

Walking with Communities

LOCAL GOVERNMENT AND COMMUNITY
RESPONSES TO LOCAL AREA RENEWAL



Centre for
Local Government

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Project Reference Group

Heather Chaffey, Penrith City Council

Sophi Bruce, University Technology Sydney

Ronald Woods, University Technology Sydney

Peer Reviewed by Professor Roberta Ryan

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Executive Summary

Local governments can play a significant role in supporting communities in local areas that are disadvantaged and/or are going through a process of local renewal. A changing focus for local government in supporting communities through these renewal processes is to adopt a more facilitative and consultative role where programs and initiatives are informed by the ideas, perspectives and skills of local residents.

Organisations who work with communities are increasingly utilising more collaborative approaches where the community and the administrative body work together collectively to address local issues.

Local governments and their communities must establish a way of communicating that involves residents in a meaningful and legitimate way.

This study seeks to understand how local government can address place focused renewal by collaborating with communities. It aims to explore:

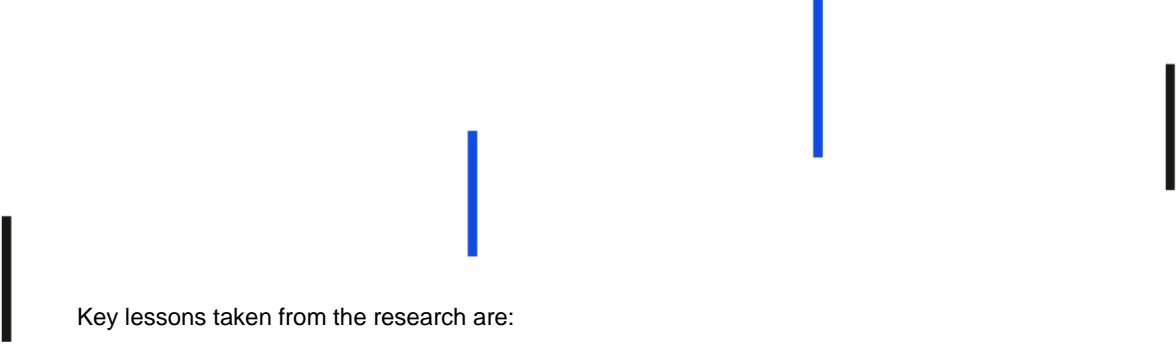
- The role of local government when working with communities, particularly in areas with a focus on local renewal;
- How a tool such as the 'collective impact framework' can be utilised by governments in community collaboration initiatives; and
- Key elements for success in local government led collaborations that involve a range of community stakeholders.

The study includes a review of theories and approaches that support collaborative place-based approaches and innovations. These provide considerations for local governments when framing approaches to collaborate with more self-reliant and sustainable communities through the lens of community wellbeing, social justice, public value and governance.

The study draws on the work of two local councils in Australia, Penrith City Council in New South Wales and Burnie City Council in Tasmania, who have responded to programs of local renewal by developing innovative and tailored local initiatives and solutions with their communities using tools to support a collaborative approach.

This report provides governments and stakeholders involved in local and place-focused renewal with conceptual framing and case study examples that can help inform and shape new community collaboration initiatives for their own contexts.





Key lessons taken from the research are:

- Local governments have a unique capacity to undertake collaborative work with local communities since it is designed to serve communities and has a role in shaping and building local areas
- Gaining political support is necessary to ensure the success of initiatives that involve the community
- Local governments and their communities must establish a way of communicating that involves residents in a meaningful and legitimate way
- Collaborations that include residents from communities will take more time
- Collaborations that include residents are held in high regard by the community, providing opportunity for government bodies to create value for the public through these initiatives
- Projects which include community will benefit from community leadership training for those residents involved
- Local government based community workers should seek to build positive relationships with stakeholders, such as local service providers. This includes an understanding of how different stakeholder funding cycles and priorities may impact on their ability to engage with collaboration processes
- Collaborative tools can be a powerful resource but require a shift in thinking whereby stakeholders move beyond orienting outcomes and goals according to their own individual organisations and focus instead on collective outcomes and impact for all involved

The ideas presented in this report can be adapted to suit local circumstances. Whilst approaches and tools described in the study are relevant for all local governments, the specifics of community collaboration and local area renewal projects will be different according to context and particular community needs

Introduction

Background and Research Questions

The impetus for this study builds on a previous research and capacity building project where Penrith City Council in New South Wales engaged the University of Technology Sydney's Centre for Local Government (UTS:CLG) to research and facilitate a series of workshops for their neighbourhood renewal team. These workshops assisted in the development of a new and innovative approach to local area renewal, building on the success of Penrith City Council's programs in addressing socio-economic disadvantage in areas across Penrith to date (Prior 2008).

The workshops explored a range of collaboration tools including training in the collective impact framework. Collective impact utilises a structured approach to making collaboration work across different stakeholder partners, such as government and communities, to achieve sustainable social change.¹

The success of this research and capacity building project enabled the Penrith City Council neighbourhood renewal team to integrate new knowledge of collaboration and collective impact with past learning and build on the successes of the established neighbourhood renewal program. They were able to formulate a new approach that would better serve and empower the communities within their local jurisdiction through a targeted initiative called 'Team Colyton'.

The Australian Centre of Excellence for Local Government (ACELG) supported the development of further research by UTS:CLG, undertaken with Penrith City Council. This research investigated how other councils work with communities to respond to local needs using the collective impact approach.

The questions guiding the research study were:

- Is local government well placed to initiate collective working models with community stakeholders that effectively respond to local needs?
- How might community collaboration approaches (including collective impact) led by local government contribute to better social outcomes in communities affected by socio-economic disadvantage?
- What can be learned from two case studies of community collaboration approaches in an Australian local government context?
- Do these types of approaches provide examples of 'public value creation'² for local government practice?

The case studies of 'Burnie Works' (Burnie City Council) and 'Team Colyton' (Penrith City Council) provide examples of collaborative projects involving local government, community and local stakeholders. 'Burnie Works' is a local government-initiated and implemented collective impact project and 'Team Colyton' incorporates components of the collective impact framework, tailoring the approach to incorporate previous engagement strategies such as ensuring residents have a decision making role.

This report provides governments and stakeholders involved in local and place-focused renewal projects with conceptual framing and case study examples to inform and shape new community collaboration initiatives appropriate to their own contexts.

¹ (www.collaborationforimpact.com)

² Defined by Grant et al as "the process of adding value to the public sector through the exercising of managerial authority" (Grant, Tan, Ryan and Nesbitt, 2014)



Research activities

This study was underpinned by a series of research activities:

1. A literature review to provide conceptual framing, ideas and discussion areas for local government, neighbourhood renewal programs and community-based collaborations.
2. A desktop review of reports and documents from Burnie City Council's 'Burnie Works' project and Penrith City Council's Neighbourhood Renewal Program to gather data and ideas for collaboration led by local government.
3. Outcomes and learning from research and capacity building workshops undertaken by Penrith City Council for the development of a collaborative model with the Neighbourhood Renewal team.
4. Action research on the testing of the new approach to the work of the Penrith Neighbourhood Renewal Program including practice reflections and observations from Penrith City Council's Neighbourhood Renewal team.
5. Gathering insights and knowledge arising from interviews with the Community and Economic Development Director, Burnie City Council.

This report

This report includes discussion of the wider themes that relate to local area renewal, and the role of local government in approaches that involve collaborating with the community. It presents two case studies from recent local government practice in Australia in this area.

Section 1 introduces local area renewal as a response to addressing socio-economic disadvantage. It summarises conceptual focus areas arising from the literature review, and includes considerations to support local government's role in collaborative place based approaches to local renewal.

Section 2 looks at local government approaches to local area renewal, including ideas of place management and community coalitions. It summarises the collective impact framework and presents an approach to capacity building for local government teams involved in local area renewal initiatives. Evaluation challenges and ideas for local governments to monitor the impact of initiatives are also presented in this section.

Sections 3 and 4 contain the case study examples of Burnie Works, an initiative supported by Burnie City Council that utilises the collective impact framework as a long term local area approach and Team Colyton, an initiative supported by Penrith City Council, influenced by collective impact and an evolution of their existing Neighbourhood Renewal program

Section 5 provides a comparison of both the Burnie Works and Team Colyton approaches in relation to the collective impact framework and in relation to the role of local government in shaping and initiating approaches that are meaningful, appropriate and effective. It further explores the opportunity that local government has to create public value through projects that involve collaborating with the community in response to local area renewal.

The final section provides a summary of the key aspects of this study. It also identifies the elements of success for local government led collaborations that involve a range of community stakeholders.

1 Concepts for Collaboration Projects

This study is informed by a review of literature and documentation pertaining to community interventions by local governments, particularly in areas undergoing local area renewal. The full review is detailed in Appendix A.

In this section key themes arising from the review are summarised, including an explanation of 'Neighbourhood Renewal' as an established approach as well as conceptual focus areas that support collaborative place based approaches in local renewal initiatives.

1.1 Understanding Local Area Renewal

Local governments have been identified as potential drivers for renewal initiatives because of their control over physical and social planning at the local level, their awareness of local community needs and strengths, and their ability to integrate these to create responses to local issues (Prior 2008: 110-111).

The case study examples from Penrith City Council and Burnie City Council both offer instances where a local government has responded to a need for regeneration in a particular area of socio-economic disadvantage.

Approaches to local area renewal include Neighbourhood Renewal, a well-developed initiative in the United Kingdom (UK) as official government policy (Social Exclusion Unit 2000), aiming to 'narrow the gap between deprived and non-deprived neighbourhoods' (Johnson and Osborne 2013: 147). It emerged in the early 2000s as a reflection of the then-governing (the Labour Party) party's philosophy of the promotion of participatory democracy – that is, the active participation of ordinary citizens in local decision-making – as a means to rectify the perceived ineffectiveness of representational democracy (Johnson and Osborne 2013: 149).

Use of the term 'Neighbourhood Renewal' gained impetus after the 'National Strategy for Neighbourhood Renewal' was launched in the UK in the late 1990s. This strategy comprised three interconnected focuses:

- Paying attention to local, primarily supply-side, interventions in order to identify and act upon the linkages within and between the key domains of employment, housing, education, crime and health in low socio-economic status neighbourhoods.
- Rebuilding social capital through capacity building initiatives that enable local people to participate in the decision-making process and provide local communities with opportunities to help themselves.
- Encouraging 'joined-up' working through a revitalised emphasis on neighbourhood management to secure greater coherence and responsiveness in localised service provision (Social Exclusion Unit 2000; Hall and Hickman 2002: 692-693).

Neighbourhood Renewal explicitly links place-based and people-focused initiatives in an approach that includes economic and commercial development, regeneration and construction of new physical infrastructure and linkages to the other parts of the urban area, as well as people-based programs that focus on building local skills and greater self-sufficiency.

According to Cheshire et al (2014), policy interventions at the community level have typically adopted one of three approaches:

- Place-based; targeting designated areas for a range of improvement activities that relate either to the physical environment or some characteristics of the population as a whole
- People-focused approaches; addressing the needs of a specific group or groups who live in a designated area
- Neighbourhood renewal initiatives; an approach to addressing people and place-based concerns in tandem

This suggests that the use of the concept 'Neighbourhood Renewal' explicitly links place-based and people-focused initiatives. According to Ware, Gronda and Vitis (2010: 2), neighbourhood initiatives include economic and commercial development, regeneration and construction of new physical infrastructure and linkages to the other parts of the urban area, as well as people based programs that focus on building local skills and greater self-sufficiency.

Neighbourhood Renewal has been adopted in Australian jurisdictions such as Victoria and NSW. In 2002, Neighbourhood Renewal was adopted in Victoria after successful trials in the Latrobe Valley and Ballarat, which suggested that a holistic and integrated response to the complex problems of poverty and exclusion require the direct tackling of the local sources of disadvantage, and the empowerment of people to become part of the solution (Klein 2004). A whole-of-government approach was adopted in the State, which focused on better coordination between government portfolios ('breaking down the silos') and all of government working with local communities through Neighbourhood Renewal governance arrangements.

Penrith City Council initiated its Neighbourhood Renewal Program in 2006 as an integrated model of community engagement, cultural development and employment and enterprise development across identified neighbourhoods in Penrith City. Since the inception of the program, Penrith City Council has been recognised as an example of how council and community can work together to create better local outcomes for areas of socio-economic disadvantage (see Prior 2008).

1.2 Scoping the role of Local Government in collaborative approaches

The literature review helps present theories and approaches that support collaborative place-based approaches and innovations in building skills and opportunities to make communities more self-reliant and sustainable in local renewal initiatives.

Focus areas within this review that can help councils consider how the role and activities of local government can shape approaches to community collaboration are depicted in Figure 1:

Figure 1 : SHAPING APPROACHES TO COMMUNITY COLLABORATION



These focus areas are briefly discussed below. Understanding the potential impact of these types of collaborations in terms of community wellbeing, social justice, governance and public value creation connects to wider principles of the moral governance and/or leadership role of a public sector organisation. These conceptual areas are important starting points for any council embarking on approaches to local area renewal.

Key considerations and suggestions from the literature are also presented to assist councils when framing their own initiatives. Concepts are further explored in relation to the case study councils in section 6.

1.2.1 Community Wellbeing

Local government in Australia is an important site for discussions about, and initiatives on, community services, community development and community wellbeing. Increasing numbers of community services have been devolved to this tier of government since the 1970s (Saggers, Carter, Boyd et al 2003: 19; Pillora and McKinlay 2011).

This is in keeping with a broad international understanding that local government has a role in promoting population wellbeing not only at the material level – through, for example, regenerating the physical environment or contributing to strengthening the local economy – but also at the psychosocial level (Aked, Michaelson and Steuer 2010: 7-8) including feeling connected to others, feeling capable and in control and having a sense of purpose.

Consideration: *Community wellbeing and development should be at the heart of community approaches*

Suggestions:

- Encourage residents to exert control over local circumstances.
- Promote resilient communities that have strong social networks and active citizens who take responsibility for their own wellbeing.
- Unlock doors to release the energy and ideas of local communities, rather than simply devolving decisions from local institutions to communities and individuals.

(adapted from Aked et al 2010)

1.2.2 Social Justice

Robin Hambleton (2015) discusses the disparity between places as a matter of social justice. He suggests that public policy *should* redistribute resources in a way that responds to the unique social needs of different areas. In his view social policy should acknowledge the impact of the social on the spatial environment and vice versa and services delivered to the local environment, often delivered by local government, should be delivered equitably regardless of the socio-economics of a neighbourhood (Hambleton 2015: 39-42).

Similarly, Susan Fainstein (2010: 165-167) has argued that equity, democracy and diversity are the three primary qualities of urban justice, and she provides a series of recommendations to further these qualities. These include social planning standards, social procurement, seeking employment outcomes, and supporting groups who experience oppression and discrimination to access opportunities locally through consultation with the broader community (2010: 173-175).

Consideration: *Government initiated community services should put the principles of equity and social justice into practice*

Suggestions:

- Provide opportunities for residents in more disadvantaged areas to have a meaningful say in decisions which impact on their neighbourhoods.
- A focus on equity across neighbourhoods will benefit the local government area (LGA) as a whole.

(adapted from Fainstein 2010)

1.2.3 Public Value

Councils deliver value through planning, managing and delivering a wide range of services, programs and projects for the benefit of local areas and communities. Much of this includes creating 'public value', originally conceptualised by Mark Moore, a contribution to society that serves public interest and common good (Grant et al 2014)

Managers are in a position to create value by enabling a local understanding of public value to emerge. Ryan (2014:37) calls on local government to pay 'particular attention' to developing this shared local understanding through community engagement

Consideration: *Seek public value creation in community collaboration initiatives*

Suggestions:

- Play an active role in steering networks of deliberation and delivery.
 - Maintain relationships through shared values.
 - Tackle what the public most cares about within the parameters of organisational capacity.
- (adapted from Stoker 2006)*

1.2.4 Participation and Governance

Community participation and empowerment are crucial in the quest for increasing democracy, mobilising resources and energy, achieving better decisions and more effective services, and ensuring the ownership and sustainability of programs (see Dooris and Heriage 2011: S89; Pillora and McKinlay 2011; North and Syrett 2008; Morgan-Trimmer 2014). At the same time, there is little agreement as to what community involvement entails, based partly on the well-known difficulties in describing the concepts such as 'community' and 'involvement' (Robinson, Shaw and Davidson 2005: 15).

Notwithstanding these definitional problems, there is general agreement that participation of community members can 'empower people, strengthen communities, result in better public services and make regeneration sustainable' (Robinson, Shaw and Davidson 2005: 15).

According to these authors, community involvement is often seen particularly as being about governance – the participation of residents in decision-making in local partnerships. This point is also highlighted by Pillora and McKinlay (2011: 15): engaging local communities brings local place-based knowledge and local lived experiences into the knowledge base required for effective decision-making. This shift towards community-level governance is a key trend in much of the public sector reform occurring in various parts of the world at present (McKinlay Douglas Ltd 2014) where governments are learning how this can be most effective.

Consideration: *The governance of neighbourhood renewal initiatives should include realistic community involvement*

Suggestions:

- A small minority of residents may have the confidence, interest or time to become heavily involved in the governance of neighbourhood renewal.
- Communication and accountability needs to be clear between community representatives and those they represent.
- Real partnership is important, bringing in the knowledge of staff and other agencies, so that a program of projects does not 'reinvent the wheel' and links to wider experience of best practice.
- The 'natural' timetable of community-led regeneration is very different from the timetables of politicians and funders.

(adapted from Robinson et al 2005: 16-21)

2 Approaches to Local Area Renewal

A range of models and approaches have been drawn on by governments to support local area renewal. This section includes insights from approaches to place management and developing community coalitions to help to build understanding in tackling disadvantage and supporting collaborative capacity.

This is followed by a summary of the collective impact approach, the framework adopted by Burnie City Council for their 'Burnie Works' program and utilised in part by Penrith City Council for 'Team Colyton'.

The UTS:CLG capacity building approach adopted by Penrith City Council is summarised, followed by commentary and ideas on evaluation challenges for local governments when monitoring the success of local renewal projects.

2.1 Place Management

In recent years, place management has emerged as a potential model for re-casting governments' approach to managing the problems of disadvantaged peoples and places (Walsh 2001). Place management involves 'individuals in traditional input organisations working towards an overarching goal' (Victorian Government 2008), and unlike project management, place management emphasises the achievement of outcomes rather than outputs (Mant 2008).

Place management offers a centralised single administrative unit which coordinates and facilitates integrated and partnered work, yet maintains accountability for an overarching outcome. Central to the model is the Place Manager, an intentionally broad role that is regarded as essential towards enabling various facets of the outcome to align (Crofts 1998). Viewed as particularly appropriate for local governments, the adoption of place management as policy can lead to the appointment of Place Managers to every area of the jurisdiction, instead of having professionally based divisions or departments designed to deliver specialist outputs (Mant 2008: 1).

In publicly funded projects, the Place Manager would typically liaise with council staff, service agencies, and key industry stakeholders to ensure a 'coordinated and holistic approach' (Crofts 1998) and would be responsible for a range of areas including 'brokerage, facilitation, and resource allocation' (Victorian Government 2008). Put differently, place management's holistic attempt towards tackling disadvantage aims to break down the departmental silos which segment areas for improvement, yet never address the totality of disadvantage (Walsh 2001).

Walsh (2001) identifies four features of place management, illustrated in table 1.

TABLE 1: FEATURES OF PLACE MANAGEMENT

Features of Place Management	
Equity and targeting	Place management has a fundamental equity objective. It is about redressing significant social and economic disadvantage experienced by particular groups of people in particular neighbourhoods or localities.
Outcomes and accountability	One of the key aspects is the allocation of responsibility and accountability to a designated institutional point (usually a 'place manager') for overcoming key problems and achieving defined outcomes within an area. The aim is to achieve tangible improvements across a number of indicators of community well-being.
Coordination of and integration in service delivery	Improved delivery of coordinated and integrated policy and service responses to the community is required.
Flexible governance	Place management requires an institutional reorientation of the basic processes of governance and public administration. Approaches to funding, decision-making and accountability need to be flexibly applied, and focus should be placed on enabling an appropriate role for the community

Source: adapted from Walsh (2001: 8-9)

Limitations and challenges for place management include the re-allocation of power and authority towards a centralised unit, a feat which has proven difficult in many cases (Victorian Government 2008). There is also the challenge of operating within existing governance structures and the tendency for programs to become 'top-down'. They have been previously criticised as lacking community involvement and input (Walsh 2001; Rice n.d.). The model requires strong commitment from a variety of stakeholders.

In a more recent development of the place management approach, an international approach known as 'Place Excellence' (Bearing Consulting n.d.) brings together the 'forces of place management, place development and place branding' to work together in coordination toward the same, jointly accepted goals.

2.2 Community Coalitions

Local development can be defined as:

[a] strategy that aims to change the economic, social, cultural, environmental, and political situation in order to improve living conditions in a local territory, by mobilising internal and external actors and resources.

(Fontan et al 2008: 835)

In order to initiate interventions and coordinate interactions, these organisations from inside and outside of the local area are of necessity involved in horizontal collaboration with each other, in addition to establishing partnerships with agencies from the different tiers of government. Processes and outcomes which contribute to 'local governance' need to be manifest, and this requires that attention be paid to collaborative capacity (Fontan et al 2008: 835-836). In this respect, neighbourhood renewal exhibits strong parallels with community-level governance.

When considering collaborative capacity in community coalitions, attention needs to be paid to four critical levels:

- **Member capacity** includes core skills and knowledge (including the ability to work collaboratively with others and build an effective coalition infrastructure) and core attitudes and motivation (including viewing the self as a legitimate and capable member of the collaboration)
- **Relational capacity** includes development of a positive working climate, shared vision, promoting power sharing and valuing diversity
- **Organisational capacity** includes effective leadership, formalised procedures, sufficient resources and an orientation to continuous improvement
- **Programmatic capacity** depends on clear, focused programmatic objectives, realistic goals (including identification of intermediate goals) and ensuring that the program fills unmet community needs, provides innovative services and is ecologically valid.

(Foster-Fishman et al 2001: 243-248)

2.3 Collective Impact

When faced with complex social problems, organisations often seek solutions by utilising an isolated impact model, which Kania and Kramer (2011) describe as ‘an approach oriented toward finding and funding a solution embodied within a single organisation’. By contrast, the use of ‘collective impact’ as a collaboration framework capitalises on the premise that complex problems, otherwise known as adaptive problems, have unknown solutions in which ‘no single entity has the resources or authority to bring about the necessary change’ (Kania and Kramer 2011).

The two approaches are contrasted below:

Isolated impact	Collective impact
<ul style="list-style-type: none"> • Funders select individual guarantees that offer the most promising solutions • Nonprofits work separately and compete to produce the greatest independent impact • Evaluation attempts to isolate a particular organisation • Corporate and government sectors are often disconnected from the efforts of foundations and nonprofits 	<ul style="list-style-type: none"> • Funders and implementers understand that social problems, and their solutions arise from the interaction of many organisations within a larger system • Progress depends on working toward the same goals and measuring the same things • Large-scale impact depends on increasing cross-sector alignment. Corporate and government sectors are essential partners • Organisations actively coordinate their action and share lessons learned

Source: adapted from Hanleybrown, Kania and Kramer (2012)

The isolated impact model faces many challenges when applied to social problems. One obvious problem is the inherent complexity and interdependency of social problems. Just as no one agent or source is completely accountable for a social problem; no single organisation can feasibly eradicate or attempt a holistic solution the social problem. Therefore, collective impact frameworks draw on multiple actors working within a common agenda to facilitate solutions. Conditions for successful collective impact initiatives are summarised in Table 2, drawing on the work of Kania and Kramer (2011).

TABLE 2: CONDITIONS FOR SUCCESSFUL COLLECTIVE IMPACT INITIATIVES

Conditions for successful Collective Impact initiatives	
Common agenda	Agreement between actors on the primary goals of the initiative. A common agenda develops from a shared understanding of the problems and a joint approach for solutions coupled with agreed upon actions.
Shared measurement systems	Agreed upon indicators of progress and a consistent method of measurement. A reliable and consistent system allows all actors to align their efforts to the goal and allows for accountability.
Mutually reinforcing activities	Collective impact draws on the coordinated efforts of multiple actors. These efforts are not all the same, but rather coordinated to support and reinforce the common agenda allowing for actors to capitalise on individual strengths.
Continuous communication	Participating parties must have time to build trust. As relationships are forged, participating actors can be reassured of the objectivity of the initiative. For this to happen, regular meetings and the development of a shared measuring system are important.
Backbone support organisations	To successfully implement a collective impact initiative it is necessary to have a separate organisation and staff tasked with supporting the initiative. Collaboration without a backbone organisation is likely to fail.

Source: Kania and Kramer (2011)

Collective impact as an approach has gained global traction among many non-government organisations (NGOs) and government agencies seeking innovative and impactful methods for promoting social change. The initiatives, however, do not provide a fast fix. For successful collective impact collaborations, organisations must be willing to truthfully assess the scale of the problem and invest the necessary time to generate solutions.

Hanleybrown et al (2012) put forward three phases for the implementation of collective impact, illustrated in Table 3.

TABLE 3: PHASES OF COLLECTIVE IMPACT

Phases of Collective Impact			
Components of success	PHASE I Initiate Action	PHASE II Organise Impact	PHASE III Sustain Action and Impact
Governance and infrastructure	Identify champions and form cross-sector groups	Create infrastructure (backbone and processes)	Facilitate and refine
Strategic planning	Map the landscape and use data to make case	Create common agenda (goals and strategy)	Support implementation (alignment to goals and strategies)
Community involvement	Facilitate community outreach	Engage community and build public will	Continue engagement and conduct advocacy
Evaluation and improvement	Analyse baseline data to identify key issues and gaps	Establish shared metrics (indicators, measurements and approaches)	Collect, track and report progress as part of a process to learn and improve

Sources: Hanleybrown et al (2012); Choperema (2014: 12)

Collective impact collaboration offers a fundamental change to the way social problems and solutions are understood, approached and tackled. Progress is cited among many efforts of collective impact over the world in improving outcomes for different community groups.³

2.4 A Capacity Building Approach

Building the capacity of community professionals working in local government helps to frame ways of working and establish principles of community collaboration initiatives for local renewal. Penrith City Council’s Neighbourhood Renewal team (NR team) engaged in a capacity building process designed by UTS:CLG to develop a new approach for Team Colyton, as part of Penrith City Council’s ongoing Neighbourhood Renewal program.

An agreed development process was established and based on five phases via a combination of reading, reflection and participation in experiential workshops.

The process outlined in Figure 2 was undertaken to assist in the achievement of the following outcomes:

- developing understanding of multi-disciplinary perspectives;
- initiating a new strategic and innovative approach to neighbourhood renewal; and
- establishing a practice of deliberative collaboration for the NR team.

Workshops were structured around a 5-step process (see Figure 2) in which the Neighbourhood Renewal team explored key themes and areas for development.

Figure 2: CAPACITY BUILDING FOR TRIALLING A NEW APPROACH TO LOCAL RENEWAL

³ See Hanleybrown, Kania and Kramer 2012, *The Tamarack Institute and Collaboration For Impact* for further examples



Developed by Bruce (2015)

Outcomes from these workshops resulted in:

- A stronger understanding within the NR team of the benefits of using multi-disciplinary perspectives and of existing research and case studies in the areas of neighbourhood renewal, creative engagement techniques and collective impact approaches.
- An established practice of deliberative collaboration to enable the NR team to achieve its objectives.
- A collectively agreed purpose statement for the Neighbourhood Renewal program overall, and a proposed purpose for the community stakeholders involved Team Colyton to consider.
- A strategic and innovative local impact approach to neighbourhood renewal that adapts collective impact and change processes to the context of local government and aligns with Penrith City Council's strategic objectives, the purpose of the NR program, and the community of Colyton's aspirations for their area.
- Identification of shifts in practice for pilot phase, including the establishment of a local team, community action plans and the creation of public value.

2.5 Evaluation Challenges

In keeping with other levels of the public sector, local government in Australia has been increasingly subject to pressures to demonstrate greater efficiency, effectiveness and demonstrated accountability through performance measurement (Saggers et al 2003: 33). Local renewal programs, as with other forms of community intervention, pose several challenges at the level of evaluation.

On the broad level of program evaluation, it can be difficult to adequately measure change and establish to what degree the change is due to the implementation of an intervention program (Ware et al., 2010). Programs adopting a local renewal approach often work with the premise that effect occurs with a time lag, often making the immediate outcomes less obvious. Issues at the neighbourhood and community levels are complex and it may prove difficult to untangle the web of interacting variables to establish causality.

The challenge remains to assist councils to engage in meaningful community practices that reflect their stated goals of empowerment, participation and social justice for citizens, while also balancing issues of corporate accountability (Saggers et al 2003: 35). Further insights from the literature review on evaluation challenges and issues and responses are included in Appendix A.

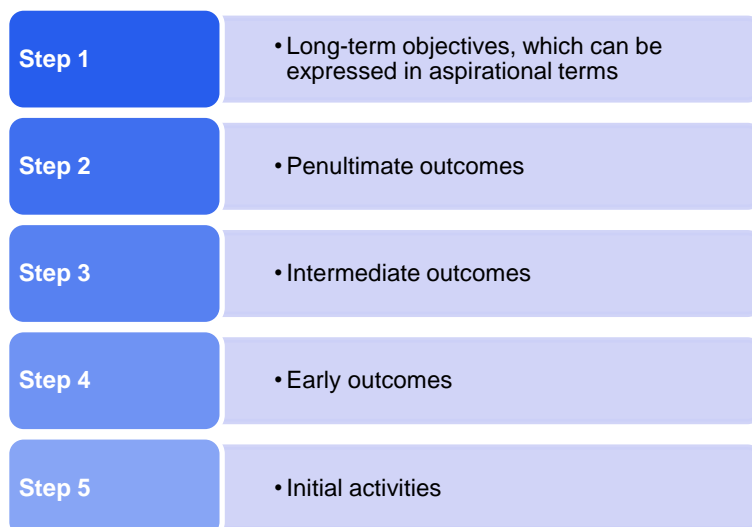
2.5.1 A Theory of Change approach

In a collaboration approach, a planning and evaluation system needs to be developed which reflects all reasonable interests (Hughes and Traynor 2000: 39). This is reflected within the collective impact framework principle of shared measurement systems, and also positions evaluation and improvement as key activities through all the phases of the work.

A 'Theory of Change' approach, as put forward by Hughes and Traynor (2000) may also help to overcome challenges of evaluation.

As the authors describe, a theory of change puts forward the explicit or implicit theories about how or why a program will work. Working jointly with community members, staff and other partners, a definition of long-term outcomes are put forward. All then work backwards from that endpoint to the steps required to get there, as illustrated in Figure 3, and further described in section 4 and Appendix A:

Figure 3 : THEORY OF CHANGE APPROACH (HUGHES & TRAYNOR, 2000)



3 Case Study 1: Burnie Works - A Collective Impact approach

Burnie Works aims to build a new culture of working collectively to create change in our community (burnieworks.com.au)

As outlined in the previous section, collective impact is a model of collaboration that is designed to create innovative partnerships across government, business and community sectors in order to tackle wicked problems.

Seeking greater impact with regard to social, economic and environmental outcomes for communities, Burnie City Council has applied this theory to their work.⁴

3.1 Background

Burnie, located on the north-west coast of Tasmania, is a port city with a strong industrial tradition. Burnie is particularly known for its paper mill which employed around 3,500 people until it ceased to operate in 2010. Just over 20,000 people reside in Burnie. Changing demographics and the demands for new industry have prompted a more strategic approach by the City to a sustainable and inclusive future. Burnie is developing and growing with a 'vibrant' local shopping district which spills out into local coffee shops and beaches (Making Burnie 2030: 4).

'Burnie Works' is a collective impact framework designed to assist Burnie to address long term and entrenched issues in the community. It uses a 'distributive collective impact model' to support efforts by working groups formed by the community to take collective action on issues of concern to local people.

Primarily focussed around the areas of education, families and employment, the initiative was the recipient of a *Better Futures, Local Solutions* grant through the Australian Government Department of Human Services in 2012. This funding was part of the then-Government's Building Australia's Future Workforce package of programs designed to improve outcomes in education, training and employment in LGAs affected by 'entrenched disadvantage' (Media Release Senator Kim Carr 2012). Burnie Works has therefore had a focus on employment and training and has more recently expanded its efforts to include families, food security, and child-friendly communities.

When Commonwealth funding was discontinued, Burnie City Council agreed to support Burnie Works by providing strategic leadership to the Local Enabling Group (LEG) from the senior management of Burnie City Council, the local Centrelink Office and Councillors.

Now that the structures are set up, the initiative relies on effective collaborative practice to make best use of existing resources. Burnie City Council has also repurposed 0.6% of an administrative position in order to provide administrative support to the LEG.

⁴ Information regarding Burnie Works has been compiled through desktop research and an in-depth interview with Rodney Greene, Economic and Community Development Director, Burnie City Council

3.2 The Approach

Burnie Works is an approach that seeks to support collaborative projects within Burnie which address place-based disadvantage. As Rodney Greene, Burnie City Council's Economic and Community Development Director, describes:

Burnie Works is not a project. It's a systems approach. Burnie Works doesn't run projects but it supports programs which already exist and adds value by seeking more collaboration.

Apparent in Burnie Works are core principles from the collective impact framework:

- A common agenda.
- Shared measurement systems.
- Mutually reinforcing activities.
- Continuous communication.
- Backbone support organisations.

Burnie City Council had been inspired by the collective impact approach in the lead up to developing their community strategic plan, 'Making Burnie 2030'. The work was undertaken with intensive community engagement, with more than 500 residents participating in visioning and aspirational exercises which contributed to the strategic plan. This visioning document became the **common agenda**.

Projects which contribute to the delivery of Making Burnie 2030 emerge in three ways. Burnie City Council delivers on elements of the plan which could be considered to be business as usual for local government. The Local Enabling Group can identify a gap in local programming in relation to Making Burnie 2030 and instigate planning and action or the local community or community sector can identify an opportunity for a collaborative project and approach the Local Enabling Group for support.

Making Burnie 2030 was supported by engagement with 500 residents. In terms of the broader community, community services are also involved delivering projects within this framework. Relationship building, maintenance and **continuous communication** have been a significant feature of the Burnie Works process to date. Rodney Greene advises:

You must spend lots of time, have lots of cups of coffee with people and nurture the relationships within the collaboration.

3.3 Governance structure

Burnie Works uses a constellation model with a distributive **backbone support** team from across the community, business, non-government and government sectors to undertake high level collaboration and break down barriers. The Burnie Works Local Enabling Group (LEG) is the central collective impact group, which provides independent support and advocacy to the collective impact working groups. The local enabling group works to achieve the goals of Making Burnie 2030 and utilises data and **shared measurements** to track success and effectiveness in creating change.

The LEG predominantly consists of representatives from community services, government agencies, and connects a growing number of collective impact working groups and initiatives in the community to support **mutually enforcing activities**.

The LEG is interested in exploring opportunities to enable greater resident involvement in the governance and leadership of Burnie Works which extends beyond the role of the local authority, as Rodney Greene explains:

The backbone role is partly played by Burnie Council as a member of the Local Enabling Group. But it is not the driver. Council made a conscious decision not to be the driver. The Local Enabling Group has been set up to be an independent group which plays that backbone role and supports various collective impact initiatives across the City. Burnie Works is a governance structure rather than a project structure. It is a community led structure.

As depicted in Figure 4, Burnie City Council is represented by a senior manager and one Councillor in the LEG. Burnie City Council provides administrative support to the LEG however Councillors formerly endorsed the Burnie Works model as independent of Council and it is now an incorporated body.

The LEG operates somewhat like a Board of Reference. Projects, depicted in dark blue circles, generally have a working group which is supported by the LEG and this working group can be made up of community services and residents. This is the avenue for community leadership.

FIGURE 4: BURNIE WORKS GOVERNANCE STRUCTURE

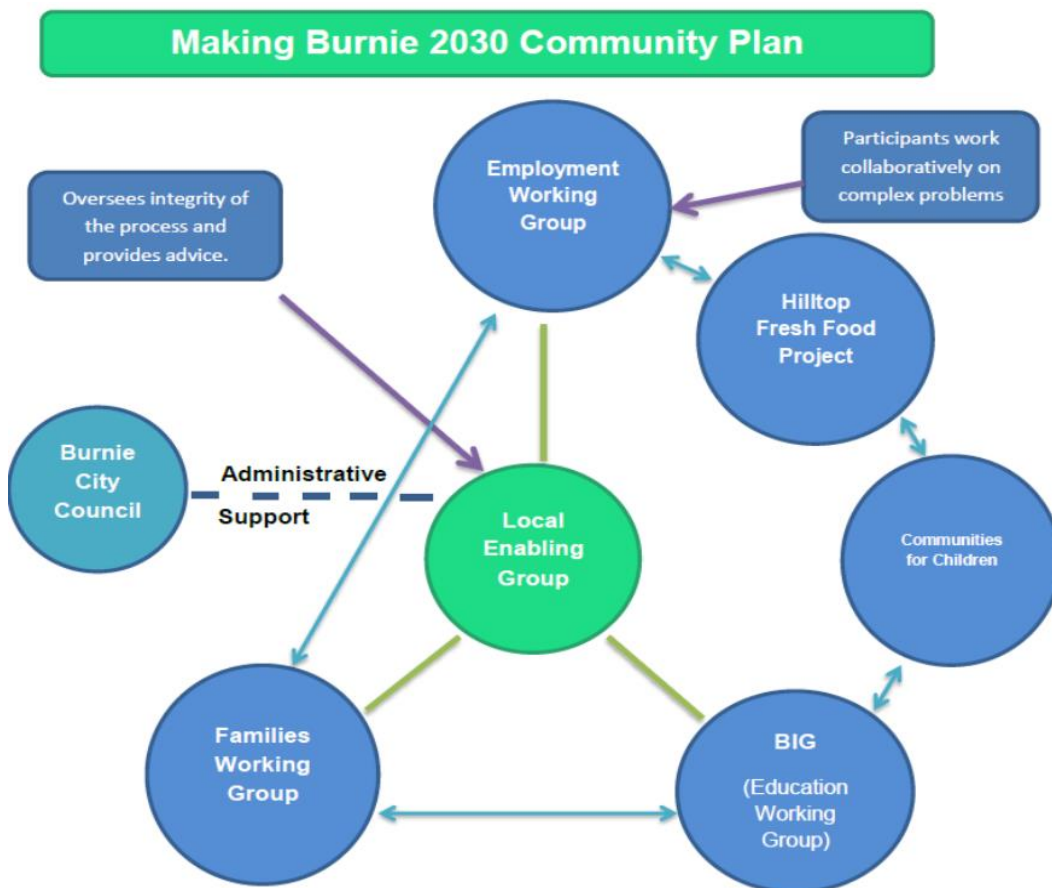


Image provided by Burnie City Council

Gaining political support also forms an integral part of the overall governance structure. Burnie Works provided councillors with options regarding the structure of the initiative which they were able to debate and then endorse a preferred model.

Councillors decided that the initiative should be independent of Council and those Councillors who were interested have become members of the LEG. This is important to the success of the program which holds considerable weight in terms of political buy in from Councillors and the General Manager, who has been a major advocate for the process and the outcomes.

3.4 Burnie Works Projects

Since 2014, Burnie Works has been building the capacity of leaders and organisations to collaborate and develop strategies for change.⁵ The strength of the initiative comes from the community's level of ownership of the overall impact. As Rodney Greene has explained (Social Ventures Australia 2015):

We have been able to draw the entire community around a common agenda of valuing education and creating employment opportunities for our young people, and then mobilising individuals and organisations across sectors to contribute to this change.

What is important here is that engagement is not achieved through a sterile policy environment, or a 20-point strategic plan or well-articulated theory of change. While all these are important, it is participating and doing that brings true alignment.

Burnie Works includes a range of projects that seek to create immediate, measureable outcomes, using the priorities of Making Burnie 2030 as the overarching strategic direction. Projects are detailed at www.burnieworks.com.au and include:

Hilltop Market Garden	A community food hub to support the development of skills and knowledge around healthy lifestyles and food production.
Dream Big	A program that encourages Grade 5 students to Dream Big and look beyond perceived barriers when considering their future beyond High School.
Communities for Children	Funding and coordination for services and activities that ensure children have the best start in life by encouraging a positive approach..
10 Families Project	A whole family approach focused on school attendance to assist families to ensure that their children remain connected to education.
BIG	An industry and education group formed by representatives in the community focused on valuing education and guiding children onto a positive career and life pathway.

3.5 Reflections

Burnie Works can be seen as a long term adaptive change process where new insights and directions emerge through the experience of collaboration on local projects. In her interview with Rodney Greene in 2015, Kerry Graham⁶ notes a number of useful reflections and insights for this type of working that are summarised below:

- Collective impact works when participating services build the conditions and systems required to collectively achieve an outcome.
- The most significant challenge for a number of services is to move beyond thinking of their own organisation. This way of working requires a mindset shift from 'isolated' impact to 'collective' impact.

⁵ See www.socialventures.com.au/sva-quarterly/collective-impact-learning-lab for more details on the process.

⁶ <http://www.collaborationforimpact.com/our-community/>

- Innovation within complex systems often uncovers issues, challenges and opportunities that may not be identified through more conventional and linear strategic analysis.
- Using emergence to develop strategies is effective and measurable when observable changes in the way people work together are identified. Changes in dynamics and behaviour are the drivers of the systems change.
- Data and information must be shared, as do power, decision-making and credit.
- Agreements are needed to support collaborative practice (MOUs, data sharing protocols, etc.)
- Acknowledge that organisations have differing values, philosophies and models and agree on a way to work across these differences.

4 Case Study 2: Team Colyton – Trialling a new approach

We share a passion for Colyton, so that our kids have the great experience of Colyton which I had growing up (Member of Team Colyton).

Emerging from the capacity building workshops with UTS:CLG, Penrith City Council's Neighbourhood Renewal team piloted the new approach to building local renewal with communities across high priority neighbourhoods. Colyton, a suburb located to the east of Penrith City with a population of around 8,000, was the first neighbourhood selected for the pilot program.

The Neighbourhood Renewal Program started working in Colyton in 2012 with a series of more than ten tailored community engagement activities where residents participated in a number of ways including community cultural development projects, community events and workshops and a community planning session.

The trial of the new approach in the first year incorporates a series of activities outlined below.⁷

4.1 Team Colyton Mission Statement and Goals

In developing plans for the implementation of this new approach to community engagement practice in Colyton, the notion of a 'Team Colyton' was established by the Neighbourhood Renewal team, with the following mission statement:

Team Colyton is a collective of people working together to enhance neighbourhood wellbeing through coordinated and combined action on what is most important to Colyton.

Goals for the development of the local team included:

- **Bring residents and other community stakeholders, including council, together to plan for and take** action contributing to a shared vision for Colyton.
- Establish effective structures within which this group can operate for a period of three years.
- Connect residents to local services and political processes and collectivise local service delivery.
- Collectively devise and endorse a Community Action Plan (CAP) in order to provide direction and focus to the group.
- Strengthen the coordination of council resources and services delivered in Colyton.
- Increase the capacity for community leadership of all Team Colyton members including advocacy, political advocacy, community planning, organising for community events, risk management, and local marketing among other things.

4.2 The Approach – Collective Impact and Theory of Change

As part of the capacity building workshops for the Neighbourhood Renewal team, different approaches were explored to help guide the strategic process. For Team Colyton, elements of collective impact guiding principles and the application of a theory of change approach (Hughes and Traynor, 2000) were utilised.

⁷ Outcomes from the workshops, plus reflections and activities from the Penrith City Council Neighbourhood Renewal team inform this section

The collective impact approach greatly informed the Team Colyton pilot, particularly in relation to establishing the conditions required for a successful collective initiative. These included the mutual agreement of a **common agenda**, **continuous communication** and the recognised importance of establishing a **backbone support** agency. The NR team also explored the phases of collective impact (see Table 3) to help guide and establish the success components of Team Colyton.

The initial planning helped to inform a theory of change approach that was utilised to steer process and monitor progress. This approach helped the Neighbourhood Renewal team identify objectives to assist in measuring the progress of the new model. It was agreed that the establishment of the local team should also include measures of progress over a year and into the future.

The theory of change approach incorporates the long-term, aspirational outcomes of the Community Strategic Plan that 'residents feel part of a safe and vibrant community' (CSP Strategy 4) as it's step 5 that the local team can then work backwards from. As illustrated by the tailored theory of change model in table 4, steps 1-4 outline the outcomes and activities required to get to step 5.

TABLE 4: TEAM COLYTON THEORY OF CHANGE

Steps	Outcomes and Activities	Timescale
Step 1 Long Term Objective	<ul style="list-style-type: none"> Colyton residents feel part of a safe and vibrant community - they are connected, share community spirit and have a sense of agency within their local area 	Long term - aspirational
Step 2 Penultimate Outcomes	<ul style="list-style-type: none"> People who care about Colyton work collectively and collaborate on the most significant things that the community needs 	1-2 years
Step 3 Intermediate Outcomes	<ul style="list-style-type: none"> Regular Team Colyton meetings defined with tangible projects identified e.g. economic participation and cultural engagement activities to promote alternative narratives of place Community awareness of Team Colyton reflected by many resident enquiries 	6-12 months
Step 4 Early Outcomes	<ul style="list-style-type: none"> Team Colyton name established Residents and stakeholders are represented on the team Terms of Reference established as a guiding principle 	3-6 months
Step 5 Initial Activities	<ul style="list-style-type: none"> Economic participation research to understand needs and issues of area Continuing community engagement events to gather stories and feedback Meetings with stakeholders to strengthen relationships Team building process to make the most of combined skills of NR team Report to Council meeting to build internal support and understanding 	0-3 months

As noted in section 2, the early stages of a theory of change approach emphasise process and activities that then move towards process and outcomes as expressed by the longer term objectives that connect to the Community Strategic Plan. The theory of change was adapted for purpose to be plausible, testable, doable and responsive to adaptation through the ongoing learning and experience of Team Colyton.

The participation of those living in the neighbourhood provides additional value to this theory of change as the involvement of the community is integral to the overall new approach. By the Council's Neighbourhood

Renewal team holding the initial process for the establishment of a Terms of Reference and a structured approach to collaborative principles, the community were enabled and empowered to participate from the outset (see 4.4 below).

4.3 Pre-engagement activities

A series of pre-engagement activities with the community of Colyton took place over a period of three months to raise awareness of the establishment of the 'local team'. These included local events such as Art in the Park and Hello Colyton (family fun days), local business networking, letter box drops, social media and presentations to existing groups. These activities allowed the Neighbourhood Renewal team to engage with the voices of many residents and to identify neighbourhood priorities which were later used to inform conversations and planning activities with the local team.

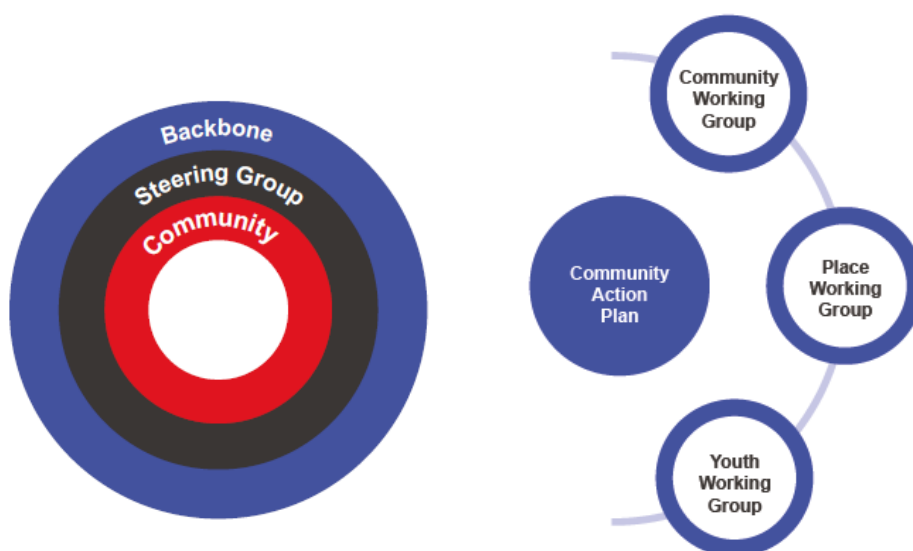
The pre-engagement activities culminated in a launch event in June 2015 attended by more than 100 people. These activities, alongside printed promotional material, were important to the success of Team Colyton as it built momentum for the project locally and support from a variety of residents.

Included in the pre-engagement activities were stakeholder meetings with many local community services, state agencies, local small businesses, and Council Managers in order to build support for to the project and the collective approach.

4.4 Structure and Terms of Reference

Team Colyton is a collective group of people with a common purpose. Its structure is designed to be flexible and non-hierarchical, reflecting the important role of community members, supported by a steering group and a 'backbone agency', as informed by the collective impact approach (see Figure 5).

FIGURE 5: THE AGREED STRUCTURE OF TEAM COLYTON



The Steering Group: The Steering Group administers the collective. The structure of the Steering Group, including roles and procedures, was developed by resident members of the group. In order to ensure the collective runs smoothly, members can nominate themselves to be a part of the Steering Group, which

meets monthly to decide on meeting procedures and agenda items. Meetings provide team members with opportunities to facilitate meetings, and get involved in the mechanics of Team Colyton. Steering Group members also attend a quarterly 'health check' meeting coordinated by the Backbone Agency along with community service providers who are members of Team Colyton.

The Backbone Agency: The Backbone Agency facilitates decision-making processes as appropriate and holds governance responsibilities for the collective. Penrith City Council has held the Backbone Agency role in the first year of Team Colyton. This role will be transitioned to a non-government community service provider. Decisions are made by consensus where possible. If required, a majority vote is utilised to support the team to move forward to action.

Early Team Colyton meetings established a common agenda and terms of reference for the collective. These structural documents provide a strategic vision for the local team, guidance on decision making and managing disputes and clear direction of responsibility and liability. The common agenda also supports the team to make collective decisions about which opportunities it will and won't pursue according to their vision for their neighbourhood and with an understanding of the pressures on volunteers.

Working Groups: To support the delivery of the Colyton Community Action Plan, Team Colyton established working groups to oversee work and communication across the 5 themes. The working groups report back to the broader collective at general meetings.

4.5 Community Action Plan

A planning session was held with strong attendance by a core group of actively involved residents. This event supported Team Colyton to finalise the themes and key actions which contribute to the residents' vision for Colyton. This is a notable change in the way the Neighbourhood Renewal Program works across Council. Previous Neighbourhood Action Plans included detailed resident requests and actions carefully negotiated with individual managers. In this way Neighbourhood Action Plans were plans of Council, for which it held sole responsibility.

The Community Action Plan is a vision residents have set for their neighbourhood and Council is viewed as a service partner agreeing to support this resident-led vision for the neighbourhood. The Colyton Community Action Plan includes actions for residents themselves, local community services, and Council as a service partner.

Actions which name Penrith City Council as the lead agency within the Colyton Community Action Plan 2016 are coordinated by the Place Management Department within which sits the Neighbourhood Renewal Program. They are broad actions related to coordinating and supporting various Council Departments to participate in the delivery of this community owned plan as appropriate.

The plan includes five themes and subsequent goals which reflect Team Colyton's vision for the neighbourhood. Each goal then has a number of actions listed beneath it, as depicted in table 5.

TABLE 5: TEAM COLYTON VISION AND GOALS

Themes and Aim	Goals
Theme 1: Connecting and Strengthening the Community	Goal 1: We have strong supported families Goal 2: We know our neighbours
Theme 2: Celebrating Colyton	Goal 1: Our community spirit is strong Goal 2: We celebrate the people and history of Colyton
Theme 3: Perceptions of Colyton and Safety	Goal 1: Colyton feels friendly and inviting Goal 2: We feel safe in our neighbourhood
Theme 4: Local Environment	Goal 1: Colyton is clean and litter free Goal 2: Colyton feels dynamic and energetic
Theme 5: Youth and the Future	Goal 1: Young people are supported to succeed

4.6 Intermediate Outcomes

Within the first year, Team Colyton met more than 20 times. Membership includes approximately 80 residents and ten other community stakeholders, including two local small businesses, non-government community services, two local schools, Family and Community Services (NSW Government) and NSW Police.

There is significant interest in participating in Team Colyton meetings with an average of 20 residents and five services present at each meeting. Other members participate through interactive activities online, on social media and by attending events where possible.

Team Colyton developed five themes and a series of goals and actions which form the Colyton Community Action Plan (CAP). This strategic community document provides direction and focus to the collective as it navigates opportunities and juggles local priorities. Actions within the CAP are allocated to various lead agencies including Council, local community services, a church group and the residents themselves. Many activities of the collective are in fact 'led by' the group itself with residents volunteering their time to bring their vision to life.

As the pilot of the 'local teams' approach has evolved in Colyton this model of planning has been very useful in mobilising the residents themselves, to take action, organise and advocate locally. This represents an important shift in the practice of the Neighbourhood Renewal Program as it works to support residents to take action themselves rather than or as well as advocating and organising on their behalf.

4.7 Community leadership development

Team Colyton has been focused on developing its autonomy through participation in community leadership training and continuing to develop the roles and structure for the steering group, including building knowledge of governance structures and the possibilities of auspicing arrangements or incorporation. The Neighbourhood Renewal Program has developed a Community Leadership Training package which it piloted in Colyton.

Approximately half of the participants attend Team Colyton meetings as well as the training. Other participants were attracted through advertising at the local High School and through Facebook. The training is a series of 8 two hour workshops aiming to build capacity in community leadership and includes sessions on community leadership, events and marketing, risk management in community, political and personal advocacy, self-care, communication, community engagement and grant writing and understanding statistics.

The Community Leadership Training seeks to sustainably develop community leadership and action beyond the presence of the Neighbourhood Renewal Program and explicitly hand over the skills for advocacy and community organising, that the Neighbourhood Renewal team have developed, to the residents themselves.

When asked what they have enjoyed most about being part of Team Colyton, residents have said:

“Getting out of the house and making new friends”

“Getting stuff done” and “proud of what we have achieved in a short time”

“The passion of Colyton and working together” and “creating opportunities to connect”

4.8 Social outcomes

Social outcomes occurred for participants of both Team Colyton and the Colyton Community Leadership Training within the first year which were expected, and some which were unintended.

Team Colyton undertook a review of the outcomes of the group in its first year led by the Neighbourhood Renewal team. During this review process a number of residents discussed a powerful sense of social connection which they did not expect when they had become members of Team Colyton.

Residents and council expected that the pilot would generate action on various issues, they expected that some social problems might be creatively solved or lessened, and that Team Colyton would create a space for non-members to connect and be social. An unexpected outcome has been the deep level of social connection now felt by those active members of the Team some of whom report knowing neighbours for the first time, despite having lived in the neighbourhood for several decades and others who report an improved sense of personal purpose and connectedness.

Also noted through feedback from residents who actively participate in Team Colyton was a reported increased sense of confidence and knowledge supporting them to take action on matters of concern within their community. They attribute their growing confidence to the successes and at times failures of their attempts at running local events and projects. Their experience as part of Team Colyton is supporting a renewed sense of autonomy and ability.

Growing confidence is also reflected in the willingness and ability of those members involved in the Team Colyton Steering Group as they begin to take on more and more of the leadership, facilitation and administration responsibilities of Team Colyton. This is an important area for evaluation by the Neighbourhood Renewal team as they relinquish some of its responsibility and control over the Team Colyton process as it moves into the second neighbourhood.

Feedback from those residents who also took part in the Colyton Community Leadership training included:

- A growth in personal confidence
- Increased knowledge and understanding of systems of government
- Confidence to advocate on behalf of residents as a community leader

These responses indicate that community leaders are being developed with positive social outcomes for the neighbourhood.

4.9 Reflections

In summary the process of establishing Team Colyton for Penrith City Council's Neighbourhood Renewal staff has been:

1. Pre-engagement activities and launch event promoting of the local team
2. The delivery of carefully planned and facilitated meetings and planning processes to establish a common agenda and support the development of the local team
3. Forming a steering group with administrative roles for the local team
4. Taking on the role of backbone agency and planning for the transition of the backbone role to a community organisation with handover meetings undertaken on a regular basis
5. Developing a plan and, where possible, taking early action in order to keep residents engaged, for example the walking group and Christmas Carols event
6. Consistent networking, clear communication and careful relationship management to maintain the support of local community services
7. Delivery of Community Leadership Training in order to support the autonomy and confidence of local services and residents to advocate for their community and organise locally.

During its first year Team Colyton was resourced by Penrith City Council's Neighbourhood Renewal Program with an estimated full time officer role, half a day per week in administration by a junior clerk and considerable time and support from the Place Manager and Neighbourhood Renewal Coordinator. It is anticipated this commitment will reduce over a period of three years as the pilot of this new approach to neighbourhood renewal extends to two further neighbourhoods.

The process of developing Team Colyton and the Colyton Community Action Plan has been challenging. Neighbourhood Renewal staff have worked very hard to balance the need for a demonstrable plan with considered measurements for success and the community desire to 'roll up their sleeves, jump in and do'.

It should also be noted that when the structure of the collective and developing a plan of action were the focus of the collective, it became very apparent that there is great diversity in the strengths and skills of participants, including residents and paid service representatives. Some are very interested in this type of structural and administrative conversation and others just want to make practical contributions. Finding a balance in the collective has proved challenging but it has not stifled the productivity of the collective.

Finding a balance has also been difficult for some non-government community services, particularly as they struggle to allow the common agenda of the residents to emerge organically through adoption of a neutral facilitation approach, whilst, at the same time, they have very specific funding requirements. The Neighbourhood Renewal team has observed that some services have asserted ideas into the planning process that have not come from residents but are based on their funding agreements. Others have instigated activities that did not come from the group but rather from external opportunities, such as corporate sponsorship arrangements, and this has had an alienating effect on residents. The relationship between residents and some representatives of local community services has required careful management.

Overall, the pilot of the local team approach has demonstrated the capacity for local communities, supported by local government, to take action around place-based disadvantage, to work collaboratively, and to advocate for change from the ground up. The project continues to gain momentum and recognition and those residents who are involved are highly engaged.

5 Comparison of approaches: Burnie Works and Team Colyton

5.1 Utilising the Collective Impact Framework

Burnie City Council has applied collective impact theory strongly, providing a solid example of the application of collective impact in a local government context. Penrith City Council started with an investigation into collective impact, and guided through a theory of change process, has emerged with a model influenced by collective impact but which, in addition, includes residents as team members, decision makers and actors. A comparison of the way in which Burnie Works and Team Colyton apply the 5 core principles of collective impact is found in table 6.

TABLE 6: COMPARISON OF FIVE CORE PRINCIPLES OF COLLECTIVE IMPACT

Principles of Collective Impact	Burnie Works	Team Colyton
A common agenda	<ul style="list-style-type: none"> - Making Burnie 2030 - Based on community engagement with 500 residents 	<ul style="list-style-type: none"> - Vision established early - Developed into Community Action Plan - Based on community engagement with 100 residents and dialogue with 30 residents
Collecting data and measuring results	<ul style="list-style-type: none"> - Robust community engagement – 500 residents participated in visioning exercises 	<ul style="list-style-type: none"> - Base line survey - Bang the Table - Facebook - Community Leadership training and evaluation
A plan of action	<ul style="list-style-type: none"> - Making Burnie 2030 - Structure of Burnie Works - Strategic document of Council 	<ul style="list-style-type: none"> - Colyton Community Action Plan - Strategic document of 'community' owned by Team Colyton
Open and continuous communication	<ul style="list-style-type: none"> - This occurs through Local Enabling Group (LEG) 	<ul style="list-style-type: none"> - Regular meetings and newsletter - Steering Committee - Quarterly Health Check - Stakeholder meetings
A backbone organisation	<ul style="list-style-type: none"> - The Local Enabling Group holds this role – an incorporated body made up of two Councillors, a senior Council manager and a senior executive of Centrelink 	<ul style="list-style-type: none"> - Penrith City Council holds this role with a transition plan in place which will see a community organisation take on this role

As can be seen in table 6, Burnie Works and Team Colyton both illustrate local government-led approaches to collective impact in order to address place-based disadvantage. Both projects sought to develop a common agenda with residents. Team Colyton also invites residents to be responsible for actions which contribute to the vision they create. It opens the door to residents as actors rather than passive informers of government action.

Key points of difference between the two models include the inclusion of local residents within the governance of Team Colyton. It will take some time to evaluate whether this particular strategy is effective over time or whether a governance structure such as that demonstrated by Burnie Works may be more sustainable.

Another key point of difference is that actions within the Colyton Community Action Plan, developed by Team Colyton, are allocated to many service partners, not just Council, and include actions for residents. Residents are actively empowered to take on actions as a collective and have delivered a number of key outcomes in the first 1-2 years of the pilot.

In their discussion of the 'evolution of community governance' Pillora and McKinlay (2011: 8-10) describe the shift in practice across local government internationally from government to governance. This includes a growing interest in community governance practices such as participatory budgeting, co-design, co-production and community planning which are practices that produce greater legitimacy for decisions made. This speaks to the principled approach of Burnie Works and Team Colyton and their shared belief that communities should be part of making decisions which affect them.

5.2 The Role of Local Government

Team Colyton and Burnie Works provide interesting examples the role that local government can take in innovating approaches to local renewal. Referring to the themes explored from the literature and outlined in section 2.2, these case studies also demonstrate how local government plays a key role in shaping and initiating approaches that are meaningful, appropriate and effective, as outlined in table 7:

TABLE 7: COMPARISON OF LOCAL GOVERNMENT ROLE IN SHAPING OUTCOMES

Theme	Role of Government	Burnie Works	Team Colyton
Community Wellbeing	Position community wellbeing and development at the heart of community approaches.	<ul style="list-style-type: none"> - Collective Impact approach emerged from community action to improve outcomes from children in the region. - Communities have ideated and take responsibility for initiatives to enhance wellbeing. 	<ul style="list-style-type: none"> - Emerged from long history of successful neighbourhood renewal initiatives with community. - Energy and ideas are harnessed directly from residents. - Residents' growth in confidence through community leadership feedback.
Social Justice	Demonstrate principles of equity and social justice in the practice of government-related services.	<ul style="list-style-type: none"> - Target of building equity for outcomes for young people across the region. 	<ul style="list-style-type: none"> - People from disadvantaged areas have a meaningful say through variety of engagement techniques.
Participation and Governance	Governance of neighbourhood renewal initiatives should include realistic community involvement.	<ul style="list-style-type: none"> - Understanding that collective impact is a long term approach. - Collecting knowledge from all areas. - Harness energy of those most interested in particular areas. - Provide steering and advocacy through local government operational capacity. - Local Enabling Group provides communication channels and relationship building between organisations. 	<ul style="list-style-type: none"> - Focus on building partnerships with local residents and organisations that builds on networks. - Collecting knowledge from all areas. - Provide community leadership training. - Governance arrangements established with community groups through steering and working groups.
Public Value	Create public value through community collaboration initiatives.	See detailed commentary on public value creation from both approaches below	

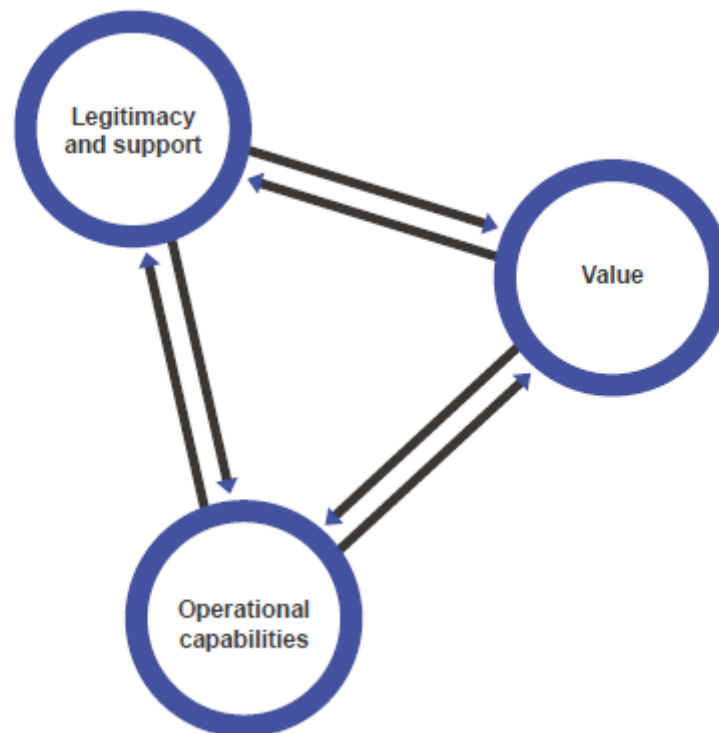
Public Value Creation

Both Burnie Works and Team Colyton generate public value. Grant, Tan, Ryan and Nesbitt (2014) discuss Moore's strategic triangle (figure 6) as the public value chain which is the relationships between 'inputs, activities or projects, partners, outputs, client satisfaction and outcomes'.

FIGURE 6: MOORE'S STRATEGIC TRIANGLE

Authorising environment

Task environment



Source: Alford and O'Flynn, cited in Grant et al (2014)

Legitimacy and Support: Mapping out sources of legitimacy and support allows the governance structure to assess its strengths and weaknesses and strategically seek to build support where needed. Team Colyton receives legitimacy and support through Penrith City Council as Neighbourhood Renewal Program staff report often to council including presentations and invite Councillors along to many of Team Colyton's activities. The project also receives legitimacy and support as residents continue to volunteer large amounts of their time and donate their skills and resources to continue working on the delivery of the Community Action Plan. The team receives legitimacy and support through the involvement and endorsement of local small businesses, community organisations and state government agencies.

Burnie Works, as a collective impact project, relies heavily on partnerships with many stakeholders in the community of Burnie. Legitimacy and support are gained through the endorsement of Council and high level of buy-in by elected representatives as they have made key decisions on the structure, resourcing and purpose of the project. Councillors as well as senior executives from council and Centrelink form the Local Enabling Group, providing Councillors with a very active role to play in the project, further legitimising it at this political level.

This highlights the potential value to projects like Team Colyton in considering ways in which to more actively involve elected representatives and other power holders.

Operational capabilities: The operational capabilities for Team Colyton are supported by the project's structure, by capacity building efforts and by the backbone organisation Penrith City Council. Community leadership training is supporting the development of skills for residents taking on voluntary roles within the steering group of the team as well as the broader team. The steering group includes a range of paid professionals representing various organisations, Council and residents. Council staff work with a local community organisation to slowly handover the backbone role.

As a project which relies heavily on collaboration from diverse stakeholders, assessing the operational capabilities of all contributors has supported Penrith City Council as the backbone agency to identify gaps in the skill and knowledge within the collective and to address these through the development of a community leadership training package which was delivered to residents and community workers together.

For Burnie Works, operational capabilities are supported by the Local Enabling Group. This type of capability is also supported in each of the projects which sit under the umbrella of Burnie Works, each supported by various community organisations and involving residents as volunteers and participants.

Value: The structure of both initiatives demonstrates how public value is created through the relationships between inputs, projects, outputs, client satisfaction and outcomes.

The public value in both projects can be measured in terms of outcomes for the broad community as Making Burnie 2030 and Colyton Community Action Plan 2015 are delivered but also in the process of the many projects and activities which actively involve, if not empower, residents to take action themselves, to participate, to advocate and to develop new skills.

Table 8 summarises the ways in which these initiatives create public value.

TABLE 8: CREATING PUBLIC VALUE THROUGH COLLECTIVE IMPACT AND COLLABORATION INITIATIVES

	Burnie Works	Team Colyton
<p>Operational: How are the actions of managers determined by the structure of this project?</p>	<ul style="list-style-type: none"> - City wide collective impact project – the size of the project influences the way work to undertaken - Councillors as members of LEG - Political beginning – addressing socio-economic disadvantage - The LEG provides support but does not run projects - Dependent on agreement of stakeholders to act 	<ul style="list-style-type: none"> - Neighbourhood level project - Political beginning – addressing socio-economic disadvantage - Endorsed as pilot project by Councillors - Residents and other stakeholders as members of steering group as well as general team - Dependent on agreement of stakeholders to act
<p>Authorising: How does this project receive legitimacy and support?</p>	<ul style="list-style-type: none"> - Political support – Councillors very involved - Legitimacy received through membership of LEG - Legitimacy received through stakeholder satisfaction with outcomes - Legitimacy received through extensive community engagement 	<ul style="list-style-type: none"> - Political support – Councillors receive regular reports and are invited to activities - Legitimacy received through membership of Team Colyton - Legitimacy received through resident and other stakeholder satisfaction with outcomes and processes - Legitimacy received through community engagement – endorsed by word of mouth
<p>Value: What ‘value making opportunities’ does this project present?</p>	<ul style="list-style-type: none"> - Opportunity to coordinate efforts across a large area around employment and education - Opportunity to utilise political influence and networks to secure funding - Opportunity to support projects which build capacity of participants 	<ul style="list-style-type: none"> - Opportunity to build skills for local community advocacy and leadership - Opportunity to engage residents with political processes - Opportunity to build resident understanding of government systems - Opportunity to build Council officer and Councillor understanding of place-specific issues in neighbourhoods

A key learning that can be drawn from the examples of Team Colyton and Burnie Works is that utilising public value theory to map sources of legitimacy and support, as well as the operational capacity of all stakeholders involved in a collaboration, allows for a strategic approach to building the support and resources needed to achieve outcomes in initiatives focussed on place based disadvantage and local renewal. In addition, there is value in creating authentic avenues for the meaningful participation of elected representatives and other power holders in generating public value through collaborative initiatives with community.

Summary and Conclusion

This study explores the role of local governments when supporting communities in areas that are disadvantaged and/or are going through a process of local renewal. It has provided considerations for councils to help frame approaches to collaboration and support communities to be more self-reliant and resilient.

Local governments have a unique capacity to undertake collaborative work with local communities since it is designed to serve communities and has a role in shaping and building local areas.

Understanding the potential impact of these types of collaborations in terms of community wellbeing, social justice, governance and public value creation connects to wider principles of the moral governance and/or leadership role of a public sector organisation. These conceptual areas are important starting points for any council embarking on approaches to local area renewal.

Organisations such as Burnie City Council and Penrith City Council have developed innovative approaches to collaborating with community stakeholders in new ways whereby programs and initiatives targeting local area renewal harness the ideas, perspectives and skills of local residents, who are enabled by the resources, advocacy and support of their local council. These case studies provide ideas on how tools such as the collective impact framework can be utilised and/or adapted for the purpose of the local area.

Local governments have a unique capacity to undertake collaborative work with local communities since it is designed to serve communities and has a role in shaping and building local areas.

Concepts from the literature coupled with the case studies suggest the following key elements for success for collaborations involving local government and a range of community stakeholders with the collective task of local area renewal:

- Position community **wellbeing and development** at the heart of community approaches to collaboration
- Demonstrate principles of **equity and social justice** in the design and governance of the approach
- Include **realistic community involvement** in the governance structure of any initiative involving residents - consider time, interest and confidence levels of community members
- Look for opportunities where **public value** can be created through community collaboration but understand what can be achieved within the parameters of your own organisational capacity
- Gain **political support** and buy-in for the initiative and elected member representation in the collaboration

- Establish a way of **communicating** and a shared language that involves residents in a meaningful and legitimate way
- Structure the collaboration so that communities and participating services are able to build the **conditions and systems** together that are required to collectively achieve that outcome
- A dedicated **place-focused team or position** within council can advocate for the local area renewal approach and enable networks and partnerships
- Build positive **relationships with stakeholders**, such as local service providers and seek to understand how different stakeholder funding cycles and priorities may impact on their ability to engage with collaboration processes
- Understand that collaborations that include residents from communities **takes time** and that time spent on building networks and relationships is an integral component of the approach
- Projects which include community will benefit from **community leadership training** for those residents involved. Training can also lead to positive social outcomes such as confidence, wellbeing and inclusion
- Collaborative tools such as the collective impact framework can be a powerful resource but require stakeholders to undergo a **mindset shift** towards outcomes and goals being regarded in terms of a 'collective' impact for all involved rather than an 'isolated' impact with their own organisation at the helm

These elements for success are relevant to all local governments considering collaborative approaches to local area renewal. Ideas and tools can be adapted in different ways according to different council contexts and particular community and local area renewal priorities.

This report provides governments and stakeholders involved in local and place-focused renewal with conceptual framing and case study examples that can help inform and shape new community collaboration initiatives for their own contexts. 'Walking with community' is about creating opportunity for community stakeholders to advocate and deliver for themselves. Local government is well placed to initiate and enable collective working models with residents and community stakeholders that respond to local area needs in meaningful, innovative and sustainable ways.

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**Institute for Public Policy and Governance,
incorporating the Centre for Local Government**

University of Technology Sydney

15 Broadway, Ultimo

PO Box 123

Broadway NSW 2007

Australia

+61 2 9514 7884

ippg@uts.edu.au

ippg.uts.edu.au