed strategic community learning plans which are embedded in overall council plans. These councils are committed to reporting on results and outcomes and as discussed, they are working on streamlining the way they report. There is a need to ensure that formative evaluation, in particular, action learning and qualitative research, can be incorporated in this process.

2.2.2   The Collective Impact framework

In Australia there is a growing interest in an approach which measures the collective impact that partnerships have on a range of issues, including education (Kania and Kramer 2011). A model designed to do this, called the Collective Impact framework , comes from the US where long-term commitments are made by strategic partners from different sectors to set a common agenda to solve a specific social problem. Highlighted examples of partnering organisations demonstrate a shared measurement system, mutually reinforcing activities and ongoing communication.

Cayave, Wheeler et al. (2013) note that learning communities include elements of Kania and Kramer's (2011, 2013) Collective Impact framework. These elements include Kania and Kramer's common agenda, backbone support organisations, and emerging shared measurement systems. However, in Australia, collective impact efforts are less likely to reflect mutually reinforcing activities and continuous communication. While activities are coordinated and information is shared between participants, in many situations, this reflects collaboration more than truly collective impacts (Cavaye, Wheeler et al. 2013, p.2).

The Centre for Social Impact reports that the Collective Impact framework is designed 'to tackle deeply entrenched and complex social problems' (Collaboration for Impact n.d., para 1). It uses a structured approach to make collaboration work across 'government, business, philanthropy, non-profit organisations and citizens to achieve significant and lasting social change' (O'Neill & Graham 2014, para. 5). Training workshops are available[2] and now Australian organisations are using the Collective Impact framework. For example, Pro Bono Australia News announced that Kramer was working with the Woodside Development Fund and cross-sector stakeholders to apply the framework to the early childhood services in Western Australia (Morgan 2014). An effective next step may be for learning community partnerships to investigate the Collective Impact framework with a view to strengthening evaluation activities.

2.2.3   Other frameworks

Wheeler, Wong et al. (2013) note there are other evaluation frameworks with elements that relate to learning communities. The health promotion field offers useful insights on ways to measure the impacts and outcomes of particular health promotion interventions using a program logic approach, and they have been adapted to evaluate learning community

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[2] http://collectiveimpact2014.com.au/

programs (DHS 2003; Hughes, Black et al. 2008; Wheeler, Wong et al. 2012; Moonee Valley Council 2013).

Typical components of a program logic evaluation are covered comprehensively in practical booklets such as those produced by the Victorian Government's Department of Human Services and the Queensland Government's Department of Communities (DHS 2003; Johnson 2004). These reports and other guides such as partnership analysis tools (VicHealth 2011; VCOSS, n.d.) are good starting points for practitioners wanting to evaluate their work in this area. The Victorian Communities Indicators Project is also well worth exploring. This project was developed by a multidisciplinary team covering the health areas of state government, the Australian Bureau of Statistics, academics and representatives from local government. It developed indicators in five broad areas:

- healthy, safe and inclusive communities
- dynamic, resilient local economies
- sustainable built and natural environments
- culturally rich and vibrant communities
- democratic and engaged communities.

The project team has listed indicators and data sources for these areas. Of particular interest to learning community partnerships are the indicators about lifelong learning, early childhood development, economic activity and employment and income and wealth (Wiseman, Langworthy et al. 2006).

Critical to effective impact evaluation is good governance. Good governance is required to provide consistent management and a cohesive approach to policies, processes and decision-making (City of Greater Geelong 2009, p.44).

2.3 International learning city evaluation frameworks

Internationally, there is a plethora of learning city evaluation frameworks. Many of them originate in Europe and their implementation and development have been well funded. Longworth (2006) documents several projects which have developed tools, techniques and frameworks for measuring learning cities and regions. The Towards a European Learning Society (TELS) project was one of the first. It ran from 1998 until 2001 and its main objective was to encourage cities, towns and regions to take the then new concept on board, and it developed an extensive audit toolkit (the Learning Cities Audit Tool) identifying ten major municipal learning domains and 40 sub-domains where cities, towns and regions might need to take action. A successor to the TELS project was the European Commission's R3L initiative. One element of the initiative was the INDICATOR program which produced a series of tools called 'stakeholder audits'. These tools were sophisticated meta-tools for use across learning cities and regions and were relatively expensive to implement (Longworth 2006). A recent international review of education briefly mentions other learning indexes, namely, the European Lifelong Learning Index (ELLI) and the *German Learning Atlas: Making lifelong learning tangible on a regional level* (Bertelsmann Stiftung 2012 as cited in Osborne, Kearns et al. 2013). The review describes two learning indexes in detail, namely, Canada's Composite Learning Index (CLI) and a proposed analytical quality framework for learning cities developed by Randolph Presinger-Kliene (Cappon & Laughlin 2013; Preisinger-Kleine 2013). Cappon and Laughlin (2013) outline an example of how big data sets have been used to measure the impact of learning communities across Canada using the Composition Learning Index (CLI). The CLI was developed by the Canadian Council on Learning and builds on a conceptual framework based on *Learning: the treasure within* (Delors et al. 1966). This framework organises learning into four pillars: learning to know, learning to do, learning to live together, and learning to be. The model uses seven outcomes (five social and two

economic): adult literacy, early childhood development, population health, environmental responsibility, voter participation, income and unemployment. As Osborne, Kearns et al. note, the '2010 CLI, comprises 17 indicators and 26 specific measures generates numeric scores for more than 4,500 communities across Canada.' (Osborne, Kearns et al. citing CCL 2010). Cappon and Lauglin (2013) contend that the true value of the CLI is the direct relationship between learning at one end of the model, and social and economic wellbeing at the other end. They see that this approach offers a return on investment for communities and argue that the CLI is a powerful resource for community development. They conclude that there is value in having a broad-based index focused on educational values and outcomes. They caution that evaluation using the CLI takes a long time and it must involve a systematic collection of information.

Preisinger-Kleine (2013) proposes an evaluation framework that builds on the work of Cara and Ranson (1998) in the UK and on the R3L + project, which ran in eight European regions/cities from 2007 to 2013. This framework is based on a quality assurance and systems approach, and Preisinger-Kleine says it will be useful for learning cities and regions to determine strengths and weaknesses. The framework proposes four quality areas:

- partnership
- participation
- progress and sustainability
- learning culture.

For each of these areas, the framework sets out quality criteria and indicators which can be used to determine and improve quality in these areas. Further, a quality cycle linking to a quality assurance process describes the practical use of the measuring instruments.

Dayong (2013, p.258) reports on an assessment process which has been implemented in learning city/region developments in Beijing, China. The assessment is based on three levels of indices. The first level indices are high level concepts, for example learning and understanding; organisation and management, implementation and effects. The next levels provide increasing degrees of detail. Once a region or organisation has passed an assessment, they are called Learning Regions or Learning Organisations. Dayong underscores the importance of having support from the central government, as this will guarantee funding and other support for learning city development (Dayong 2013). At a meta level there is also a new international standard known as 'ISO 37120' which lays out 46 measures that cities on any continent can use to measure their performance by. The measures apply to education, health, economy, safety and the environment (Peirce 2014).

The audit systems described above are very complex and expensive to design and implement. Yarnit (2013) provides a word of caution to anyone designing evaluation frameworks for learning city and region projects. He suggests that the Canadian- and European-funded projects found that designing evaluation systems was one thing, and getting stakeholders to use them was quite another. He contends that learning city networks have been weak at creating and maintaining the use of standards. He believes there are two main reasons:

1. Practitioners are loath to take out time and resources from practical matters to create or utilize evaluation schemes.

2. Existing data sources that can be used to assess the progress made by learning cities have usually been designed for other purposes and are rarely ideal, whilst creating new datasets is an expensive business (Yarnit 2013, p.51).

While he acknowledges that learning city indicators are essential to a better understanding of the impact of learning on urban development, he strongly recommends, based on the lessons learned, that they should be designed and implemented by practitioners (Yarnit 2013, p.52).

Recently PASCAL International Observatory published a toolkit to help cities learn (Tibbitt et al. 2014). It provides a guide to tools available under the following categories:
- indexes and rankings based on secondary analysis of existing data
- new data collection and surveys
- qualitative instruments for benchmarking and auditing
- evaluation approaches.

It offers a summary and recommendations of key tools to use for each situation, including UNESCO's Key Features of Learning Cities outlined below.

2.3.1 UNESCO learning cities framework

There has been a recent surge in interest in the learning city concept and this has been driven by East Asia, in particular Korea, China, Japan, Taiwan and Vietnam (Chang, Hung et al. 2013; Dayong 2013; Han & Makino 2013; Jordan, Longworth et al. 2013). It is appropriate therefore that the UNESCO Institute for Lifelong Learning's (UIL's) Global Network of Learning Cities (GNLC) was launched at a conference in Beijing in October 2013 (UNESCO 2014a).

An outcome of the conference was a Declaration on Building Learning Cities in which, among other things, 'learning communities', 'learning cities' and 'learning regions' were recognised as pillars of sustainable economic development. The framework of Key Features of Learning Cities is made up of three key components. First, the emphasis is on the wider benefits of learning for 1) individual empowerment and 2) for the community in terms of social cohesion, economic development and cultural prosperity. Second, the building blocks of a learning city are the different aspects of learning, that is, learning for work; learning in family and communities; pathways to further and higher education; quality assurance; the use of modern learning technologies and developing a vibrant culture of learning throughout life. The third key component comprises the foundations which are fundamental conditions of building a learning city. This includes such factors as political will and commitment, governance, a partnership approach across sectors, and the mobilisation and utilisation of resources. This is illustrated in Figure 1.
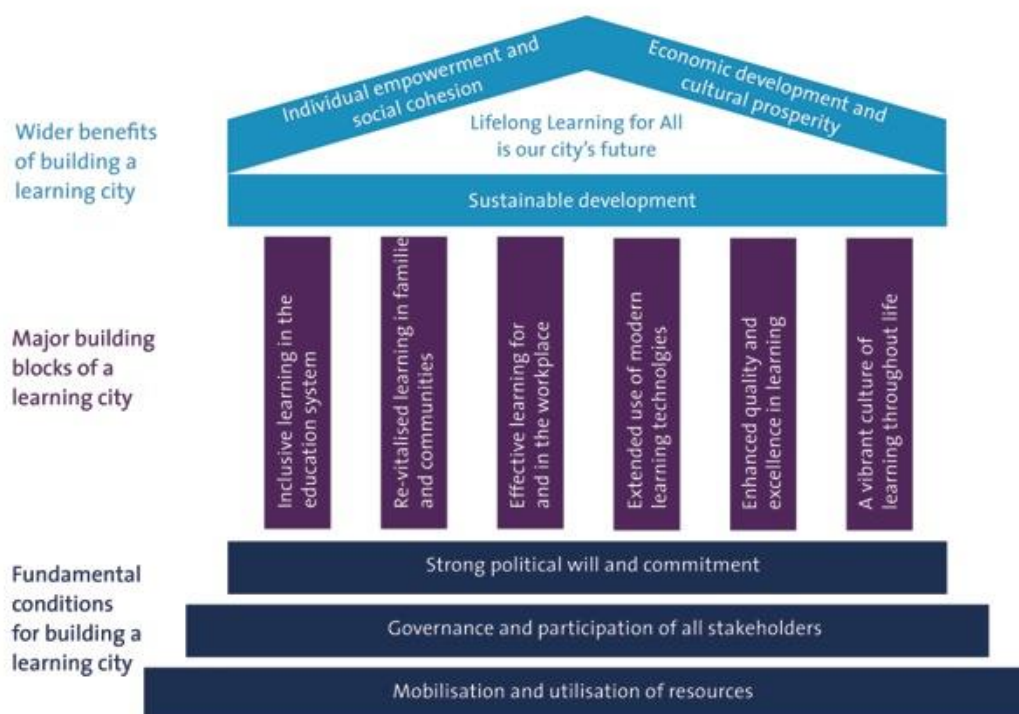
Figure 1: The framework of the Key Features of Learning Cities

Source: Reproduced with permission from UNESCO (2014a, p. 29)

Helpfully, the framework also provides a list of key features and measurements as a guide. The Beijing conference report makes reference to the need to collect 'big data' sets and highlights models such as the Canadian Learning Index (CLI) as a model to follow. It emphasises that 'as "big data" takes centre stage in policy making, data collection and analysis, and can help cities provide quality learning for the well-being and happiness of citizens' (UNESCO, 2014a, p.13).

The authors believe this framework can also be adapted for use by practitioners who, as Yarnit (2013) points out, want something practical. This also aligns with the UNESCO conference delegate from Zimbabwe, who stated that the majority of people still live in rural areas so a 'learning community approach' should be used to work out strategies for how urban and rural areas in Africa can cooperate to provide lifelong learning for every citizen. The toolkit developed for ACELG's *Learning Community Framework and Measuring Impact Toolkit* (Wheeler & Wong 2015b) aligns the Australian Learning Community Framework to the UNESCO framework and links to a range of tools that can be used by practitioners. Other cities connected to UNESCO's Global Network of Learning Cities (GNLC) are also adapting the Key Features of Learning Cities for use in their own contexts.[3]

UNESCO emphasises the importance of research and collaboration to promote learning cities and recommends the following actions:

> 1. Prepare quantitative datasets of key features of learning cities and utilize longitudinal analysis on the datasets.
> 2. Use comparative analysis to measure performance.

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[3] See http://learningcities.uil.unesco.org/home

3. Benchmark current infrastructure development and practice.

4. Highlight cases of good practice.

5. Collaborate by sharing knowledge among cities.

6. Review progress at regular intervals (UNESCO 2014a, p.13).

These suggestions, combined with Yarnit's (2013) words of caution, emphasise the importance of developing an evaluation strategy that supports local circumstances, is practical, and can be implemented within given resources.

Based on the foundation provided by the CLI (Cappon & Laughlin 2013) and the analytical quality framework which builds on the European Commission R3L+ program (Preisinger-Kleine 2013), the City of Melton recently developed a more comprehensive measure of the impact of its learning community strategy. Known as the Collective Impact Assessment Tool, it aims to synthesise the measurement of partnership strength with the measurement of outcome strength. It also provides a visual representation of the overall impact of particular partnerships. It is based on good practice, being fit for purpose and practicality, and it measures consistently over time (Blunden, Wong, Wong, & Wheeler 2014).

The authors have gathered and developed a range of tools that will assist learning communities to measure impacts according to best practice principles. Specifically designed for learning communities, the tools include templates for strategic and operational planning and reporting. They use a blend of qualitative and quantitative data that is already available, they are easily used by learning community practitioners, they deliver consistent measurements that demonstrate trends over time, they are participatory and they provide information that can be readily communicated to partners and stakeholders (Wheeler & Wong 2015, Vol 2).

2.4   Importance of governance

> *'Effective governance ensures that the decision making process is transparent, follows ethical practices and complies with relevant regulations.*
> *Good governance also requires that clear plans and actions are in place and that there is active monitoring and reporting' (Shire of Melton, 2008, p.1).*

Wheeler, Wong et al. (2013) discuss at length the importance of strong governance mechanisms for learning community partnerships. They discuss what works, and highlight a number of good governance guides including: Cavaye (2004); Charity Commission UK (2010); Pillora and McKinley (2011); and McKinlay, Pillora et al. (2012). Emerging themes for the governance of partnerships include leadership, accountability, strategic and operational planning, cross sector representation, integrity, effectiveness, participation, advocacy, deliberative decision-making and open communication to manage the expectations of stakeholders. Strong and close support from local government is important because of the resources they provide and the emphasis local governments place on good governance principles which tie directly to the requirements within legislation and the role of councillors (MAV, VLGA et al. 2012). While most of the guides reviewed discuss monitoring, it was mainly to do with financial accountability. However, the Charity Community UK guide, in describing a key principle of 'ensuring delivery of organisational purpose', does refer to 'evaluating results, assessing outcomes and impact' (MAV, VLGA et al. 2012, p.14). Wheeler, Wong et al. (2013, p.22) summarise effective examples and principles, including the following to do with monitoring and evaluation:

- the alignment of community issues with government goals
- strong strategic and operational community plans
- clear accountability structures
- evaluation processes.

In relation to learning cities, UNESCO (2014a, p.33) identify governance and participation of stakeholders as fundamental conditions for building a learning city. This is about establishing what they term 'inter-sectorial co-ordination mechanisms' from government, non-government and private sector organisations. In addition, stakeholders are encouraged to coordinate plans to develop 'better and more accessible learning opportunities within their areas of responsibilities.' Nevertheless, although these models and frameworks identify common principles of good governance, the requirement to evaluate the impact of the strategies is often implied rather than explicit.

The Australian Learning Community Framework (Wheeler & Wong 2013, p.7) provides the following indicators as measures of whether a learning partnership's governance structure accords with best practice and embeds evaluation into its strategic responsibilities:

- Local government adopts a collaborative approach to allow local communities to make decisions about their place and play a direct role in delivering services and undertaking projects to achieve desired outcomes.
- A community governance structure has been developed that will deliver increased collaboration to maximise participation in employment, education and public life.
- Responsibilities are clearly allocated to each partner.
- There is a shared understanding of the objectives and management of the partnership.
- All projects and programs are delivered legally and ethically.
- A way forward is established that monitors progress systematically.

2.5 Conclusions and recommendations

In an ideal world an evaluation strategy at the local level should be linked to community-wide and national programs. However, this requires political will and a lifelong learning strategy at a national level. While commentators agree on the importance of measuring outcomes, practitioners at the local level require a range of tools that are practical and easily embedded into a reporting process. These tools should include baseline data, agreed indicators and frequency of collection to enable easy comparison over time. Toolkits such as MI attempt to do this, but in reality, without adequate training, they appear to be difficult to implement effectively. In addition, if learning communities of place become too focused on results and outcomes, they reduce the opportunity for reflection and action learning by removing the potential for double loop learning which occurs when partners in a learning community move towards a shared understanding of how learning in its broadest sense can be a catalyst for driving change in a community.

The authors recommend that learning community practitioners and their stakeholders adapt this toolkit to create a custom-built community learning plan and evaluation strategy to suit local circumstances.

3 Case study: How does the City of Melton measure learning community impact?

3.1 Background

The City of Melton is located on the outer-western fringe of Melbourne and is a rapidly developing municipality covering 527 square kilometres. Melton changed from being a shire to a city in 2012. The City of Melton consists of a series of townships and communities including Caroline Springs (19 kilometres west of Melbourne's CBD) and Melton (35 kilometres west of Melbourne's CBD).

The City of Melton has a rapidly growing population. The 2011 census estimated the population at 112,170. In June 2014 it was 127,937. Between 2001 and 2014, the estimated residential population of the city more than doubled. Population projections indicate that the city's population will be more than 241,000 by 2031, making it almost the size of the Sunshine Coast today.

The 2011 census notes that 27.8% of the population was born overseas, and 22.2% are from a non-English speaking background, compared with 31.4% and 24.2% respectively for Greater Melbourne. The cultural diversity of the population is increasing. Between 2006 and 2011, the number of people born overseas and the number of people from non-English speaking backgrounds increased by 11,138 (58.1%) and 9,526 (64.7%) respectively.

Key industries in the area are manufacturing, retail and construction, and these industries are also the largest employers of local residents.

The SEIFA Index of Disadvantage is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment, and jobs in relatively unskilled occupations. In 2011 Melton ranked 31st out of 80 Local Government Areas (LGAs) in Victoria. The level of disadvantage of different parts of the city varies according to Small Area Locations (SALs), with Melton South being the most disadvantaged at 893.8, which is on a par with the area of highest disadvantage in Victoria.

3.2 Why Melton took a learning community approach

Melton's first board of education, established in 1998, identified the need to develop 'a strategy to establish a local culture where education is seen as critical for both individual and community advancement' (Shire of Melton 2002, p.2). The board recognised the importance of fostering a 'whole of life' approach for all residents, 'from preschool through to older residents'.

At the time the Shire of Melton's residents were mainly young families and children, largely of Anglo-Saxon background. It was a commuter precinct on the urban rural fringe of western Melbourne. The 2001 census data shows that the Shire of Melton had lower levels of educational attainment, and also more people on low to medium incomes, than the metropolitan Melbourne Statistical Division (MSD).

An important stimulus for adopting a learning community approach was the development of a number of funded projects, namely 10 learning communities (Victorian Learning Towns) in Victoria in 2000 and a further 10 nationally funded learning communities in 2001. Although not funded under this initiative, the Shire of Melton joined the Victorian Learning Towns project and thus became an early adopter of learning community strategies to address a number of economic and social issues. In addition, the Caroline Springs Partnership that linked the Victorian Government, the Shire of Melton and a property developer in an initiative which coordinated the integrated planning of schools, recreational facilities and

community centres, also provided a framework for other developments within the shire (Pope 2007).

There has since been an evolution of strategic thinking about the role of learning in successive community learning plans (see Appendix B). The Community Learning Plan 2011–2014 explicitly links learning to improvements in social, economic and health outcomes for people throughout the lifecycle. This is best summed up by the mission of the Melton Community Learning Board:

> [To] increase quality lifelong learning opportunities to improve and enrich our community's social, cultural, economic, and environmental well-being (Shire of Melton, Community Learning Plan 2011–2014, p.7).

It is now recognised that learning, in its broadest sense, can be a driver for change. The Melton Community Learning Plan 2011–2014 explains that one of the biggest drivers is the region's rapid population growth. Rapid population growth presents a number of challenges for Council, in particular, the provision of adequate community infrastructure and the additional resources needed to meet this growth. The Community Learning Plan notes that 'learning provides a pivotal role to effectively manage growth and change' (p.11).

As an active member of the Australian Learning Community Network, Melton has also sought out relevant national and international research to inform its work. For example, references to research about the wider benefits of learning for the early years of life, for youth, for adults and for people with disabilities are scattered throughout the 2010 evaluation report (Shire of Melton 2010). The Shire of Melton also hosted the 'Learning for the new economy' Australian Learning Community Network (ALCN) National Conference in 2012, and showcased learning communities in action through conference delegates visiting Carolyn Springs Civic Centre/Library, and the Melton and the Hume Global Learning Centre, Craigieburn. The City of Melton has also been invited to contribute to UNESCO's forthcoming publication about case studies on building learning cities (UNESCO 2014b).

3.3 Background to the key evaluation approaches

A desktop analysis of The City of Melton's evaluation processes demonstrates that evaluation methodology has evolved over time (see Appendix B). The first comprehensive evaluation of a community learning plan was undertaken towards the end of the planning cycle for the 2005–2007 period (Shire of Melton 2005). This evaluation was guided by the Measuring Impact (MI) toolkit. Melton used the following levels of learning community activity as a means of analysis:

- learning profile
- function of a learning community
- learning delivery
- lifelong learning
- learning capacity.

The items that were reported on under each heading are summarised in Appendix A.

The next major evaluation in 2010, 'Towards the next generation community learning plan', used a mixed methods approach (Creswell & Plano Clark 2006; Shire of Melton 2010). It gathered evidence from a variety of sources including the literature, surveys and extensive consultation, and sourced relevant demographic and other data. This information was linked to a number of recommendations to be implemented under goals and objectives for different stages of life and different degrees of social inclusion.

Much of the data collected in 2006 was also collected in 2010, but the report used a different format for reporting, making comparisons difficult. However, it was through these evaluations that Melton made its first attempts at measuring the strength of its partnerships and the impact of its learning plan implementation, and identified what activities could be attributed to the Community Learning Board.

The only area of comparison between the 2006 and 2010 evaluation reports is the Community Learning Board relationship strength which quantifies the level of engagement of organisations and networks. This is discussed in Section 3.5. However, this comparison does highlight that from the beginning importance was placed on a collective approach to addressing the economic and social outcomes from a learning perspective.

3.3.1 Action research

It is evident in many of the later documents that the overarching framework for identifying priorities is the use of an action research approach to evaluation, within the context of a local government governance structure (Shire of Melton 2010; Shire of Melton 2011; City of Melton 2013).

Action research is a flexible, spiral process which allows action (change, improvement) and research (understanding, knowledge) to be achieved at the same time. Solutions are developed in the context in which the problems arise and the practitioner is crucial to this process. This approach allows more informed change and at the same time is informed by that change[4] (Wong 2004). People affected by the change are usually involved in the action research. This is called participatory action research. This allows the understanding to be widely shared and the change to be pursued with commitment (Wadsworth 1998; Wadsworth 2004).

The Community Learning Plan 2011–2014 makes it explicit that evaluation includes 'an examination of the effectiveness of Community Learning Plan implementation through action research and participant and community feedback' (Shire of Melton 2011, p.35).

Blunden (2014) says the first step in evaluation is always to decide on learning community priorities. For example, the Shire of Melton Community Learning Plan Annual Report (2012, p.4) states that three key principles identified in the Learning Plan were applied when implementing Learning Plan goals and strategies:

1. Stimulate employment and the economy.
2. Encourage people to take advantage of opportunities to gain skills and qualifications.
3. Stimulate in people the will to learn and to participate in learning activities.

The overarching principles which determine the priorities are economic development and social inclusion. Life stages are also relevant to these two principles. Hence, the two main themes are: 'economic development and lifelong learning, and social inclusion and lifelong learning' (Blunden 2014). This is reinforced in the City of Melton Annual Report for 2013 (p.5), where the former chair of the board, Catherine Laffey, pointed out that having the three main stages of life (children, youth and adults) themed under the umbrellas of economic development and social inclusion saved community partner organisation staff time and was more efficient. This is because the Learning Community Board oversaw the work of the strategy under the auspices of two working parties, one focusing on economic development and the other on social inclusion. This has not precluded the Community Learning Board partnering with and leading other working groups to address priorities, for example, the Kindergarten and the Schools Provisioning Groups.

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[4] www.alarassociation.org

Figure 2: Planning and Evaluation Cycle
(Source: Shire of Melton, 2011, p.35)

The Planning and Evaluation Cycle is outlined in Figure 2. The Shire of Melton Community Learning Board (CLB) oversees the development and delivery of the Community Learning Plan. The CLB is a strategic committee of Council and has governing terms of reference and a committee structure that align with Section 86 of the *Local Government Act 1989* (Vic) (State Government of Victoria 1989, p.32). The board provides advice and recommendations to Council and consults with the community on matters relating to social and community development and improvement through lifelong learning.

The working parties that implement the Community Learning Plan are accountable to the CLB and Council. This is demonstrated through the production and implementation of detailed action plans, annual reports and reporting of their progress to the CLB and Council.

3.4 How did the City of Melton go about measuring the impact of identified priorities?

The Community Learning Board has statutory obligations as identified above, and the outcomes are measured as part of the council reporting process as shown in Figure 2.

The information flow involves developing an annual action plan which lists goals/actions, success measures, completion date, partners involved (including who has overall responsibility) and resources required. Progress is also reported at bi-monthly council meetings. The bi-monthly reports inform the contents of the board's annual report.

In addition, some outcomes are linked to funded projects that other stakeholders are running. For example, the *Barriers to Kindergarten Participation Research* report was funded by Best Start, but the research idea and the research brief was completed by the Lifelong Learning Unit (Harrison 2012). The Early Years Partnership, through such initiatives as Best Start, is responsible for reporting on early years indicators. However, the council's Lifelong Learning Coordinator adds value by suggesting research ideas, facilitating the investigation of kindergarten participation and negotiating for research partners such as Federation University Australia to undertake that work.

Another example of additional research to provide an evidence base was the *Developmental Approaches to Classroom Management* program led by Professor Ramon Lewis, La Trobe

University. Initial funding of $90,000 was provided over three years. Additional funding of $9,000 was also received. The program was implemented in all City of Melton Government primary and secondary schools. A literature review by Lewis and Roache (2010) indicated that positive classroom management environments promote not only better learning outcomes and connectedness to learning, but better health and wellbeing outcomes as well. The outcomes noted that once the program was implemented there were fewer classroom exclusions and suspensions (Lewis & Joel 2011; Shire of Melton 2012, p. 10).

To measure success the learning coordinator tracks targeted data sources focused on demographics, education, employment and social outcomes such as:

- ABS Census data (for demographic data)
- ABS Labour Force Survey
- Australian Early Development Census (AEDC)
- ABS Adult Literacy and Life Skills Survey (ALLS)
- OnTrack data on School Leaver Destinations (from the Department of Education and Early Childhood (DEECD))
- Socio-Economic Indexes for Areas (SEIFA).

The Lifelong Learning Coordinator, on behalf of the council, is also responsible for collecting data on enrolments in adult learning. The data is collected from learning centres and neighbourhood houses. For example, the council's annual report (2012) stated that in Term 4, 2011, 154 community individuals and organisations advertised courses; and 485 courses, covering 28 different course/program areas, were run. The 2013 annual report notes that in 2013 each term has an average of 141 advertisers and 396 courses. By capturing adult enrolment data, the Lifelong Learning Coordinator can now track pathways data. The challenge is to have the resources to track and analyse the data.

3.5 How does the City of Melton measure different elements of its learning community?

The way that the City of Melton measures the impact of different elements of its learning community is described in Section 3.4. Two powerful projects that illustrate the impact of the learning community are first, Building Melton Together (BMT) as an economic development project, and second, Work's 4 Me (W4M) as a social inclusion project.

Snapshot example – economic development: Building Melton Together

Aim: To connect construction job seekers and employers in Melton.

Partners: Melton City Council (lead), YouthNow, Tracy's the Placement People, Burbank Australia, Brimbank Melton Local Learning and Employment Network and the federal government's former Department of Education Employment Workplace Relations.

Governance/Steering Group: Economic Development and Lifelong Learning Working Party of the Community Learning Board.

Overview: Building Melton Together (BMT) was a local employment initiative led by Melton City Council in partnership with community and industry stakeholders. The initiative helped the building and construction industry to identify its skill and recruitment needs. It matched training and employment opportunities with an available skilled workforce. It also helped building and construction subcontractors to increase their capacity and ability to become preferred subcontractors with volume and domestic builders.

Impact:

Phase One:
- 70 participants placed in employment; 30 of these into apprenticeships
- 30 referred back to school or training

- stimulus for the successful Western Business Accelerator and Centre for Excellence submission to the Suburban Jobs Program.

Phase Two:
- helped new sub-contractors to gain the knowledge and skills to become preferred sub-contractors
- linked and recommended local sub-contractors to developers, volume and domestic builders; 47 subcontractors referred to builders
- Burbank Australia added BMT to their sub-contractor application forms
- encouraged local employment in the building and construction Industry
- added a training package to the BMT website
- encouraged Victoria University to incorporate BMT training package into apprenticeship training.

Phase Three:
- Phase 3 will see aspects of BMT being taken over by the building and construction industry itself and incorporated into the Western Business Accelerator and Centre of Excellence (BACE). This will increase the prospects of sustainability.

Summary

Building Melton Together is an innovative approach, led by Melton City Council's Community Learning Board, in which agreed collaborative community action is taken to address a local issue and the BMT case training and employment. Building Melton Together targets a specific industry and applies an employment brokerage and support model that directly links training, careers planning and employment. The BMT model can be applied in other local government areas and to other industries. The Community Learning Board takes a Learning Communities/Learning Cities approach and provides a community governance structure under which agreed plans can be implemented and the organisers can be accountable to the community.

Snapshot example – social inclusion: Work's 4 Me Partnership

Aim: To improve participation, engagement and transition of people with disability into training and employment.

Partners: Wesley Mission, Department of Human Services, Djerriwarrah Community and Education Services, YouthNow, Melton City Council, Merrimu Services and Melton Specialist School.

Governance: The Social Inclusion and Lifelong Learning Working Party (SILL) of the Community Learning Board.

Overview:

The Work's 4 Me Partnership was established as a response to SILL identifying a need to address issues in the transition from school to employment faced by people with disabilities in the City of Melton. SILL formed a focus group and facilitated a stakeholder forum exploring the question 'What will it take to get more Melton residents with disabilities transitioning successfully from school to training, higher education and employment?' A pathways and transition to employment strategy was developed that became known as the Work's 4 Me Partnership. The strategy that developed had four parts:

1. careers, education and training pathways
2. employer engagement
3. transport access
4. advocacy, publicity and marketing.

The delivery of the strategy had three parts:

1. A heads of agency agreement. A heads of agency forum was held on 11 October 2012. Sixteen organisations agreed to support the Work's 4 Me initiative.
2. Employment and training transition. SILL identified and supported best practice in employment and training transitions.
3. Worker network. A worker network of project officers, case workers, and integration teachers and aides was established to promote understanding of each other's work to refer clients across different workers networks and build each organisation's capacity to assist careers and pathways planning.

In 2012 it came to SILL's attention that there was a particular issue in the transition from school to

work for young people graduating from Melton Specialist School. The program that assisted them in their transition to employment was held 32 kilometres away, and Melton's young people were simply not accessing the program or were dropping out due to travel issues. SILL negotiated for Wesley Mission, the organisation delivering the program, to deliver in Melton. Wesley Mission joined the partnership and has been an active member. SILL saw this as an opportunity to pilot a partnership approach to supporting the transition to employment.

Pilot Outcomes 2013:
- An evaluation of this pilot project found that Work's 4 Me had been designed in accordance with good practice.
- Nine participants enrolled in the pilot program and seven remained for the entire year. This was a better outcome than previous initiatives.
- A Melton network of disability workers has been established.
- A Work's 4 Me partnership group of key stakeholders was formed and this has oversight of the program. They have developed an integrated governance and planning structure (Wong et al. 2014).

Return to the original focus:
Whilst the pilot for the young people in the Wesley Mission's Futures for Young Adult's and Transition to Employment program was relatively successful, it mistakenly became commonly viewed as the Work's 4 Me program. This led to the government-funded programs, Futures for Young Adults and Transition to Employment, which are delivered by Wesley, being confused with the Work's 4 Me name. The pilot program had moved away from the broader aims of the original Work's 4 Me partnership. As a result, the community and indeed some of the partners, came to see the pilot as 'the program'. This created some difficulties that needed to be resolved. Resolving the problem included keeping the names of the programs connected to the partner organisations to avoid confusion between programs and broadening the focus of Work's 4 Me from intellectual disability to disabilities generally.

The Work's 4 Me partnership working group of SILL went through an evaluation process. First, an evaluation of the partnership in the delivery of the pilot, and second an evaluation of the working group, its purpose and function. These evaluations led to a re-focusing on the original strategy to establish better pathways for people with a disability to transition from school to employment. A three-year draft action plan has been developed to achieve this.

3.6 Mapping of the partnerships

The development of partnerships across sectors has been a key feature of the Melton Learning Community approach. This ethos is summed up by the following quote in the Shire of Melton Community Learning Plan 2011–2014:

> Society is indeed a contract. It is a partnership in all science; a partnership in all art; a partnership in every virtue and in all perfection. As the ends of such a partnership cannot be obtained in many generations, it becomes a partnership not only between those who are living but between those who are living, those who are dead, and those who are to be born (Edmund Burke – Politician and Writer, 1729–1797).

This appears to be a long-term vision not driven by short-term 'drive-by' funding or the vagaries of political cycles. The Melton Community Learning Board draws its members from across public and private sectors. Membership categories include:

- Melton City Council (6 including the Chief Executive; Manager, Business Growth and Sustainability; Manager Community Planning; Senior Libraries Officer; a councillor and Executive Officer to the Community Learning Board)
- University sector (2)
- Department of Education and Early Childhood Development
- Djerriwarrh Employment and Education Service (1)
- Brimbank Melton Local Learning and Employment Network (1)
- secondary schools (government (2), independent (1) Catholic (1))

- Greater Melton Chamber of Commerce (1)
- primary schools (1)
- disability education sector (2)
- tertiary education sector (including neighbourhood houses)(2)
- early childhood (1)
- youth sector (1)
- employment services sector (1)
- business and industry (including a property developer) (2)
- community members (one young person and one adult) (2)
- health sector representative (1).

Associate members are also co-opted, depending on the requirements at the time. Over the life of the 2011–2014 Community Learning Plan, approximately 86 organisations were directly involved and over 300 indirectly involved.

3.6.1 How has the Community Learning Board gone about measuring its partnership work?

The partnerships and networks developed provide strong evidence for the success of the project. The board was quick to adopt the MI Tool developed by the VPMF as part of the Victorian Learning Towns Project. In relation to partnerships, an innovative approach developed which involves 'collaboration charts as graphical representations due to learning community activities with quantitative scores for each relationship' (Golding 2004 as cited in Cavaye et al. 2013, p.7). A partnership is given an arithmetic weighting based on the strength of collaboration, from 0 meaning no collaboration through to 3 being active collaboration for 12 or more months. The 2010 evaluation report compares two points in time – 2006 and 2010. The results show that there was a significant increase in the strength of partnerships over time. It is stated that in 2006 the relationship strength was 45 while in 2010 it was 64. For 2014, using the same method, there is a relationship strength of 125.

3.6.2 Building on the collaboration chart methodology:

In undertaking the collaboration mapping for the 2014 review, it was found that because of the rapid increase in activity across all areas, the number of partnerships had increased exponentially, and that while the MI Tool measured the strength of partnerships, it did not necessarily measure importance of the partnerships or the outcomes achieved. Although the MI Tool is useful for beginning projects and mapping the journey of collaboration, it is not so useful for mapping the impact of the partnerships. There is recognition of the need to build on the MI Tool. The Collective Impact Assessment Tool has since been developed (Blunden, P., Wong, S., Wong, I., & Wheeler, L. 2014) based on principles identified in the Canadian Learning Index (Cappon & Laughlin 2013) and on work funded by the European Commission (Preisinger-Kleine 2013). It was also influenced by the 'collective impact' movement (Centre for Social Impact 2014). The tool measures partnership strength and the success of a partnership against outcomes and sustainability, and it provides a visual representation of the overall impact of a particular partnership. For more information about the tool contact Melton City Council (email: Peter Blunden – peterrb@melton.vic.gov.au). It has been cited by the PASCAL International Observatory as their preferred tool for assessing partnership strength (Tibbitt et al. 2014).

3.7 Challenges

The main challenge, according to Blunden (2014), is the 'immense amount of data collected now and the lack of time and resources to undertake the analysis.' The City of Melton does not have a research department and while it does have a research officer, the time of this person is fully taken up with providing information to various sections of Council.

Another challenge identified by Blunden (2014) is the setting of targets/benchmarks. Currently setting targets/benchmarks are embedded in the report, but could be improved through highlighting targets/benchmarks along with measurements of success. For instance, it would be useful to chart outcomes against targets/benchmarks. There is a need to compare targets with actual outcomes and to use qualitative indicators.

3.8 Where to next?

The City of Melton should continue to align itself with the UNESCO Key Features of Learning Cities and the Australian Learning Community Framework (see Appendix C). In addition, the work of the Melton Community Learning Board is similar to the 'collective impact' approach which is currently being recommended by the Centre for Social Impact and Social Leadership Australia as 'a new initiative **to help communities across Australia transform the way they approach society's biggest challenges'** (Centre for Social Impact 2014, original emphasis)**.** The CLB could align its current work with the Collective Impact Framework. This would involve an audit to ensure the three preconditions and five conditions of Collective Impact Framework were met (Hanleybrown et al. 2012; Kaner et al. 2011).The CLB have far exceed their goal of meeting the preconditions, which are: 1) creating a sense of urgency; 2) engaging influential champions; and 3) gathering necessary financial and other resources. The CLB, as a well-established learning community, should review how it is progressing against the following five conditions needed to achieve a collective impact:

- common agenda
- shared measurement
- mutually reinforcing activities
- continuous communication
- backbone support.

In particular, the CLB should focus on continuing to evolve a shared measurement system and a clearly defined backbone support structure to enable the long-term sustainability of the work of the learning partnership.

The Centre for Social Impact (2014) identifies the work of the backbone support as 1) guiding visions and strategy; 2) supporting aligned activities; 3) establishing shared measurement practices; 4) building public will; 5) advancing policy; and, 6) mobilising funding. According to the Centre, the backbone support could come from one organisation or it could be from a distributed system where organisations and staff are aligned across the six functions. Key functions that must be funded are first, a leader for the program; second, short-term research projects when needed and at other times community engagement projects; and third, an administrator to keep systems and processes in order.

The Melton Community Learning Board has evolved an evaluation framework based on mixed research methods and an action research approach. These are components of a shared measurement system. However, there are inconsistencies in the way the data is reported, making it difficult for comparisons over time. The current development of a City of Melton Measuring Collective Impact Tool, combined with the tightening up of success measures, including targets in the new Community Learning Plan, should address this issue.

Questions to ponder in planning for the future:
1) **Backbone support:** Where will the backbone support for the future of the Melton Learning City come from? Will it come from City Council or from a strengthened distributed system such as the Melton Community Learning Board?

2) **Shared measurement system:** Will the Collective Impact Assessment Tool be practical to implement while still being effective in providing practitioners with evidence about the impact of their collective work over a sustained period of time?

4 Background to the Measuring Impacts Toolkit

This toolkit is a guide, developed for local government practitioners, to aid in implementing the Learning Community Framework to their local government areas (LGAs). It accompanies the reports produced as part of the *Learning as a Driver for Change* project (Wheeler, Wong et al. 2013).

Its purpose is to take practitioners through a step-by-step process to develop or update a community learning plan in a manner that embeds evaluation and measurement right from the beginning. This toolkit also updates the Learning Community Framework Critical Success Factor Checklist (Wheeler & Wong 2013) by linking to the UNESCO Key Features of a Learning City (UNESCO 2014).

We understand that local government systems are regulated by local states and territories and therefore differ from jurisdiction to jurisdiction. This toolkit is designed to be adapted by practitioners to take into account their jurisdictional contexts.

4.1 Purpose of the toolkit

This toolkit is designed for practitioners in local government who are required to develop a learning community strategy and community learning plan. The toolkit builds on the *Learning as a Driver for Change* project by incorporating an evaluation strategy for the Learning Community Framework. It can be adapted by practitioners in the field to measure the impact of their work. It provides a step-by-step guide to developing a community learning plan with evaluation embedded into the process. The related literature review and case study, available in Volume 1, provide useful background material which can be utilised in preparation for the planning activities outlined in Volume 2. The templates in Volume 2 can also be utilised and adapted in developing community learning plans in a variety of local government contexts, ranging from large metropolitan centres such as the City of Melton in Victoria, through to small rural towns covering large areas with low population density such as the Shire of Gwydir in New South Wales.

4.2 Development of this toolkit

The development of this toolkit was based on research into the evaluation of learning community programs.

The central research question is:

> *What are the approaches used to gather, analyse and disseminate evidence that demonstrates learning community programs are making an impact?*

Practitioners within LGAs that develop community learning plans are required to evaluate their work. They are often time poor and are looking for guidance in how to do this evaluation. Because learning community initiatives are based on partnerships, it can become difficult to attribute particular outcomes to learning community activities. This is mainly due to a timeframe of 5-15 years required for fundamental community change.

4.3 Development methodology

1. Preparation for implementation of the project included a detailed plan, the development of an ethics process, templates for a generic community learning plan, and interview questions for the case study.

2. A literature review as conducted which scanned the literature that covered evaluation methods and approaches currently used by learning communities/cities as well as international developments in the area. The literature review was particularly helpful in informing the case study, and in the development of the Melton City Council Community Learning Plan 2015–2018. It also informed the development of a collective impact assessment tool.[5]

3. Consultation with stakeholders about the toolkit:
    i. The templates used in this document were tested in May 2014 at two ALCN regional conference workshops. Thirty participants attended in Melbourne and 30 attended in Townsville. Feedback was incorporated into the development of the toolkit.
    ii. Two stakeholders, namely, a representative from the Department of Education and Training , Victoria and an executive member of A Learning Community Network (ALCN), were interviewed about previous experience using a measuring impact tool designed specifically for learning community partnership work in Victoria.
    iii. Consultation in Gwydir. The purpose of this part of the research was to obtain further feedback on the draft toolkit and to receive suggestions as to what else might be useful to include. Three focus groups were conducted on the toolkit.
        - One focus group was held in Bingara. The Gwydir Shire's CEO, Lifelong Learning Officer, Training Manager, a councillor and a Disability Support Worker attended.
        - Two focus groups were held in Warialda. The first group included three councillors, a journalist, the mayor and a business representative. The second focus group included four representatives of the Men's Shed organisation.

4. A case study on how the City of Melton measured the impact of its community learning plans over the period 1998–2014 was conducted. Information gathered for the case study included:
    i. Consultation with stakeholders. Three individual interviews and one focus group were held. Those interviewed were the Lifelong Learning Coordinator; the Manager Economic Development and Tourism; and the coordinator of the Department of Education and Training's Abilities Awareness Program. The focus group included four coordinators of local neighbourhood houses – organisations that provide a space for the community to connect with one another through 'social, educational,

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[5] The City of Melton provided additional funding during the project to conduct workshops and prepare other material including a collective impact assessment tool specifically designed as a qualitative benchmarking tool to measure the strength and outcomes of the Melton Community Learning Board partnerships.

> recreational and support activities' and use a community development approach. Neighbourhood houses are funded by state government and managed by local government, paid staff, or other organisations[6].

    ii. Desktop analysis of community learning plans, evaluation tools and reports for the period 1998–2014. Data was summarised against common elements of impact evaluation.

5. Progress reports were provided at two formal meetings of the Project Steering Committee and at bi-monthly meetings of the Australian Learning Community Network Executive.

4.4 Summary

There is general agreement on the importance of measuring the impact and the long-term outcomes of programs aimed at solving socioeconomic issues from a learning perspective (Tibbit et al, 2014, UNESCO, 2014). The literature review revealed that there are a number of models that can be used to achieve this end. These models focus on 'big data' but also include evaluation approaches that ascertain the effectiveness of current or new programs. Within this suite of social and economic program evaluation frameworks, there exist a range of tools that have been designed specifically for measuring 'learning community' and 'learning city' activity. In Australia, for example, the Measuring Impact Tool (MI), has been extensively used to measure learning community activity in Victoria. However, practitioners required training to use it effectively, and this research found that it was not used consistently.

Since the establishment of its learning community in 1998, The City of Melton has produced six community learning plans and its evaluation methodology has evolved over time. The first extensive evaluation of its learning community activity used the MI tool (Shire of Melton Community Learning Board 2006). The next major evaluation, in 2010, *Towards the next generation community learning plan*, used a mixed methods approach (Creswell & Plano Clark 2006; Shire of Melton 2010). It gathered evidence of the relevance and effectiveness of the programs from a variety of sources including literature, surveys, and extensive consultation, and also sourced relevant demographic and other data.

The strength of the City of Melton's evaluation approach lies in the way it has placed importance on mapping partnerships between individual members of the Melton Community Learning Board who have contributed to specific projects identified in various community learning plans. This involved using collaboration charts developed by Associate Professor Jim Cavaye as part of the MI project (ACFE 2009). This work has also been built upon. The Community Learning Board saw the measurement of partnership strength as a beneficial undertaking. However, it also wanted to understand how to measure the broader impact the partnerships were having on its Community Learning Plan goals, and whether the identified success measures were appropriate. Stakeholders would then able to understand their contribution and better align common strategic goals. A tool called the Collective Impact Assessment Tool has also been developed and will be available online from the City of Melton website for practitioners to use (Blunden et al. 2014).This tool is based on: the principles for running partnerships that are identified in the Canadian Learning Index (Cappon & Laughlin 2013) and work funded by the European Commission (Preisinger-Kleine 2013). The tool is also influenced by the "collective impact" movement (Centre for Social Impact 2014). The tool measures partnership strength and success in terms of outcomes and sustainability, and provides a visual representation of the overall impact of a particular

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[6] https://www.anhlc.asn.au/neighbourhoodhouses/what-is-a-neighbourhood-house

partnership. It represents part of a suite of tools that can be utilised within the Learning Community Framework. For more information on these tools, please refer to Volume 2: Measuring Impact Toolkit with Step-by-Step Guide.

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Appendix A. Measuring impact reporting framework for 2006 evaluation report

'Measuring the Impact of the Community Learning Board as an entity and in building community capacity through lifelong learning' (Shire of Melton, 2006).

Table 1. Measuring impact reporting framework for 2006 evaluation report

Learning community tier	Elements of learning community activity
Learning profile	Statistics on educational participation and achievement. Shire of Melton figures on educational participation and achievement compared with Melbourne. Facilitation and networking: • Group collaboration charting • Consultation with CLB and community members.
Function of a learning community	Community engagement (general awareness of the CLB). Community collaboration charting. Effectiveness activities, for example: • establishment of Melton Township Learning Precinct • implementation of a learning directory • expanded provision for at-risk groups. Meeting learners' needs, for example, • learning festival • new programs developed and additional training venues added.
Learning delivery	Activities directly initiated by the Melton Community Learning Board, for example, • CRISP (Community Regional Industry Skills Program) Equine Project (2005) • Shire of Melton Short Story Competition (2005 & 2006) • Making the Connection — school/industry seminar series (2005 & 2006) • Kinda Kinder (2004–2006). Activities of the Melton Township Learning Precinct, for example: • business survey to determine the training needs of local businesses. Knowledge and skills development, for example, student destination data. Participation in learning by identified groups: • at-risk young parents • seniors • adults including the long-term unemployed and those returning to work • at-risk young people • supporting those who work with young people at risk • educational options within mainstream school settings

Learning community tier	Elements of learning community activity
	• additional provision to address school shortages.
Lifelong learning	Active participant in the Victorian Learning Communities Network (VLCN) and the Australian Learning Communities Network (ALCN).
	Contributed reports to international networks – Victoria, Canada, PASCAL Observatory, the European Access Network.
	The Melton Community Learning Plan 2005–2007 contributed to the development of a learning community at Caroline Springs.
	Demonstrated partnerships with the business community to initiate projects.
	Recognising existing community activities as learning.
	Learning being embraced by community sectors.
Community capacity	Identifying community organisations that contribute to learning.
	Supporting community participation in existing networks and creating new networks as appropriate.
	Identifying opportunities for community capacity building in the following areas: • economic • environmental • cultural • heritage. • changes in attitudes, mindset, outlook, confidence.

Appendix B. Desktop analysis of the Melton City Council Community Learning Board (MCLB) against common elements of impact evaluation

Table 2. Desktop analysis of the Melton City Council Community Learning Board (MCLB) against common elements of impact evaluation

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
Community Education Plan 1999-2001		First such plan in Victoria.[7]		Change of name from Education Board to Community Learning Board in 2004 'to more accurately reflect the role and intent of the Board.'[8]		
Community Education Plan 2002-2004	No	Evaluation mentioned under strategies and actions, but not systematic.	Described in general terms, but not measured.	Strong links to the corporate plan and others, in particular, Youth Policy and Strategy, Economic Development Plan	Need for systematic evaluation framework.	Strong focus on planning, strategy and action.
Community Learning Board Strategic Plan	No		No intended outcomes identified.	Strong links to other Council plans. Examples include	No reference to an evaluation process.	Strong focus on planning, strategy and action.

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[7] Shire of Melton Community Learning Plan 2005–7:i

[8] Shire of Melton Community Learning Plan 2005–7:i

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
2005 - 2007				'Economic Development Plan; Municipal Health Plan and Municipal Safety Plan; Events Strategy; Ageing Well Strategy .'[9]		The first comprehensive evaluation of the Community Learning Plan was undertaken towards the end of this planning cycle, in 2006, when *Measuring Impact*[10] became available.[11] The MCLB recognised the lack of an appropriate impact evaluation strategy for learning communities and volunteered to

[9] Shire of Melton Community Learning Plan 2008–18:4

[10] Measuring Impact: A project evaluation tool was developed by Dr Jim Cavaye for the Victorian Learning Towns Network and the Adult Community and Further Education Board in 2005

[11] Shire of Melton Community Learning Board Measuring Impact Report, 2006

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
						participate in the development of *Measuring Impact* and in trialling it.
Community Learning Plan 2008 - 2010	Yes. Evaluation process described as: 'Evaluates regularly and effectively the impact that the various learning programs…have on the social…and economic growth of the community.'[12] Measuring partnership strength over time commenced with the evaluation and	- governance by MCLB[15]; - annual action plans and review; - report back to Council; - report back to community.	Success indicators are described in the plans. Descriptors tend to be general ('increase', 'respond', 'will reflect').[16] Partnership mapping has been undertaken using the VPMF.	Strong references to making recommendations to Council. Strong links to local circumstances (e.g. low levels of educational attainment, rapid population growth).[17] - strong links to other Council plans. - strong links to the plans of other organisations (e.g. Western Youth	Baselines and targets are required in setting goals and success measures.	New plan not always explicit about reflecting outcomes from the previous plans.

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[12] Shire of Melton Community Learning Plan 2008–10:v

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
	review of the 2008–2010 Plan.[13] Partnership strength identified in 2006 was compared with partnership strength in 2010. First attempts were made at measuring impact by associating partnership strength with Learning Plan outcomes that could be attributed to the direct or			Futures, Victoria University).[18]		

[15] MCLB: Melton Community Learning Board

[16] Shire of Melton Community Learning Plan 2008–10:13

[17] Shire of Melton Community Learning Plan 2008–10:6-9

[13] Toward the Next Generation Community Learning Plan: Report on the Evaluation of the Shire of Melton Community Learning Plan 2008 to 2010

[18] Shire of Melton Community Learning Plan 2008–10:18-19

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
	indirect influence of the Community Learning Board.[14]					
Community Learning Plan 2011–2014	Yes. Evaluation process described as: 'Action research, continuous evaluation and reports to the Learning Board.'[19]	In addition to above: - working parties for specific goals or projects; - workshops to explore issues with key stakeholders. - social inclusion checklist applied to each strategy. - plans have become more focused over time.	Success measures have become more targeted (e.g. 'an increase in the proportion of kindergarten enrolments per head of population over three years from 85% to 90% to more closely align	- vision, mission and goals have been refined to become more specific. - strong reflection of evidence from evaluation in new plan. - strong focus on economic development and social inclusion which is reflected throughout the plan. - Learning Community is now	Success measures include some actual baselines and targets but are mixed in with actions and more generic statements.	A style of stating success measures needs to be developed and used consistently.

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[14] Ibid

[19] Shire of Melton Community Learning Plan 2011–14:27

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
			with the Victorian state average.)[20] Evaluation strategy has been developed that assesses success measures against goals. Learning Board and Working Parties have participated in a series of evaluation workshops.	strongly linked to economic development plans.[21]		

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[20] Shire of Melton Community Learning Plan, 2011–14:17

[21] For example, Melton City Council Economic Development and Tourism Plan, 2014–2030

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
Community Learning Plan 2015–18 (pending)	Yes. An enhanced methodology for assessing impact is being developed in conjunction with the ACELG[22] Evaluation Project.[23]		Collective impact, synthesising the data generated, has yet to be measured effectively. Consultant has been engaged to work with the Lifelong Learning Officer to develop a process for measuring collective impact more	In conjunction with the ACELG evaluation project, a consultant has been engaged to develop an enhanced impact measurement strategy to enable more robust reporting to Economic Development Unit and to enhance MCLB planning.		The enhanced impact evaluation tools are being developed with the aim of being understandable and useful for practitioners.

[22] Australian Centre for Excellence in Local Government

[23] Wheeler, L. & Wong, S., *Evaluating the Impact of Learning Communities*, 2014, ACELG (pending)

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
			effectively.			
Action plans	Action plan now developed annually and report published.	Action plans follow standard format including allocation of responsibility and timelines. Latest version includes reports against success measures. Now published on City of Melton website.	Success measures are now included in report on the action plan, their status noted if completed and the date noted.	Preambles in the Community Learning Plans indicate the link with planning is strong but the action plan reporting format isn't explicit about this.	Reporting format on outcomes achieved should be stronger. Lack of baseline and targets is apparent and would strengthen the purpose of the actions.	The MCLB is in a position to start planning action that is more clearly linked to outcomes intended that demonstrate improvements against baseline data.
Evaluation and Annual Reports	The available reports show that MCLB has undertaken formal evaluation since 2006.	MCLB, working parties and stakeholders are included in the review process. Detailed reports on specific initiatives. A range of data sources are used. Innovation is apparent in partnerships and	*Measuring Impact* has been used consistently over the years to generate data. More detail is apparent in the	As above.	Recommendations for planning should be included in these reports. This varies in the reports to date. It is clearly done in the 2006 and 2007 Evaluation Reports, but is not	Include recommendations for planning that are manageable within the available resources. A style of stating success measures needs to be developed and

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
		projects (e.g. Building Melton Together, Work's 4 Me). The style of evaluation reporting has varied considerably over the years. An annual report is now published and detailed evaluation is conducted by the Lifelong Learning Officer and MCLB to generate this report.	evaluation reports than in the plans.[24] The reports include a range of qualitative data. Partnership mapping using the VicHealth[25] and *Measuring Impact* models has been undertaken at various times.		apparent in the latest Annual Report 2011–2014. NB: When the data was collected, the latest annual report, published on melton.vic.gov.au, is still draft. An updated version is now available from the Council's website.	used consistently. Comprehensive evaluation requires skilled analysis and the cost of this can be a barrier. It is not necessarily possible to do a full-scale evaluation within the time allocation for executive support. Once again, the MCLB has shown leadership in volunteering as a case study for the current ACELG evaluation project.

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[24] Shire of Melton Community Learning Board Measuring Impact Report, 2010, and Annual Report 2013

[25] VicHealth 2011, The Partnerships Analysis Tool, Victorian Health Promotion Foundation, Melbourne

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
			Outcomes measurement tends to be a mixture of hard data, more generic statements and objectives. Analysis of the data is not done consistently.			
Meeting and workshop notes of MCLB and Working Parties	Yes. The MCLB (and working parties) planning and delivery reflects best practice in governance and partnership – clear vision and mission	Strong documented records based on action research methodology: performance monitoring, issues discussion and problem solving, evaluation and planning. Highly inclusive of a		Community Learning Plan is a standing item on all relevant meeting agendas. MCLB is represented on all relevant working parties to ensure	Overall, this aspect of MCLB operations is very well developed. Sometimes, the meeting or workshop notes are simply a record of what	Consider using a template for workshop notes that includes prompts for recording follow-up actions and reporting.

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
	and reporting structure, appropriate membership, commitment to purpose, regular meetings with appropriate record-keeping, ongoing professional development for board and working party members, allocation of resources including executive support, strong communication strategy (including	wide range of partners. Demonstrated record of inclusion of new partners. Highly skilled project management strategy, using working parties with a range of modus operandi.		timely flow of information.	was discussed. Some conclusions and implications of the discussions would enhance the record.	

Type of evidence	Is there an evaluation process in place and implemented?	What are the key features of the evaluation process?	How are outcomes measured?	Is there an effect on planning?	What are the gaps?	Comments
	online communication)[26].					

References for Desktop Analysis

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- Melton City Council Social Inclusion and Lifelong Learning Working Party Meeting Agendas Minutes and Workshop Notes, 2013–14
- Melton City Council Economic Development and Tourism Plan, 2014–2030
- Shire of Melton Community Learning Plan 2005–7
- Shire of Melton Community Learning Board Measuring Impact Report, 2006
- Shire of Melton Community Learning Plan 2008–10
- Shire of Melton Community Learning Board Measuring Impact Report, 2010
- Shire of Melton Community Learning Plan 2011–14
- Toward the Next Generation Community Learning Plan: Report on the Evaluation of the Shire of Melton Community Learning Plan 2008 to 2010
- VicHealth 2011, The Partnerships Analysis Tool, Victorian Health Promotion Foundation, Melbourne
- Wheeler, L and Wong, S, Evaluating the Impact of Learning Communities, 2014, ACELG (pending).

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[26] Samples examined include MCLB Meeting Agendas and Minutes (2005–2014), Economic Development and Lifelong Learning Working Party Meeting Agendas and Minutes and Workshop Notes (2014), Social Inclusion and Lifelong Learning Working Party Meeting Agendas Minutes and Workshop Notes (2013–4).

Appendix C.   Comparison of international and national learning city frameworks to Melton as a Learning City

Table 3. Melton: A learning city

UNESCO: Framework of key features of learning cities		Melton City Council	Community Learning Board	Related Plans & Strategies
Foundations:	Strong political will and commitment	**Council and Council Plan 2013–2017**	Community Learning Board and Community Learning Plan 2015–2018	Council Executive and Management Leadership
	Governance and participation of all stakeholders	Theme 2	**Community Learning Board** Terms of Reference: Advisory Committee to Council	Networks and Council Community Advisory Committees
	Mobilisation and utilisation of resources	Council Budget Theme 1	1. Budget to Community Learning Plan. 2. Harnessing community and government resources through collaboration and partnership.	1. Budget to other Plans. 2. Harnessing community and government resources through collaboration and partnership 3. Precinct Structure Plans and Community Infrastructure Planning
Building Blocks	Inclusive learning in the education system (Universal Education in Australia)	Theme 3	**Community Learning Plan:** Goals for Children, Youth, Adults, Social Inclusion and Economic Development.	Disability Action Plan, Themes 3 & 4 Municipal Early Years Plan 2014–2017: Themes 3 & 4 Reconciliation Plan
	Re-vitalised learning in families and communities	Theme 3	Community Learning Plan Goals for Children and Youth	Municipal Early Years Plan 2014–2017: Theme 4
	Effective learning for and in the workplace	Themes 1 and 3	Community Learning Plan: Goals for youth Adults and Economic Development	Economic Development and Tourism Plan 2013–30, Theme 4 Disabilities Action Plan 2013–2017 Theme 4
	Extended use of modern learning technologies	Themes 1 and 3	Community Learning Plan: Goals for Economic Development and Social inclusion	Economic Development and Tourism Plan 2013–30, Themes 3 and 4
	Enhanced quality and excellence in learning	Theme 3	Community Learning Plan: Goals, Methodology and Principles	Economic Development and Tourism Plan
	A vibrant culture of learning	Themes 3 and 4	Community Learning Plan Goals,	Ageing Well In Melton Action Plan 2012

UNESCO: Framework of key features of learning cities	Melton City Council	Community Learning Board	Related Plans & Strategies
throughout life	Municipal Health and Wellbeing Plan 2013–17	Methodology and Principles	–2014
			Disabilities Action Plan 2013–2017, Youth Strategy, Youth Charter, Early Years Plan 2014–2017
Benefits Individual empowerment and social cohesion	Themes 2, 3 & 4 MH&WB Plan	Community Learning Plan Goals for Children, Youth, Adults, Social Inclusion and Economic Development.	Ageing Well In Melton Action Plan 2012–2014
			Disabilities Action Plan 2013–2017, Youth Strategy
			Early Years Plan 2014–2017
Economic development and cultural prosperity	Theme, 1, 2, 3 & 4	Community Learning Plan: Goals for Social Inclusion and Economic Development.	Economic Development and Tourism Plan

Table 4. Learning as a Driver for Change: Australian Learning Community Framework

National Framework	Melton City Council	Community Learning Board	Related Council Plans & Strategies
Long-term vision	Council Plan	Community Learning Plan	Other Plans and Strategies
Leadership to drive change	Council, Executive Team	Community Learning Board	Managers and Coordinators
Brokering strategic partnerships	Community and government partnerships	Community Learning Board and Working Parties	Networks and Advisory Committees Partnerships
Integrated community governance	Council and Community Advisory Committees	Community Learning Board	Networks and Advisory Committees
Building community capacity	Community Organisations and Business working with Council	Community Learning Board and Working Parties	Networks and Advisory Committees Partnerships. Community engagement strategy

Connecting economic, social, learning and technological infrastructure and services	Council Plans, policies and procedures	Community Learning Plan	Other Plans and Strategies
			PSP's and Community Infrastructure Planning
Learning as a driver for change	Council Plan	Community Learning Plan	Learning in Plans and Strategies

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