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**Community Based Learning Models: An
Analysis of Literature and Secondary Data**

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Executive Summary

In light of concerns related to labour shortages alongside high levels of unemployment, demographic shifts and literacy/education levels, the Avalon Gateway Labour Market Development Network was formed and initiated a study on the potential for active approaches to labour market development in Avalon Gateway region in 2010 (Lysenko, 2011; Lysenko and Vodden, 2011). The study recommended a community-based learning pilot project be implemented in the region to improve job seeker employability while addressing the training needs of local employers. The Network set out to further explore the learning community concept and how it might be put in place through a literature review.

The following report summarizes the results of this review, providing insights about learning communities within the context of rural spaces and rural development. The review outlines several key characteristics of a learning community as well as how the concept links to related terms such as lifelong learning and learning cities, regions and organizations. We then showcase five rural regions where learning communities projects have been implemented and are demonstrating positive results. These case studies include examples from Newfoundland and Labrador, Alberta and the United Kingdom. Finally, lessons from these five case studies that can help guide the potential development of a learning community pilot project in the Avalon region and/or elsewhere in Newfoundland and Labrador are considered.

Overall, this research shows that community learning can be an appropriate strategy for creating more sustainable rural communities, with positive social, economic and/or environmental impacts. In order to achieve these outcomes, however, learning communities should be designed in such a way that they address the unique needs of the community. Stakeholders from various sectors should be involved in the pilot from its initiation in order to create a strong sense of engagement and ownership. Building on existing networks and partnership and fostering new ones within and between different sectors is another important building block of learning communities. Finally, it is essential that government and institutions recognize the value of learning communities and develop appropriate policies and programs that will support learning communities and facilitate their long-term progress.

Introduction

“Lifelong learning results from a continuously supportive system which stimulates and empowers individuals to acquire the knowledge, skills, understanding and values they require throughout their lives” (Longworth and Davies, 1996: p. 22).

Worldwide, increasing numbers of communities of place, including neighbourhoods, towns, cities and regions are embracing lifelong learning as an organizing principle and sociocultural goal. By utilizing the learning resources of their civic, economic, public, educational, and voluntary community sectors these communities recognize that they are able to enhance their social, economic and environmental conditions (Candy, 2005; Faris, 2008). In Canada, agencies like the Canadian Literacy and Learning Network call for significant investments in literacy and essential skills and for an improved awareness about the benefits of adult learning and continuous upskilling. They advocate for learning that may be offered in a variety of environments - formal, non-formal or informal, with an emphasis on a lifelong learning approach.

Lifelong learning may be viewed as beneficial from two different viewpoints. From a humanistic perspective, it may foster human development and help make a person whole, contributing to health and happiness. From an economic perspective lifelong learning may help individuals and communities adjust to and participate in the knowledge economy, enhancing their employability (Antikainen, 2009). The focus of this report is how lifelong learning can be encouraged and enhanced through a learning communities approach, creating the ongoing support system for knowledge noted by Longworth and Davies (1996) above.

In light of concerns related to labour shortages alongside high levels of unemployment (relative to national averages), demographic shifts and literacy/education levels, the Avalon Gateway Labour Market Development Network was formed in 2010 and initiated a study on the potential for active approaches to labour market development in the region (Lysenko, 2011; Lysenko and Vodden, 2011). The study concluded that “extending skills/education upgrading beyond the traditional formal education and establishing a community-based learning program have the potential to improve employability of local job seekers and address training needs of local employers”, recommending a community-based learning pilot project be implemented in the region (Lysenko and Vodden, 2011, p. 26). The Network determined that the first step in pursuing this recommendation was to conduct a literature review to further explore the learning community concept and its applicability in Newfoundland and Labrador, particularly in the rural Avalon region. The following report summarizes the results of this review, including the identification of five other rural regions where learning communities projects have been implemented and are demonstrating positive results. The report also considers lessons from these cases that can help guide the potential development of a learning community pilot project in the Avalon region and/or elsewhere in Newfoundland and Labrador.

What is a Learning Community?

Kilpatrick, Falk, and Harrison (1998) noted that the term ‘learning community’ has a wide range of connotations in the literature, and that it often lacks clear definition. Candy (2005) suggests that the implementation of “*the concept of lifelong learning as an organizing principle and social/cultural goal that informs the analysis, planning and implementation of sectoral and cross-sectoral learning partnerships, networks and collaborative strategies is the essential and distinguishing feature of a learning community*” (in Faris, 2006, p.4). Longworth (2006) suggests that learning cities, towns or regions exceed their statutory duties in order to provide education and training, creating an active, participative, culturally and economically forward-thinking human environment.

Longworth not only defines what a learning community does in this statement, he also raises the difficult but relevant question of scale. The term ‘learning community’ often lacks a sense of scale and space, and allows for the inclusion of a variety of communities of learners not necessarily brought together through proximity and/or location. For instance, Kilpatrick, Barrett and Jones (2003) differentiate between two main uses of the term. The first is a more inclusive definition that pertains to the situations in which a spectrum of groups and institutions work together in order to achieve systematic social change, such as social cohesion and/or economic development, and in doing so these groups share the challenges, duties, resources and accomplishments associated with this endeavour (Himmelman, 1994; Yarnit, 2000; Kilpatrick et al., 2003). These learning communities may be (but are not necessarily) specific to a geographical location. Partners in this type of learning community usually consist of public, private and non-profit organizations such as educational institutions, government agencies, industry and community groups, particularly in place-specific examples. The binding elements of these learning communities are shared interest and partnership. In addition, these communities not only foster sharing of knowledge but can also create new knowledge that can be beneficial for both the community and its individual members.

The second use of the term, which is most commonly used in educational or organizational settings, refers to the enhancement of individual learning, primarily through curriculum structures. Here, much less emphasis is placed on benefits to a larger community, or the power of sharing knowledge and skills (Kirkpatrick et al., 2003).

While individuals and individual learning has an important role to play in either type of learning community, the first type is the focus of this paper. In particular we explore learning partnerships that seek to foster social change within particular locations, whether in a single community or in regions comprised of multiple settlements. Understood from this broader perspective, the literature suggests that learning communities share a set of common characteristics outlined in Table 1 below.

Table 1- Key Characteristics of a Learning Community

<ul style="list-style-type: none"> • Fosters and celebrates lifelong learning - individually, in families, in the community • Encourages social cohesion, regeneration and economic development through learning • Aims to improve social, economic and environmental conditions of a community • Achieves its goals through strong, active and open partnership • Utilizes learning resources of all five community sectors: civic, economic, public, education, and voluntary • Fosters sharing of existing and creation of new knowledge • Individual learners are actively engaged and take responsibility for their own progress but also accept responsibility for the learning of others • Provides equal access to learning (e.g. all ages, genders, the disabled and minority groups) • Learning is seen as creative, rewarding and enjoyable • Learning is outward-looking, mind opening and promotes tolerance, respect and understanding of others
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Source: Longworth and Franson, 2001; Kilpatrick et al., 2003; Yarnit, 2006; Faris, 2008

Longworth and Franson (2001) describe ten key aspects of learning cities or communities from a holistic perspective that addresses environmental, social and economic aspects of community development and the contributions that learning can make in each of these arenas. They also provide some concrete examples of how these characteristics can be put into action, as outlined in Table 2.

Table 2- Putting Learning Communities into Action

Characteristics of a Learning Community	Evidence of Presence	Examples of Activities
1) Commitment	The extent to which a city or town has begun to implement learning	<ul style="list-style-type: none"> - Lifelong learning strategies, charters, organizations - Community readiness assessment - Local government and other key institutions see themselves as learning organizations
2) Information and communication	Ways to communicate lifelong learning ideas and plans to those who implement lifelong learning and to the general public.	<ul style="list-style-type: none"> - Information strategies - Using media to communicate lifelong learning - Marketing of lifelong learning - Teacher training, learning centres, gathering information on learning requirements etc.
3) Partnerships and resources	The extent to which links between different sectors of the learning community (e.g. schools, colleges, businesses, universities, professional associations, special interest	<ul style="list-style-type: none"> - Combining existing and using new resources; sharing physical and human resources - Knowledge generation and

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	groups, local government) have been promoted and developed, and of their effectiveness.	mobilisation partnerships
4) Leadership development	The extent to which existing and new leaders of lifelong learning have been established and how this is being done.	- Community leadership courses, project management, town management etc. - Development of materials
5) Social inclusion	Creating projects and strategies which will include those presently excluded such as the mentally and physically handicapped, the unemployed, minorities, people with learning difficulties etc.	- Specifying barriers to learning - Qualifications, standards and assessment
6) Environmental citizenship	Developing projects which will inform and engage citizens on environmental issues in community and a learning community that informs citizens about and encourages practical expression of citizenship.	- Environment awareness and learning for citizens of all ages - Environmental involvement - Citizenship and democracy
7) Technology and networks	Developing innovative ways on how information and communications technology can be used to link organisations and people within community as well as between communities.	- Distance Learning - Multimedia and open learning - Utilizing internet and networks
8) Wealth creation, employment and employability	Creating strategies and projects which can foster wealth creation, employment and give citizens lifetime skills, knowledge and abilities to improve employment prospects.	- Employment and skills - Learning requirements analysis and citizens learning audits - Employability initiatives - Financial incentives, studies, links with industry
9) Mobilization, participation and personal development of citizens	The extent to which contribution is promoted, enabled and used towards the development of the community. This includes: -gathering and utilizing knowledge -mobilizing people's skills and talents	- Lifelong learning tools and techniques (e.g personal learning plans, mentoring, study circles) - Teacher/counsellor development and training - Participation and contribution strategies
10) Learning events and family involvement	Developing projects, plans and events for individuals and families to increase the credibility, attractiveness, visibility and level of learning.	- Learning celebrations (e.g. festivals, fairs etc.) - Learning recognition and rewards (e.g. learning competitions) - Family learning strategies

Source: Modified from Longworth and Franson (2001): The TELS project towards a European learning society. Final Report, European Commission, Socrates Program, European Lifelong Learning Initiative

As stressed by Faris and Peterson (2000), the “learning-based” approach to community development is *not* a type of community development. Instead, any kind of community development can be influenced and enriched by a learning-based approach. Some of the main principles of the learning-based approach that can be used for community development include:

- focusing on learners and learning instead on teachers and teaching
- implementing two-way communication or interactive dialogue (unlike more traditional transmission of information)

- providing context, application and meaning of information (data) in order for information to become useful knowledge
- employing learning by transforming the community into the classroom or laboratory; that is, recognizing the value of experiential learning, including field or community-based learning such as service-learning, apprentice or internships, collaborative or peer learning, traditional knowledge etc.
- actively seeking ways in which to utilize various learning resources (e.g. formal and non-formal) in order to foster the purposes of community development.

Associated Terms

In order to better understand what learning communities are and how exactly they can be applied, below is a short description of some of the most common concepts and terms associated with the learning communities concept.

Lifelong learning

According to Peter Jarvis, an expert in the field of adult and continuing education, lifelong learning is “the combination of processes throughout (a) lifetime whereby the whole person – body (genetic, physical and biological) and mind (knowledge, skills, attitudes, values, emotions, beliefs and senses) – experiences social situations, the perceived content of which is then transformed cognitively, emotively or practically (or through any combination) and integrated into the individual person’s biography resulting in a continually changing (or more experienced) person” (Jarvis, 2006, p. 134). The Council of the European Union (2002) stress that lifelong learning must include a wide scope of formal, non-formal and informal learning, including all the levels of learning from the pre-school to post-retirement age.

In policy terms, Antikainen (2009) differentiates two types of lifelong learning: individual learning that occurs throughout the lifetime as well as a recurrent education that can provide academic qualifications and a type of non-formal learning that occurs on the job (or through volunteerism, hobbies and other forms of experience). In other words, lifelong learning is “every opportunity made available by any social institutions for, and every process by which, an individual can acquire knowledge, skills, attitudes, values, emotions, beliefs and senses within global society” (Jarvis, 2008, p. 28). Lifelong learning encompasses four “mutually supporting objectives: personal fulfilment, active citizenship, social inclusion and employability/adaptability” (EC, 2001, p. 9; Antikainen, 2009). It aims to improve knowledge, skills and capabilities within an individual, public, social and/or employment-related perspective (The Council of the European Union, 2002) and by providing economic, social, political, cultural and environmental benefits, lifelong learning can improve everybody's quality of life (Longworth, 2006).

Learning cities and regions

With respect to the terminology used, there is some question as to the difference between learning communities, learning regions and learning cities. Definitions of learning cities and regions tend to differ from one source to the other based on researchers' individual interpretations and preferences as well as their geographical locations (Longworth, 2006). In general, each of these terms describes a collaborative approach to developing and nurturing lifelong learning. Projects of similar scale, location and demographics may be labelled with differing terms yet be virtually indistinguishable in terms of their purpose and design.

In the literature, 'learning community' is often used interchangeably with 'learning city'. However, Longworth (n.d. (a)) distinguishes between the two. According to him, a *learning community* grows organically from within and relies on the participation of people from all community sectors, including social, recreational, economic, spiritual, health and education sectors. A learning community is a type of co-operative community that is keen on working with other communities and share ideas and best practises. On the other hand, *learning cities* do not grow organically. Instead, learning cities link existing organizations and add new structures. They are more inclusive, focusing primarily on the information technology and telecommunications sector. Finally, learning cities are competitive as they focus on attracting business and industry, and generating jobs for their own community over others (ibid).

Faris (2006) provides a broader view of a learning city, as one that:

- provides a consistent, integrated and all-encompassing approach to develop and promote existing and future lifelong learning resources that individuals and communities need to overcome the challenges of the modern knowledge-based economy and society;
- promotes early learning and literacy as the foundations of a lifelong learning strategy;
- assists all people to learn and continue to learn in different ways;
- puts learning at the centre of community capacity building and development;
- cherishes and encourages continuous learning;
- fosters visions and activities that offer immediate impacts and long-term outcomes;
- increases connectivity between the formal and informal learning sector through active partnerships and networks;
- promotes learning that is beneficial to individuals and their communities;
- fosters social inclusion;
- utilizes and creates human and social capital;
- utilizes learning technologies as a means to achieve learning and literacy for all in order to develop intra- and inter-community networks that share common concerns and best practices;
- uses existing learning resources and develops new ones.

Morgan (2009) tackles the concept of learning cities versus learning regions by applying a scale to each of the learning community terms, with a learning community referring to the smallest grouping of individuals, learning cities referring to groupings based upon town or city boundaries, and learning regions being collectives of cities, provinces, states, etc.

The concept of a ‘learning region’ can be understood in three different ways. One understanding of the concept originated in the mid 1990s and was used by economic geographers to pinpoint just how important cooperation and collective learning are in regional networks for fostering the innovative and competitive business and regional strategies in the global learning economy (Florida, 1995; Asheim, 1996; 2007; Morgan, 1997). A related second understanding of the concept emphasizes the power of knowledge as the most fundamental resource and learning as the most significant process to enhance and share this resource (Lundvall, 1992). As a result, the learning capacity of an economy becomes essential for its innovation and competitiveness. Third, the concept has been defined as “regionally based development coalitions” that explore ways to develop learning organizations at the regional level that are based on broad participation and firm context (Ennals and Gustavsen, 1999; Asheim, 2007, p. 219). In all three approaches regional learning organizations are at the core of learning regions. With this in mind, a learning region can be defined as a region whose economy is ‘institutionally thick’ and has established ‘innovative activity’ that is built on localized, interactive learning, cooperation and organizational innovation (Asheim, 2007).

While individual communities or cities might seem to be the most logical, recognizable units for learning initiatives, creating larger ‘learning areas’ can make more sense. For instance, national and regional governments usually have the best overview of systems and are able to foster broad policy changes. Secondly, local government might be able to impact only limited aspects of education and training. Moreover, educational institutions, community-based organizations and companies oftentimes offer their services in areas that are smaller, larger or overlapping with a city (City Strategies for Lifelong Learning, 1992). Learning regions may be more appropriate in cases when employment agencies, learning institutions, medium and small-sized businesses partner together across municipal boundaries. These instances call for a wider framework and a mechanism that enables inclusion of administrative and political actors which learning regions can offer (Gustavsen, Ennals and Nyhan, 2007). Morgan (2009), stresses that learning regions offer greater sustainable development opportunities (based solely on geographical impact), and if regions are able to gain autonomy from provincial and national governments, they are the prime choice for creating life-long learning programs.

Learning organizations

Other times, learning cities or learning regions are described as being made up of both learning communities and learning organizations (Longworth, 2006). The latter is a usually used by industry to depict “the ambiance of a community of people with a common aim and the ways of thinking and working to which that gives rise” (Longworth, 2006, p. 27). The term often refers to a company but may apply to a professional association, a university, a school, or other groups of people, large or small, that wish to improve performance through learning (Longworth and Davies, 1996).

Longworth (2006) notes that these various scales are not unrelated. The creation of learning societies depends on the progress of learning cities, he argues, but these learning cities must be built on learning communities and learning organizations.

The History and Rise of Learning Communities

Out of the extensive economic restructuring of the post-World War II era arose the necessity to create a knowledge-based economy, supported by effective learning initiatives. These initiatives were especially important for skill-building among current and prospective workers outside of post-secondary institutions. Lifelong learning gained currency in the 1980s and was propelled further with the seminal works of Elise Boulding's (1988) *Building a Global Civic Culture* and Peter Drucker's (1993) *Post Capitalist Society*. Boulding's work praises the creative and urges a solution-oriented approach to inter-generational teaching as a core component of a peaceful civic society. Drucker foresaw an accelerated specialization in the labour market as part of the knowledge-based era, as well as a shift in power associated with knowledge and knowledge holders. As a result, he stated that in a knowledge economy the role of finance and capital are different from the one in the capital-industrial economy. Knowledge became a primary asset, one that belongs to the worker and as such cannot be taken from him or her (Drucker, 1993).

One of the first large-scale initiatives involving the concept of learning communities was seen in the 1970s with The Organisation for Economic Co-operation and Development [OECD] funding a project to create what they referred to as "Educating Cities". Seven cities – Edmonton, Canada; Gothenburg, Vienna; Edinburgh, Scotland; Kakegawa, Japan; Adelaide, Australia; and Pittsburgh, USA – were to create strategies that would put education and learning at the forefront and develop themselves into Educating Cities (City Strategies for Lifelong Learning, 1992). While each of these cities had a unique mix of public and private actors, including municipal government, non-profit organizations, training institutions and businesses, these seven strategies showed that the city is one of the geographical entities that can effectively develop and foster lifelong learning. Following these initiatives, Kilpatrick et al. (2003) noted that the concept of learning communities gained momentum in the early 2000s, with a shift in focus from the individual to the role of community in learning and learning as part of a community.

Rural Learning Communities

Regional learning and innovation is emphasized as "a key to promote more resilient, robust and inclusive rural areas" (Wellbrock et al., 2012, p. 1). Rural places are often described as relatively isolated communities that have low population density, limited resources, and are culturally and ethnically homogeneous (Galbraith, 1992; Bracken, 2008). Further, they are seen as having local independence, deep connections to their natural environment and a sense of collective responsibility as a significant aspect of their rurality (Ritchey, 2006; Bracken, 2008). In addition, many rural communities are known to have risk factors that threaten community prosperity and long-term sustainability. These factors might include things such as ageing population, a low median income, or a lower percentage of those who have post-compulsory education as well as a lower percentage of the population with computer literacy (McLachlan and Catherine, 2009). In Canadian rural areas, high school drop-out rates are higher and educational attainment and achievement are lower.(CCL, 2006). Alasia and Magnusson (2005) demonstrated a rural-urban occupational divide in the country, with professional occupations becoming increasingly concentrated in urban regions throughout the 1990s and unskilled occupations far more prevalent in rural regions. They add that the shift to a "knowledge economy" has favoured urban centres

over rural regions. In fact, while rural-urban differences in education levels are found around the world, “among OECD countries, Canada has the worst rural-urban gap with respect to levels of education in the workforce” (CCL, 2006 p. 3).

Despite the challenges they face, rural communities are unique places with specific social, economic and ecological processes (Stagl, 2006; Roep et al., 2009; Wellbrock, Roep and Wiskerke, 2011). From an economic standpoint, for example, some rural regions are described as ‘cold-spots’ of development, suffering from a low employment opportunities and high immigration rates. Others are ‘hot-spots’ of development, characterized by growth both in population and economy (Wiskerke, 2007 as cited in Wellbrock et al., 2012) and are well connected to global markets and social networks. In order for community learning in rural regions to be successful, learning and innovation in rural regions must reflect the specific economic, social, and cultural context of each of the regions and addresses their unique problems (Herbert-Cheshire, 2000; Tovey, 2008; Wellbrock et al., 2012).

Economic and Social Benefits of Learning Communities

In times when a society faces an array of economic, environmental, social and cultural challenges, community development can be a meaningful approach to deal with these issues. Community learning, as a type of post-secondary education and lifelong learning, can be a means to promote community development, resilience and renewal (McLachlan and Catherine, 2009). The Canadian Council on Learning [CCL] believes that lifelong learning has the potential to create an economy that is more robust and builds stronger connections within and between communities (CCL, 2010). It promotes economic regeneration, democratic participation, social inclusiveness and cohesion. Harwood (2012) suggests that “lifelong learning is economically and socially important to individuals and helps them face the challenges of a rapidly changing work environment. It also ensures employers have access to workers with the skills needed to establish innovative and sustainable industries” (p. 112).

Lifelong learning programs in many cities, towns and regions have had successful outcomes, including increased library memberships, increased parental involvement in schools, and significant improvement in adult literacy (CCL, 2010). Lifelong learning can improve the talents and skills of individuals, increase productivity, improve health, and enable creation of community and civic engagement. Lifelong learning and training is especially significant in our era of shifting workforce demographics, technology developments and intense global competitive pressures (CCL, 2010). In today's globalized world, lifelong learning is seen more and more as an indispensable component in the development of cities and towns, particularly for those cities that care for the prosperity, stability and personal development of their citizens (Longworth, 2001). In learning communities, business and industry, schools, colleges, universities, professional organizations and local governments cooperate closely into making the community a physically, economically, culturally and mentally pleasant place to live (Longworth, n.d.).

As Lysenko (2011) points out, learning communities are an important element of community economic development. More specifically, learning communities can help individuals in upgrading their skills and knowledge, which can in return increase their self-reliance and enable

them to contribute to their local economy. This also means that the additional financial resources previously used for welfare benefits can now be used for other purposes, such as economic development initiatives (Faris and Peterson, 2000; OECD, 2001). By upgrading their skills and knowledge, individuals are less susceptible to in-work poverty, are able to move up the job ladder, and are less vulnerable to economic slowdowns (OECD, 2001; Tier and McGregor, 2011). Community-based learning, especially informal types of learning, have been shown to be a good way to engage those that have been disconnected from the labour market for a long time and who often feel uncomfortable participating in a more formal learning activities (Thinesse-Demel, 2010; Tier and McGregor, 2011; Lysenko, 2011). Community based-learning can have a positive impact on one's basic skills, as well as build their confidence and improve their health and wellbeing, all of which can have a positive impact on their employability. Community-based learning can also be used to foster partnerships and co-operation with local businesses, especially with small and medium enterprises, as it can more easily respond to specific characteristics and requirements of these businesses (OECD, 2001; Thinesse-Demel, 2010; Lysenko, 2011).

Research and evidence from across the globe support the notion that community learning is the appropriate strategy towards more sustainable rural communities (Kilpartick, 2000). Case studies stress that learning communities aspire for economic development and social inclusion. For example, rural learning communities in British Columbia have been quite successful in building bridges between aboriginal and non-aboriginal communities, increasing community economic development. In particular, this has been accomplished through effective use of community service-learning projects where communities challenged their residents to learn the values and skills of service-leadership and create a legacy for their communities (Faris, 2006).

Community learning in rural places can have a real impact on employability, an individual's quality of life and the quality of community life (NIACE, 2012). For instance, Community Councils/Rural Community Action Networks [RCANs] found that the two most promising benefits of rural learning communities include fostering voluntary organizations and developing participative rural planning (NIACE, 2012). Other UK case studies found that the two groups that benefit the most from rural community learning include the elderly and disadvantaged adults. Older people were not only found to participate more in rurally based learning opportunities, these activities had also a positive impact on their social interaction and the reduction of isolation. Support for disadvantaged people, on the other hand, has been focused on reducing their isolation, providing learning opportunities that match their specific circumstances, and reducing obstacles such as travel and transportation (NIACE, 2012).

The project "Educating Cities" also demonstrated that the outcomes of lifelong learning strategies in participating cities varied as a result of the existing educational institutions, specific political and economic trends and cultural traditions in each of the city. At the same time, Educating Cities showed that all learning cities can ensure that the initial education, which is a responsibility of a national or regional government, is followed up by new and ongoing learning opportunities. Cities can also make lifelong learning more accessible to the community, in particular to adults who usually do not and/or cannot take part in adult education. In addition, in order to mobilize the community and change the city, lifelong learning can be used as both an objective and a tool (City Strategies for Lifelong Learning, 1992).

Other learning cities have focused on reforming conventional education system in order to ensure greater social and economic roles for their citizens (Faris, 2006). As a result, cities have been able to achieve significant improvement in educational achievement and social inclusion within an increasingly multicultural environment as is seen in Birmingham. At the same time, other countries such as Australia have focused not only on economic and social goals but have put a strong emphasis on cultural objectives such as the learning needs of minorities. Australian learning cities have also incorporated environmental issues and use of information technologies in their strategies (Faris, 2006).

Learning communities in Canada have taken up the model of including a vast array of community partners, including locally elected representatives from civic government and school boards, leaders from the public sector (e.g., libraries, social, recreation, and health agencies), business and economic generators, post-secondary institutions and voluntary/community sectors. (CCL, 2010). However, even though there are many successful Canadian and international learning communities, it is still challenging to find the most appropriate way to measure and document the exact impact of the learning communities (CCL, 2010). In general, best results are seen in cases where cohesion exists in national policies, and where partners are encouraged to collaborate from the early start of the program (NIACE, 2012).

Learning Communities and the Newfoundland and Labrador Context

The people of the province of Newfoundland and Labrador have long recognized the benefits of and connections between community-based social development and community learning. During the early 20th century adult education and community development grew together as the Antigonish movement took hold throughout Atlantic Canada and beyond and study clubs, reading circles, travelling libraries, cooperatives, literacy and radio programs spread (English, 2011). By the 1950s Memorial University had been formed and taken on a key role in education, community development and outreach, followed by the opening of District Vocational Schools (later to become community colleges) in the 1960s (CNA, n.d.).

The 1980s Royal Commission on Employment and Unemployment [RCEUN] observed that,

There is a strong correlation between economic development and the level of education of a population.... Education for economic development means not only providing people with the skills to fit jobs slots available ... it means educating people to help them improve their work, create their own employment, and ultimately contribute to the advancement of their own lives and of their communities.

RCEUN (1986, p. 209)

The report added, however, that despite the province's history of adult and continuing education high school drop-out rates in the province were thought to be among the highest in the country, performance low on national achievement tests, and education levels too slow to increase. As a result the gap in education levels between NL and the rest of Canada was growing despite improvements in high school completion and post-secondary education. As of 1985, 30% of Newfoundland and Labrador residents over 15 years of age were functionally illiterate (less than

Grade Nine), compared to 19% across Canada (RCEUN, 1986). The Commission also pointed to a significant discrepancy in educational performance between rural and urban areas. They emphasized the importance of early childhood education to learning outcomes, material of relevance to rural children in primary, elementary and secondary education (reducing alienation and drop-out rates), enhanced economic and computer skills, increased and improved career counselling services and adult education opportunities.

During this period the Province of NL, through the Department of Career Development and Advanced Studies, offered a variety of programs in over 100 communities (RCEUN, 1986). Further, all post-secondary institutions, voluntary organizations such as YMCA and Red Cross, unions, employers and professional associations were offering adult education courses. The Commission notes that there was no overall coordination of these offerings and that their results were disappointing. Participation rates were low, particularly in rural areas and among those not already well-educated. A lack of appealing courses, as well as a lack of time and interest in furthering one's education were cited as reasons for non-participation.

The Commission's extensive report suggests four major educational needs in NL:

1. Improve literacy levels, the quality of basic education and school retention rates
2. Pay special attention to improving education level and opportunities in rural areas (including through use of modern communication technologies)
3. Reorient training programs from specific skills for industrial jobs to "generic and flexible training" to match the labour market needs of an envisioned post-industrial economy
4. Make economic development a priority at all levels of the education system

Among the Commission's specific recommendations was that community colleges should be given primary responsibility for developing and implementing continuing education programs to meet regional needs and to work towards improved literacy and basic education levels in the province. The report supported a shift from a vocational school to community college system, with regional campuses and boards. In 1992 five Colleges of Applied Arts and Technology and Continuing Education were formed from previously existing colleges and institutes. In 1997 the five former colleges formed the College of the North Atlantic and its regional campuses (CNA, n.d.).

In 1998, the Government of Newfoundland and Labrador developed the Strategic Social Plan [SSP] to improve social and economic well-being in the province. The SSP called for a strong integration of social and economic policies and community-based social development (Government of Newfoundland and Labrador, 1998; Faris and Peterson, 2000). Its unique characteristic was its emphasis on the "long-term outcomes, place-based development, and participatory approaches" (Catmur, 2008, p. 188). The plan's goals were to develop "vibrant communities where people are actively involved; sustainable regions based on strategic investment in people; self-reliant, healthy, educated people living in safe communities, and integrated and evidence-based policies and programs" (Government of Newfoundland and Labrador, 1998, p. 23).

The SSP called for strengthening of the community based sector and a shift towards a "preventative and early intervention approach" rather than the "remedial model of crisis

intervention” (Faris and Peterson, 2000, p.72) The SSP emphasized the significant value of education and of different learning opportunities offered through formal and non-formal sectors as important socio-economic indicators of well-being (Faris and Peterson, 2000). An early draft of the SSP stressed the importance of community learning and referred to Community Education Network in Stephenville as an exemplary community-based initiative (Catmur, 2008). Indeed, even today, the Community Education Network can be singled out as one of the best examples of community development programs in rural Newfoundland that has successfully incorporated principles of lifelong learning. The case studies section of this report provides a more detailed description of the Network's vision, objectives, activities, financing structures and lessons learned.

The SSP was a comprehensive and ambitious plan on how to achieve social development that was replaced in 2004 with the election of a new government and establishment of the Rural Secretariat. Unfortunately, due to its complexity and a limited capacity for its implementation (e.g. lack of resources, time, effort, and commitment), the plan did not reach its full potential. Nevertheless, there are several important lessons to be learned from the implementation of SSP for communities that are interested in developing integrated, community based development strategies. These include: the importance of linking mechanisms, engaging the voluntary sector, securing human and financial resources on all levels, providing access to information and opportunities, designing flexible programs, and ensuring longevity of the programs (CURA, 2008).

A 2003 initiative of the former provincial Department of Human Resources, Labour and Employment sought to develop a framework for labour market development. A related background report identified several personal barriers that impede labour market access in NL. These include lack of employability and life skills, low adult literacy, low educational attainment and lack of access to education for disadvantaged groups, as well as mismatch of education and skills with work opportunities. Similar to the Royal Commission report nearly two decades earlier, the study stressed the importance of education for positive employment outcomes and suggested the importance of ensuring early success, obtaining accessible, relevant career guidance, client-centred programming and assistance, partnerships and community-based solutions (Goss Gilroy Inc, 2003).

Recent developments

In 2006, the Canadian Council on Learning [CCL] created the Composite Learning Index [CLI], in order to annually measure Canada’s performance in different areas in regards to lifelong learning (CCL, 2010). The CLI includes 17 indicators within the following four categories: Learning to Know; Learning to Do; Learning to Live Together; and Learning to Be. In 2010 the CCL analyzed the CLI from the 2006-2010 period and published a report indicating trends in lifelong learning across the Canada. The analysis showed that within the five year period there was no significant progress in lifelong learning in Canada. However, when looking at the specific regions, the study showed that the majority (60%) of communities in Atlantic Canada have experienced important progress toward lifelong learning. Newfoundland and Labrador, New Brunswick and Prince Edward Island are improving at greater rates than other provinces in

Canada (see Figure 1) and as a result there is now a less of a difference between Composite Learning Indexes across the country.

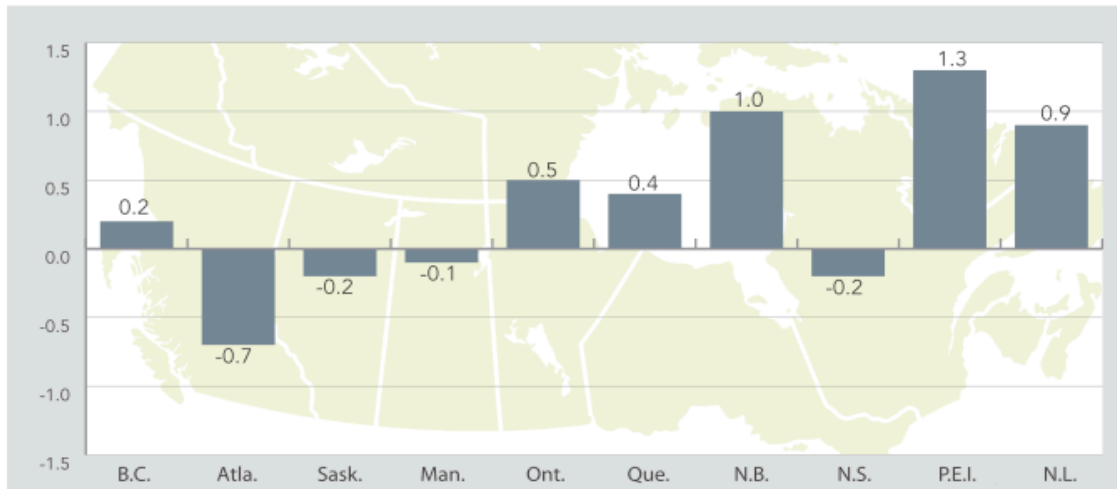


Figure 1: Five year trends in Canada, 2006-2010 (CCL, 2010)

The major force driving Newfoundland and Labrador’s progress in lifelong learning within the 2006-2010 timeframe lies in initiatives established within the City of St. John's and surrounding municipalities. In fact, between 2006 and 2008, St. John's was one of the country’s most-improved cities on the Canadian Council on Learning’s yearly index (CLI, n.d.; also see Figure 2). The city scored high on CLI’s “Learning to Do” pillar due to workplace learning initiatives, with progress also noted in two other learning pillars: “Learning to Know” (school-based learning) and “Learning to Be” (learning for personal development) (CLI, n.d.).

The recent economic growth driven by the oil and gas industry has brought more people to the greater St. John's area. The Council on Learning reports that by working in partnership at the community level and supporting lifelong learning initiatives, including activities that provide wide-ranging learning opportunities, the city is making sure that the newcomers stay in the area. It’s learning city vision is focused on globally competitive, knowledge intensive activities while ensuring that the learning and opportunities for learning exchange extend across all segments of society. Some of the specific activities noted include investments in the Anna Templeton Centre (which hosts art and craft classes for adults and children) and in the King George V soccer complex (enhancing local sports programs). In addition, local colleges are offering trade programs as feasible career options for people of all ages, with a particular emphasis on women (CLI, n.d.).

While the results for the capital region are encouraging, rural Newfoundland and Labrador scored significantly below the national average on the CLI (among the lowest in Canada), and showed a declining trend over five years (CCL, 2010). The Canadian Council on Learning demonstrated that students from rural areas of Newfoundland are not only underrepresented at the university level, but that rural students are less likely than those from urban areas to successfully complete a university program. The CCL has also shown that rural students are much more likely to attend the province’s public college than university (Conlon and Kirby, 2005).



Figure 2: CLI Learning status for major cities and towns in Canada, 2010 (CCL, 2010)

Lifelong learning programs within the City of St. John's have been offered at Memorial University, St. John's campus as part of its Lifelong Learning Program since 2001, when the program was established with an aim of providing a variety of certificate programs as well as personal enrichment and professional development programs. The Program, run by the Division of Lifelong Learning, followed on the work of the earlier School of Continuing Studies and Extension. As a result of ongoing difficulties with attempting to run on a cost-recovery/cost-neutral model, the Division was closed in 2012 (Memorial University, n.d.). At Grenfell Campus MUN continues to operate the community education program, which offers training courses (e.g. Red Cross swimming lessons) and a variety of personal and professional development programs and seminars (e.g. health and wellness, computer and technology, languages, business and management, arts and leisure etc.) (Grenfell Campus, n.d.).

Real concerns remain about literacy and education levels in the province, and locally relevant and accessible learning opportunities in rural regions. In 2008 the provincial government started working on an adult literacy strategy, however in 2013 the province said that it no longer plans to release such a strategy (Literacy NL, April 2013). According to the International Adult Literacy Survey [IALS] from 2003, 55% of Newfoundland and Labrador's working age population is at IALS literacy levels 1 and 2 (ABC Canada, 2005). IALS Level 1 or basic literacy skills refers to those individuals who have difficulty reading and are often not aware that they have literacy problems. People with IALS Level 2 or low literacy skills are able to read but do not read well. They can read simple text that is clearly presented and may or may not be aware that they have difficulties reading (LBS Practitioner Training, n.d.). The number of individuals with levels 1 and 2 literacy that are employed is increasing due to the current growth in economy. People with IALS literacy level 3 meet everyday literacy needs, that is, they have minimum skills that are essential to cope with everyday situations. While they do not perceive themselves as having

difficulties with reading they do tend to avoid situations in which they would be required to read (LBS Practitioner Training, n.d.). At the moment, about 60% of youth between the ages 16 -25 had prose literacy proficiency at level 3 or above and 40% were below level 3. This is a concern as low literacy levels can have an adverse effect on participation in post-secondary education and success in the labour market (Harwood, 2012).

While it is clear that there is much room for improvement in Newfoundland and Labrador with respect to lifelong learning, the province, as well as the rest of Canada, has recognized the value of literacy and essential skills as an important element in achieving personal success, health and economic development (Harwood, 2012). In Newfoundland and Labrador, the Department of Advanced Education and Skills [AES] is responsible for developing adult education and training programs, including literacy, workplace Essential Skills, Adult Basic Education [ABE], and post-secondary activities as well as the Labour Market Development and Labour Market Agreements (Harwood, 2012). For instance, ABE is a provincial literacy program designed for adult learners that consists of 3 literacy levels. Level I or basic literacy corresponds more or less to K-6, Level II is equivalent to grades 7-9, and Level III corresponds to grades 10-12 (Department of Advanced Education and Skills, n.d.). In the 2013 budget plan, the provincial government announced that the Adult Basic Education program will no longer be provided by the College of the North Atlantic. Instead, four new ABE program providers have been determined in 14 communities where the College has previously delivered the ABE program. These include Daytime Academy Canada, Daytime Keyin College, Evening Discovery Centre and Daytime Western College (Literacy NL, July 2013).

Another program centred on adult education is called Job Skills/Essential Workplace Skills Development Program. Delegated by the Department of Advanced Education and Skills, this program offers financial assistance to small or medium size business for designing and delivering specific on-the-job training for current and future employees. The aim is to improve the recruitment, retention and advancement among the skilled workforce (Government of Newfoundland and Labrador, 2012). In addition, a network of individuals and organizations known as Literacy NL serves as an umbrella organization focused on advancing literacy, essential skills, and lifelong learning in Newfoundland and Labrador. As part of their core activities, they engage in partnerships with business, labour, community and academic networks in order to promote learning and build capacity. Literacy NL works closely with literacy practitioners to identify and explore potential and promising programs and initiatives. The organization also collects information on literacy, essential skill, and lifelong learning and informs those involved in literacy policy and programming (Literacy NL, n.d.(a)).

The Avalon Gateway Region

Socioeconomic and demographic characteristics

The Avalon Gateway is a region of Newfoundland located along the southwest of the Avalon Peninsula, with a total population of 7,310 in 2006 (Community Accounts, 2013a). It is made up of twenty-four mostly rural communities. The largest town in the region, Placentia, with a population of 3,898 in 2006, accounted for over 50% of the region's total population (Statistics Canada, n.d.). While regional population statistics for 2011 are not yet available, individual community data show a population decline of 6.5% in Placentia from 2006 to 2011 (Statistics Canada, 2013). The region as a whole decreased in population by 10.1% from 2001 to 2006 (7,310 in 2006, down from 8,135).

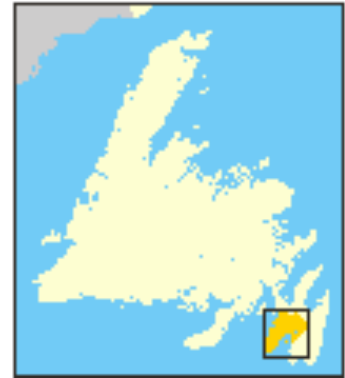


Figure 3. Avalon Gateway
Source: Community Accounts

In terms of labour force characteristics, the employment rate for the year 2005 for those between 18 and 64 years of age was 73.7%, which is slightly lower than the provincial employment rate (76.7%). The median age in the region (as of 2006) was 46, compared to 42 for the province. Gender distribution within the region is relatively balanced, with a slightly smaller population of males than females. However, there is a disproportionate representation of males in the workforce, with 12.1% more males than females employed in the region, over twice the provincial average (less than 6%) (Lysenko, 2011; Community Accounts, 2013a).

The Avalon Gateway region has a lower percentage of individuals who have completed university, yet a higher percentage of the population has a trade or non-university education when compared to the rest of the province and/or country (Lysenko, 2011; Community Accounts, 2013a). As of the 2006 Census, 74.1% of residents 18 to 64 living in the region had completed a High School Diploma or Higher. That placed the region in the top 5 of 20 regions in the province but, given higher levels of education in the greater St. John's area, the percentage of those with a high school education in the Avalon Gateway is still lower than the provincial average. Employees who have not completed a high school predominantly work in primary industry (27%), construction and related (26%), sales and services (21%) and fish processing sectors (13%). Those who have completed high school only tend to work in sales and service (30%), primary industry (19%) and construction (19%). Employees who have apprenticeship or trades certificate work in construction (38%), sales and service (17%) and primary industry (14%).

Only 7% of residents 25 to 64 held a Bachelor's Degree or Higher as of 2006, placing the Avalon Gateway region in the lowest four regions in the province in terms of university education (ranked 16 of 19) (Community Accounts, 2013b). In 2006 9% of the working age population in the region had finished university, which is lower than both the provincial (15%) and Canadian average (23%). In addition, the percentage of university graduates among the local residents has declined by 33% from 2001 to 2006, which is likely caused by an increased level of outmigration (Lysenko, 2011). These results are consistent with findings of The Canadian Council on

Learning, which has demonstrated that students from rural areas of Newfoundland are underrepresented at the university level and also that rural students are more likely to attend public college than university (CCL, 2006). University graduates work in education (32%), office and related (14%), management (7%) and health (5%) sectors (Lysenko, 2011).

In 2010 Personal Income per Capita was \$26,800 (6 out of 20), while for NL this rose to \$28,900 (Community Accounts, 2013a; c). Median income for men was \$30,500 while for women it was \$19,300. Income Support Assistance Incidence was 8% in 2012, ranking 9th out of 20 regions in the province while Low Income Incidence: All Family Types (2009) was 14% (11th out of 20) (Community Accounts, 2013c).

In 2006, 3,635 individuals in the Avalon Gateway region were employed, a decline from 3,810 in 2001 (Community Accounts, 2013d). This decline can be explained by overall population decline, ageing population and out-migration (Lysenko, 2011). From 2006 to 2010, however, employment has stabilized due to projects such as Long Harbour processing plant, the Hebron oil platform fabrication site at Bull Arm, and work done on the Come-by-Chance refinery and Burin Peninsula ship yard. These projects, in particular the Long Harbour Processing Plant and the Hebron oil platform Fabrication Site at Bull Arm, will continue creating a significant number of jobs and reach an expected 3,500 workers at the peak of construction of the Hebron oil platform (Skeard, Holloway, and Vodden, 2011).

From 2001 to 2006 there were less workers employed in health, construction, fish harvesting and other sales and service sectors. However there was an increase in employment rates in food and beverage services, fish processing, education, management and office and related occupations. Seasonal economic activities, such as tourism, construction, agriculture, fishery and fish processing have continued to be the essential component of the region's economy and employment (Lysenko, 2011).

As of 2006, 76% of residents aged 18 to 64 were employed at the time of the census (16th out of 20). In 2006 the majority (84%) of these workers in the region were employed full-time, yet only 29% were employed year round. These numbers reflect the seasonal fluctuations of the regional economy, with sectors such as the fishery, fish processing, tourism, agriculture and construction making up a large part of the region's employment (Lysenko, 2011).

In 2009, 2,045 individuals in the region were unemployed and in 2008, 51% of the labour force received Employment Insurance benefits of some kind (regular or fishing benefits). By 2011 this figure had fallen to 46% (Community Accounts, 2013b). Employment Insurance beneficiaries in 2009 were comprised of 65% men and 35% women, with 81% regular claims and 19% fishing claims. The age structure of beneficiaries was more evenly distributed across age groups compared to the province, with the majority being in the prime labour force age.

Organizations with a potential role in a learning communities' initiative

To date organizations involved in the Avalon Gateway Labour Market Development Network [LMDN] and/or the research conducted to date by the Network have included: the College of the

North Atlantic – Placentia, Rural Secretariat – Office of Public Engagement, Advanced Education and Skills, Memorial University, Career and Information Resource Center [CIRC] in Placentia, Career and Work Center [CWC] in Dunville, Argentia Area Chamber of Commerce [AACC], Long Harbour/Mount Arlington Heights Development Association, Avalon Gateway Economic Development Inc., Argentia Area Chamber of Commerce Department of Innovation, Placentia Area Development Association, Trade and Rural Development, Department of Human Resources, Labour and Employment [HRLE], and Genesis (serves job seekers with disabilities). Avalon Gateway Regional Economic Development Board [REDB] also played a lead role.

With the exception of the REDB, which is no longer present in the region, each of the above groups are potential partners in a learning communities initiative. Other providers of adult learning (literacy and skills) in the region include Cape Shore, Fox Harbour and Placentia Public Libraries, as well as the Community Access Program in North Harbour. Libraries provide Family Learning, Adult Learning, Learning Resources, Libraries, and Community Access Programs while the Community Access Program in North Harbour also provides activities for Youth and Capacity Building (Literacy NL, n.d). CNA Placentia campus offers an Adult Basic Education program. Finally, municipalities are also potential actors and have been leaders in supporting lifelong learning in other examples. While they have not been involved in the LMDN, the Town of Placentia has partnered with MUN through the Harris Centre to develop the Placentia Institute of Newfoundland Studies. The Institute seeks to research and document the history of Placentia and Placentia Bay, promote and support the rich performing, literary and visual arts of the area as well as increase the profile and historical importance of the region (Macdonald, 2011).

Examples of Learning Communities

Lifelong learning programs, such as learning communities, cities and regions, have been implemented across the globe. One of the foremost examples of a learning communities project is the European Commission's Towards a European Learning Society project (TELS), started in 1998. The projects main objective was to encourage European cities, towns and regions to implement the new concept, and also measure and monitor their development in comparison to development of the other 'non-learning' municipalities in order to develop new lifelong learning strategy (Longworth, 2006). The TELS project resulted in the production of a number of useful learning communities tools, including a comprehensive audit tool, which led to a series of recommendations to European governments (Longworth and Franson, 2001).

In the European Union [EU], a learning community program has been created that integrates learning opportunities across Europe. Some countries have developed their own individualized nationwide lifelong learning programs, as is seen in Scotland and Australia. Within these countries there are often additional smaller programs at the municipal or provincial/state level. In Canada, these initiatives are most often seen at a municipal level, with cities such as Edmonton, Whistler and Halifax creating lifelong learning programs. In Alberta there exists a province-wide initiative through Alberta Education and Technology that incorporates many aspects of learning communities. Evidence suggests that more of these programs exist in urban areas than in rural ones, especially when they are not developed on a national scale. This is likely the result of a

lack of funding as a due to smaller populations. The rural cases identified were often a small portion of a much larger project or supported by a national-level program.

Today there are a growing number of learning villages, neighbourhoods, towns, cities and regions across the world consciously preparing for the knowledge-based economy. Although the majority of learning communities are found in Europe and Australia, learning community developments in Canada commenced in the late 1990's in Western Canada and have gradually spread eastward. In 2003, Victoria, BC became Canada's first learning city and began the process by setting the goal of becoming "a leading learning community" by 2020 (Faris, 2006). To reach this goal and to transform Victoria into a place of learning, the city has identified a number of specific objectives ranging from quality early childhood learning to individual learning plans for workers. In 2006, Vancouver proclaimed itself a learning city with a mission to create a culture of lifelong learning. Vancouver's initiative promotes "*all learning*", including learning for personal fulfilment, community or family engagement, or labour market success. The initiative, understood as a catalyst for dialogue, opportunity, and synergy, states that all learning should originate from community based motivations and experiences (Huget, n.d.) Today, cities and regions from coast to coast, including Edmonton, St. John's and the Township of Fort Erie, have either commenced or are exploring learning community initiatives. The following section highlights five such examples in rural regions in Canada and internationally.

Learning Community Case Studies

Case study I: Community Education Network and Associates, Stephenville, NL

Timeframe: 1991-ongoing

Regional context: CEN operates in offices located in Stephenville, Burgeo, Ramea, Port Aux Basques area, and Port au Port Peninsula. The area serviced by CEN is a rural area with the largest community being the Town of Stephenville, with a population of about 6,600. Similar to the Avalon Gateway area, this region, comprised of the two economic zones, Long Range Regional Economic Development Board and Marine and Mountain Zone Corporation, has a lower employment rate, lower personal income per capita, and a lower percentage of individuals who have completed university when compared to provincial average (Community Accounts, 2013e; 2013f). In the past, these areas have relied on the natural resources and were dependent on fishing and farming-related industries. In the recent years, the economy has diversified and, even though primary industries continue to play an important role, the economy has shifted into other sectors and has become more reflective of a service-based economy (CBCL Limited, 2009).

Purpose: Community Education Network and Associates [CEN] is a non-profit organization whose purpose is to develop a learning culture, promote individual enrichment and viable and sustainable communities. The organization traces its roots to 1983, when a development association and a school board in the Port au Port area developed pre-school and youth work orientation programs (Williams, 2000). According to one representative, the driving factor behind this initiative was the realization that different agencies and organizations need to come

together if they wished to develop these programs. In 1991 this initiative grew into the Port au Port Community Education Initiative, and eventually developed into an umbrella organization that has facilitated community learning through three associated organizations: the Community Youth Network, the Community Action Committee and Community in Schools Program (Government of Newfoundland and Labrador, 2012). CEN plays an essential role in providing and coordinating services to people of all ages, including literary services, career and employment services, and youth and community leadership programs (Government of Newfoundland and Labrador, 2012).

Program and activities: CEN has specified six strategic directions as priority areas: Prevention and Early Intervention, Youth Initiatives, Community Literacy, Career Development and Employment, Community Leadership and Participatory Communications. Some of the specific initiatives and activities of CEN include the following (CEN, n.d. (b)):

Families and Schools Together [FAST/FASTWORK] is an 8 week support program focused on helping children achieve academic and social success. The program is designed as a variety of family based, fun activities and relies on a wide network of human resources, including schools, families, community partners and volunteers.

Adult Basic Education Level 1 is a program for individuals of 18 years of age and older who are interested in academic upgrading and/or enhancing their employment eligibility. The program is offered in two locations (Stephenville and Degrau) and is flexible in its design in order to accommodate participants' motivations and goals.

Skills Link is a 44 week long program that assists youth with overcoming barriers to employment through a variety of activities such as skills training, job placement, community services, development of individual career programmes and personal development workshops.

Southwestern Newfoundland Housing Stability Initiative aims to develop and implement a housing stability action plan for the region through a collaborative work of a wide spectrum of stakeholders, including governments, municipalities, landlords, agencies, businesses, and communities.

Power Up! is a program designed for adults of age 25 and older aimed in improving participants' skills and sense of empowerment that can subsequently benefit their career development. As part of this program, participants go through pre-employment training, community services program and a six months subsidized work placement. Participants can also take part in several interactive workshop training opportunities, including The Workplace Hazardous Materials Information System, First Aid, Communication and Team Building.

Rural Youth Drug Strategy is a project looking at best ways to prevent and reduce the drug use among youth between the ages of 13-18. The project focuses not only on illegal drugs, but on alcohol, prescription drugs, over-the-counter drugs, as well as “designer” and “legal high” drugs.

Partnership and financing: CEN partners form a “Networking Group” that is made up of representatives from the following agencies: Western School District, Department of Advanced Education and Skills, Western Health, Long Range Regional Economic Development Board, Bay St. George Status of Women, Service Canada, College of the North Atlantic, Royal Canadian Mounted Police, Public Information and Library Resources Board, Department of Innovation, Trade and Rural Development and the Office of Public Engagement - Rural Secretariat. CEN is also closely associated with two other organizations: the Community Youth Network and the Community Action Committee for Southwestern Newfoundland.

Community Youth Network is a youth development organization that connects youth with dedicated adults, creative peers and programs tailored specifically for youth with an aim to enhance communities through youth engagement. Its five main areas of work include the following: focus for programing, learning, employment and career development, community building and support services. It offers in-school, out-of-school and alternative learning programs (CEN, n.d. (c)).

Community Action Committee for Southwestern Newfoundland, Inc. is a coalition of community partners and parents/caregivers of young children that actively supports a family-based community program that is centred around the health, social and developmental needs of young children and their families (CEN, n.d. (d)). The network is funded through a variety of financial sources. These include federal investments, provincial investments (e.g. Community Addictions Prevention and Mental Health Promotion funds; investment by the Department of Human Resources Labour and Employment), fund-raising initiatives (e.g. CBC Pancake Breakfast) as well as group and individual donations.

Outcomes/benefits: The Community Education Network focuses on fostering partnerships between groups and individuals, assisting them in learning new means of becoming involved in their local communities as well as finding solutions that are beneficial for the entire community. For instance, one of CEN's strategic activities is promoting prevention and early intervention practices as a way to increase literacy among preschool children. At the same time, The Community Youth Network offers a variety of youth programs centred on mentoring, homework assistance, health education, counselling and enterprise education. In some communities, CEN facilitates access to career and employment services. In addition, CEN facilitates community participation, community literacy strategy and leadership programs (Government of Newfoundland and Labrador News Release, 2012).

In 2012 CEN assisted 1,166 people in obtaining employment; over 4,000 people received assistance as part of front-line self-assisted services (CEN Spring Newsletter, 2013). Some of the most recent outcomes of CEN, most of which are part of long-term ongoing initiatives, include;

- fostering community capacity building
- enhancing early learning and childcare initiatives in Western Region
- promoting violence prevention
- sponsoring Skills Link program and thus increasing the employability skills in youth
- developing rural drug strategies for youth ages 12-18, their families and communities
- developing a regional housing and homelessness action plan

- providing early intervention and outreach services for youth with mental health and addiction issues (CEN, 2012)

A study to assess the impact of programs delivered by Community Education Network and funded by both Federal and Provincial governments found that Community Education Network provided benefits to a wide range of people and establishments, including program participants, families, local governments, the school district and local businesses. A social return on investment [SROI] methodology was used to calculate the social value created for different stakeholders and delivered by Community Education Network and three of its programs: Family Resource Centres, Power Up! and Skills Link. Among many other things, the study found that for a period of 12 months, the social return on investment ratio for the CEN Collaborative is 1:16 Community Sector Services NL, CEN, nef. (n.d.). This means that for every \$1 invested in CEN's Collaborative activities, \$16 of social and economic value is created for its beneficiaries. For the Power-Up Program the SROI ratio is 1:2.12, for the Skills Link Program is 1:5.75, and for the Family Resource program is 1:2.02. The result gathered through questionnaires and focus groups showed that there is a common set of outcomes shared across the entire spectrum of CEN's program. These outcomes include:

- Nurturing a sense of belonging: both by being a member of a wider network (staff) and through the services themselves (service users/community)
- Improving confidence: achieving changes in self-esteem and confidence of the program participants
- Self-efficacy: encouraging autonomy and a sense of independence
- Hope: Programs such as Power Up! and Skills Link foster a sense of hope regarding the future, or a sense of aspiration and optimism
- Improved financial position
- Improved educational achievement, which was found in the Skills Link program (Community Sector Services NL, CEN, nef. (n.d.))

Key characteristics and lessons learned: CEN draws on the principles of community education and its emphasis on lifelong learning, self-determination, self-help, maximum use of resources, leadership development, inclusiveness, community involvement in schools, integrated service delivery, community capacity building, citizen engagement, localization, institutional responsiveness, and participatory practices (CEN, n.d. (a)). Its holistic approach in dealing with social and economic development emphasizes the vital role of lifelong learning embedded within communities and showcases the significance of collaboration and partnership within that process (Catmur, 2008).

CEN's broad strategic directions allow great flexibility and their programs reflect the needs of the community. In addition, the organization pays attention to lifelong learning initiatives across Canada, and if applicable, incorporates best practices. According to one representative, those interested in establishing an organization similar to CEN should be realistic in their expectations and realize it takes a long time to build such organization and "sell" its vision and goals (CEN representative, personal communication, October 2013). The reasons why CEN was and still is a successful organization is due to the fact that it was locally designed, grew out of existing efforts, and put partnerships as well as integrated services at its forefront (Williams, 2000). In addition,

CEN's potentials were quickly recognized by the agencies who early on provided support to the organization. Just as importantly, CEN places strong emphasis on the community consultation and participation using community round tables, networking meetings as well as local media (e.g. local TV and radio) to achieve this (Williams, 2000; CEN representative, personal communication, October 2013).

Applicability for the Avalon Gateway: The CEN service area shares several characteristics with the Avalon Gateway, including its small population, rural, resource-dependent economy and identified need for education and skills development (e.g. due to low wages and education levels). The CEN has demonstrated that community learning initiatives can be successful in rural NL, however, they require strong partnerships and the patience to build a wider suite of programs over time. It is unclear whether sufficient energy and networking exists in the Avalon Gateway to develop such an initiative.

Case study II: Rother, South East England, UK

Timeframe: 2005/2006

Regional context: Rother District has a largely rural character and forms the south-eastern part of the High Weald. The region also includes low-lying coastal areas at both the eastern and western ends of the District. Bexhill is the largest settlement that accounts for nearly half of the population. Other settlements include Battle and Rye, which are two smaller historic towns. In total, Rother District is home to 87,200 people. Average household income is below the county and national average. The most significant employment sectors include public services, followed by financial and business services and retail/distribution. Around 10% of jobs are in manufacturing and 3% are in agriculture/forestry/fishing sector (Rother District Council, 2006). A large number of jobs and services are provided by towns outside the Rother District, such as the town of Hastings.

Purpose: The main goal of this regional project was to raise expectations for adults and young people by creating a local network that fostered skills development, higher education and employment. The broader objectives included improving connections between isolated communities, assisting residents in becoming active partners and finding ways to recognize the contribution of volunteers. More specifically, the project offered courses designed specifically to meet the needs of rural communities. Other project priorities involved promoting entry into higher education by using distance learning, improving transport links and running parenting skills courses (Yarnit, 2006).

Programs and activities: The first set of activities was focused on assisting people in finding employment. More specifically, local residents took DIY [do it yourself] courses and participated in a project involving the decorating of a primary school. In addition, the residents were offered free 'taster' courses in construction, a pre-vocational training programme and sponsored job placements. For example, "Changing Rooms courses" were intended for the unemployed who wish to gain practical skills in decorating, carpentry and maintenance. The course was offered twice a week over a five-week period. In addition to gaining qualifications, participants were

also given a basic tool kit. A second set of activities was done by a group of local parents who redecorated a children's primary school and through this, brought together all the partners to this initiative. A third set of activities was an outreach project called "Women in Action". The project offered information, advice as well as informal workshops that aimed to increase self-esteem and helped develop new or existing skills. It was also a referral centre for other training opportunities (Yarnit, 2006; Rother Local Strategic Partnership, n.d).

Partnership and financing: Partners/supporting agencies in Rother have included the East Sussex Learning Partnership, Plumpton College, Rother Homes, a local housing association, a tenants association and a children's primary school. East Sussex Learning Partnership was a lead organization that employed a Project Manager who had overseen the project and worked alongside the Skills Coordinator. The project was managed by a focus group that reported to the Rother Local Strategic Partnership [LSP], which is responsible for developing and overseeing delivery of the Sustainable Community Strategy for Rother. The program was adopted by Plumpton College, specializing in horticulture and agriculture, which strengthened the rural dimension of the project. The test bed was funded by Scarman Trust. Rother Homes offered the in-kind contribution of free taster courses in construction, a pre-vocational training programme and sponsored job placements. Learning and Skills Council Sussex funded the Changing Rooms courses (Yarnit, 2006; Rother Local Strategic Partnership, n.d).

Outcomes/benefits: Of the 140 local participants who took the courses to gain practical skills in decorating, carpentry and maintenance during 2004/05, over 70 of them gained employment. A group of local parents gathered around a tenants association has redesigned a primary school. The project "Women in Action" assisted 88 participants in one year, 42 of which successfully completed pre-vocational or mentor training and gained accreditation. Additionally, 18 participants completed computer training, 14 gained employment, 6 completed an English for speakers of other languages [ESOL] basic English course, 19 were referred to alternative training and 21 remained active in training courses (Yarnit, 2006; Rother Local Strategic Partnership, n.d).

Key characteristics and lessons learned: This test bed was focused on developing peoples' skills and assisting them in finding sustainable employment. This was aided through learning community partnerships that provided a vital platform for innovative approaches to engaging local residents in learning, eventually leading to improved skills and employment opportunities. Careful preparatory work was central to this project, including determining what services already existed and identifying what local residents desired as a basis for laying the objectives and activities. The project had a broad-based partnership and explored a variety of financial sources, such as in-kind contributions. Finally, it was creative in finding various venues that would assist in skills development (e.g. Women in Action).

Applicability for the Avalon Gateway: Like the Avalon Gateway, Rother District identified the need to increase local qualifications and aspirations. The Rother District also sees people leaving the region to work and for services in larger communities, similar to the experience of Avalon Gateway with its proximity to the St. John's metropolitan area. The project took place within an environment of limited funding, also similar to the current context in NL. Finally, the project sought to include informal community learning activities and elements such as free taster courses

that allowed for greater inclusion of residents who may not be willing to participate in a formal program. Lysenko and Vodden (2011) suggest that more informal learning opportunities would be an important part of a successful learning communities initiative in the Avalon Gateway region.

Case study III: Liberate, West Sussex, UK

Time frame: 2012 – ongoing

Regional context: In 2010 the British Government decided that the best way to achieve sustainable economic growth, social inclusion, social mobility and to build the ‘Big Society’ is by focusing specifically on the improvement of skills (BIS, 2010). They were guided by the notion that developing world-class skills means having a competitive advantage in the global market. Additionally, skills were understood as a means to transform lives and help build a more cohesive, environmentally friendly, tolerant, and engaged society (BIS, 2010). In 2011 the British Department for Business Innovation and Skills [BIS] developed a plan detailing the ways in which to reform the Further Education and Skills System for adults aged 19 and over. A significant element of this reform was the decision to pilot a set of “different locally based ‘community learning trust’ models in 2012/13 to channel Community Learning funding and lead the planning of local provision in cities, towns and rural settings” (Skills Funding Agency, n.d.). BIS commissioned The National Institute of Adult Continuing Education [NIACE] to select and assist the pilot models with their yearlong delivery process. In 2012, fifteen trust pilots, all differing in their delivery models but all with the potential to create an innovative and effective means of working in local areas, were selected (Skills Funding Agency, n.d.). Liberate in West Sussex was one of these projects.

West Sussex is a county with strong links to London to the north; the County is also close to Brighton to the east and Portsmouth to the west. In addition, West Sussex is well connected to surrounding areas of Kent, Surrey and Hampshire. The County consists of three main geographic regions: the north east region, in which the County's core economic assets such as the town of Crawley and Gatwick Airport can be found; the south coast region that is characterized by towns with a long history of tourism; and the large rural area situated in-between the other two regions. Overall, 80% of the County is defined as rural. West Sussex is home to over 800,000 people and its economy employs over 355,000 people in about 31,000 businesses. While the County has relatively high employment rates, economic growth over the past decade has been lower than the national average and significantly slower than in the rest of the South East (West Sussex Independent Economic Commission, n.d.).

Purpose: Liberate represents a West Sussex Partnership Community Learning Trust [CLT], a pilot trust committed to providing accessible adult learning in the community. Liberate brings together the West Sussex community, business, voluntary organizations and providers. Its primary objective is to develop a plan that shows adult learning providers what needs exist so they can better target their resources. Directed towards three communities within rural, coastal and urban settings, Liberate aims to build community capacity by empowering adults through better access to learning that improves community, family and individual lives. In addition, it

aims to enable achievement that motivates adults to have healthier, active and more independent lives as well as bring communities together to take part in the development and growth of adult learning.

Programs and activities: Liberate engages with the targeted communities through a student and community leadership forum, as well as through volunteers who act as a communication link between Liberate and the local residents. Volunteers also help identify the actual needs of residents and provide assistance in class to adults with learning difficulties, subsequently enabling them to enter the mainstream adult education system. In 2013 Liberate aims to start a horticulture project run by individuals with learning difficulties and/or disabilities. Liberate also works together with a section of local football club, developing a strategy that will enable and encourage parent-child learning processes (Liberate Community Learning Trust, 2013).

Partnership and financing: Partners involved with Liberate included Aspire Sussex Limited (social enterprise), the Department for Business, Innovation and Skills, Chichester College, Northbrook College, Central Sussex College, the Workers Education Association [WEA], Angel Radio, Ford and Lewes Prisons and Action in Rural Sussex. The main body is Aspire Sussex Limited, a staff-operated social enterprise and charitable company that emerged from a former Adult and Community Learning Service (GatwickDiamondJobs.com, 2012). Partners collaborate through a coordinated planning approach, making sure maximum learning opportunities in the community are explored (Liberate Community Learning Trust, 2013). The trust is funded through Skills Funding Agency's Community Learning budget and Aspire Sussex Limited.

Outcomes/benefits: A unique characteristic of this pilot is that the main body, Aspire Sussex Limited, became a social enterprise prior to the project's beginning. This was seen as a positive change, bringing about benefits such as increased funding and new commercial opportunities (Crawly Happy Times, 2012). As a social enterprise, Aspire Sussex Limited gained greater local authority, was able to turn decisions around very quickly and provide a greater variety of learning opportunities for the clients who can pay for these opportunities as well as for those who cannot. Additionally, Aspire Sussex Limited was also able to create specific learning programs for those in greatest need in a much shorter time period (BIS, 2013). The hope is that this new model will both retain and enhance the best aspects of their services (Crawly Happy Times, 2012). As a relatively new and ongoing project the actual results Liberate will yield remain to be seen.

Key characteristics and lessons learned: Liberate is one of the 15 pilot trusts across the country that aim to develop a new approach for adult learning, build a culture of lifelong learning, and foster social purpose at a local level (Sussex Learning Solutions – Education and Training, n.d.). Emphasis is placed on providing opportunities tailored specifically to community need and aspirations. One of the key elements of the pilot is expanding the role of “volunteer community champions” in order to boost local learning in their community through a specific training programme. Another important element is using existing business and public health findings to build a model that links community learning to other local services for individuals, families and communities (GatwickDiamondJobs.com, 2012).

Applicability for the Avalon Gateway: Like the Avalon Gateway this largely rural region includes diverse communities with differing opportunities and challenges and is within extended commuting distance from a large urban centre. The region's declining economic output may not be comparable to areas of the Avalon Gateway benefiting from large scale industrial developments in the region, however, many of the Avalon Gateway's smaller communities continue to suffer from restructuring in the fishery and transition into alternative economic sectors. The aim of Aspire Sussex Limited to enhance local skills to respond to high value opportunities and improve productivity (including promoting ICT, engineering and other training, providing better employability support for young people, focussing on attitudes, workplace preparation, etc.) is similar to the possible learning communities outcomes for the Avalon Gateway suggested by Lysenko and Vodden (2011). Avalon Gateway partners could learn from efforts in West Sussex to link offerings in higher education to business needs, to support young people and to provide apprenticeships and other skills training opportunities.

Case study IV: Acumen Trust, Easington, County Durham, UK

Timeframe: 2003 – ongoing

Regional context: County Durham covers an area of 2423 km². Parts of the region are quite urban in character, while others, such as the Durham dales, are largely rural. There are 12 main towns and more than 260 small towns and villages in the County; more than fifty percent of residents live in settlements of less than 10,000 people (Robinson, n.d.). County Durham's economy is home to 506,400 people of whom just over 220,000 are employed (County Durham Economic Assessment, 2011). The employment rate is 54%. The County has an aging population (22% aged 60 and over), a relatively high percentage of population (16%) that is permanently sick or disabled; the number of individuals on incapacity benefits is triple the national average, with more than 30% with basic skills and 44% with no qualification.

On the basis of the Index of Multiple Deprivation (which measures multiple indicators of deprivation at a local level), Easington ranks as one of the worst in England. Employment and income deprivation is commonplace, notably in the former coalfield areas, but also in other urban and rural areas (Robinson, n.d.). The region is heavily reliant on public sector jobs and spending with 33.4% of jobs being in public administration, education and health. The manufacturing sector has been greatly reduced and represents around 17% of jobs. Services such as finance, IT and other related business activities are under-represented when compared to national data. The region's entrepreneurial culture is not well developed, with a relatively low level of business start-up activity, new and small businesses (Robinson, n.d.).

Purpose: Acumen is a social enterprise that supports social and economic transformation through learning, employment and enterprise initiatives. Acumen was started in 2003 with the aim of developing a community-oriented approach that would respond to the needs and provide services for 'hardest to reach' groups. It is an umbrella organization that promotes self-help through self-employment, social enterprise and training opportunities. More specifically, Acumen aims to:

- create entrepreneurial environment in which small firms can grow,
- increase the business opportunities for those from disadvantaged communities,
- increase employment and the ‘skills for life’ for adults,
- provide better access to learning and employment by diminishing obstacles to entry and promoting confidence, skills and self-esteem,
- improve the visual image of local communities by putting vacant buildings into use and encouraging community spirit,
- tackle the geographical, social and cultural barriers to regeneration through better engagement with the community,
- partner with agencies and stakeholders in order to improve the social, cultural and economic prospects of the residents of Easington District (North, Syrett and Etherington, 2007).

Programs and activities: The programs and activities that the Acumen provides are centered on three essential functions: learning and skills, employment and enterprise. Aims High is a learning and skills program that brings together the already existing outreach services. A Skills for Life outreach team contacts the more deprived people who had little or no previous contact with outreach agencies. The program encourages people to learn new skills in informal, one-on-one settings. It offers participants a set of different learning opportunities, assisting them with reading, filling out forms, letter writing and basic economics skills. In order to get people involved and to build their self-confidence and improve their social skills, the program uses a variety of different outreach and learning techniques. Emphasis is placed on making learning a fun process. For example, people are offered courses on how to grow and show vegetables, and are encouraged to participate in events such as international evenings, dancing salsa, playing bingo and community gardening.

Acumen is also an authorized Learning and Skills Council [LSC] provider that accredits a wide range of qualifications related to literacy, numeracy, health and catering. In addition, Acumen has played an important role in establishing Easington Testbed Learning Community [TLC] titled ‘Easington: Every Village a Learning Community’. This test bed was part of a national strategy to encourage people to learn more about the ways in which community development methods can be used (North et al., 2007).

Within the context of employment, the Acumen Trust assists in creating outreach and community development programs that deliver employability services. One such program is a Northern Way Flagship Pilot, titled Aim High Routeback. Created in 2005, its objective is to help people that have been on incapacity benefit for several years to return to the workforce. Participants were offered tailored, one-on-one support and were involved in group activities through which they were taught how to write CVs and job applications, become more assertive and build their confidence. They were also taught relaxation techniques.

Another employment oriented program was a 2006 program called the *Reachout Team for Jobs*. The program was focused on helping those who wished to access the labour market but who were faced with barriers such as low skills and health/disability problems. This program assisted the section of population that usually does not take part in welfare-to-work initiatives by

familiarizing them with the existing and relevant initiatives, helping them with interview and application forms and providing general counseling (North et al., 2007).

Acumen has also supported enterprise development in the Durham County, mostly through Durham Local Economic Growth Initiative [LEGI]. Among others, this initiative aims to increase entrepreneurial activity in deprived areas, support sustainable growth and decrease the failure rate of locally owned businesses. More specifically, Acumen has supported enterprise development through the model called the BizFizz. Its objective was to provide business support to those with economic disadvantages as well as to address the attitude that the local communities lack entrepreneurial spirit. In conjunction with the Neighbourhood Management Pathfinder, a program established to rejuvenate the local areas and improve the communities' quality of life, utilized the BizFizz model to identify potential clients and find suitable training opportunities. It also provided basic skills support, information, guidance and access to community learning partners, outreach youth support and community education. In addition, the program offered grants intended to support local businesses. Overall, the coaching business model was based on clients' individual needs, with an emphasis on flexible, gradual coaching assistance that can help clients make informed decisions and build their self-esteem (North et al., 2007).

Partnership and financing: The Board of Trustees consists of 12 members including local councilors, Groundwork East Durham, Durham County Council, private sector bodies, and a variety of community and voluntary/non-profit organizations. Acumen collaborates with a wide variety of partners including Jobcentre Plus, East Durham Business Service, Durham Local Education Authority Lifelong Learning Service and East Durham Partnership, East Durham Local, Derwentside District Council, Easington District Council, Sedgefield District Council, Wear Valley District Council, and Durham County Council, One North East Regional Development Association and others.

Acumen is primarily funded through grants and contracts. It was established by a grant from the Northern Rock Foundation who also provided advice regarding financial and governance issues. The trust also received funding from other funds including Single Regeneration Budget [SRB], Neighbourhood Renewal Fund [NRF], Neighbourhood Learning in Deprived Communities Fund [NLDC], European Social Fund [ESF] and European Regional Development Fund [ERDF]. Additionally, Acumen has secured several large contracts such as European Social Fund Objective Three contract from Jobcentre Plus and Neighbourhood Renewal and Enterprising North East Funding. As a result of these, the annual turnover of Acumen has grown from around \$660,000 in its first year (2003–04) to around \$3,300,000 in 2006–07 (North et al., 2007).

Outcomes/benefits: In first two and a half years of its existence, by working closely with local general practitioners and other health professionals, the Aim High Routeback program provided assistance to about 400 clients. 151 of these clients found employment, which not only had a positive impact on their health but also saved thousands of dollars in benefits. The program has been especially successful in helping those with mental health issues. Over 40% of clients started using less medication and 55% reduced their use of primary care services. All of the pilot's clients, even those who haven't found employment, reported that they believe they are more confident and employable after taking part in the program. The program was seen as being very

successful, showcasing that when health and employment specialists work together from the early start and create services that are case specific, it is possible to help people who have been on an incapacity benefit for a long time to return to the workforce (North et al., 2007; "Easington pilot", 2008).

Between 2003 and 2006, Acumen is said to have helped 4,200 people transition into work. The data until 2007 shows that, in relation to numeracy and literacy skills, 225 learners have left the 'Skills for Life' project and 183 achieved their learning goals. Acumen has also successfully established workplace learning centres in 12 local businesses as part of the Employer Training pilot. Within the context of enterprise development, in its first two-and-a-half years, Acumen has said to have assisted over 140 people into self-employment. In addition, 750 people have used Acumen's business coaches, 300 of which become self-employed. This includes plumbers, electricians, cake makers, decorators, podiatrists, fitness instructors, complementary therapists and others. In addition, more women opened their own businesses when compared to other parts of England. Finally, the trust opened the doors for some past businesses premises and significantly improved the appearance of the shopping areas (North et al., 2007).

Key characteristics and lessons learned: Acumen is a multi-faceted social enterprise that offers services in the areas of learning and skills, employment, and enterprise. The trust helps its participants with learning new skills, gaining qualifications, volunteering, finding employment or opening a business. To be able to provide such a broad set of services, Acumen consists of several working teams including a community engagement team, a learning team, an employment team, a recruitment team and "business coaches" (Hetherington, 2008). Early in the process, it was clear that one of the main challenges was not that appropriate services do not exist for those who need them, but that people were not using them. In order to solve this problem, they've created an outreach program whose team members would seek out potential participants and talk to them outside of formal, office settings.

Acumen has been quite successful in securing finances from a variety of funding sources, which contributed to its rapid growth. At the same time, in order to survive, it needs to grow and continuously diversify, which might be difficult to sustain for a prolonged period of time. It's been noted that the main reason why Acumen has been so successful is due to its collaboration with the regional developmental agency One North East Regional Development Association [RDA] and the Regional Employability Framework. Through these partnerships, Acumen became an important partner on the regional, sub-regional and neighborhood level and was able to influence the policy agendas and take advantage of the existing funding opportunities. The other key element that greatly contributed to its success was the establishment of a dynamic Acumen Trust, Easington, County Durham guided by an entrepreneurial savvy Chief Executive (North et al., 2007).

Applicability for the Avalon Gateway: The County Durham region is a mix of urban, rural and semi-rural areas but the majority of its population resides in communities of less than 10,000 people. Similar to the Avalon Gateway and Newfoundland and Labrador as a whole, it has an aging population and a relatively high percentage of population that is unable to work due to disabilities and/or lack of job qualifications. Employment and income deprivation in Easington is linked to low levels of enterprise development (North et al., 2007), with concerns about a weak

entrepreneurial culture. While house prices remain relatively low, concerns have been raised in both regions about affordable housing, low incomes and health and social issues such as smoking, obesity, alcohol and drug abuse as well as long-term care for increasing numbers of elderly and disabled residents. Former coalfield areas are struggling with economic adjustment, similar to fishing communities of the Avalon Gateway.

Some aspects of this case study example that could appropriately be drawn upon for the Avalon Gateway region include Acumen's focus on the 'hardest to reach' groups and on increasing entrepreneurial activity through coaching assistance and confidence building. Lessons learned included the importance of making learning fun and the potential of workplace learning centres located within local businesses. The success of the County Durham example was, however, dependent on an active regional developmental agency and outreach team. Stakeholders in rural NL would have to carefully consider whether the organizational and professional support capacity exists in their region(s) to undertake such an initiative.

Case study V: *A Learning Alberta, Canada*

Timeframe: 2005 – ongoing

Regional context (Portage): This case takes place within the policy context of *A Learning Alberta*, a multi-stage process focused on finding ways to transform Alberta into a knowledge based province. After a first phase, consisting of numerous roundtable discussions and consultations, a policy framework was developed that outlines a 20-year strategic plan (*A Learning Alberta*, 2006). This case study highlights the Community Adult Learning Program program's activities and outcomes in one among the Program's ten operational regions, the Portage Region. Situated in the east of province (within what is often considered to be Central Alberta), the Portage Region covers an area of 38,255 km² or 6% of the province. The region has 47,220 residents (2% of province) above the age of 18. From those older than 19, 29% of residents do not have a high school diploma, 26% have a high school diploma or GED, and 36% have certificate or diploma. Aboriginal people represent 17% of residents, immigrants 5% and the rest, 77% are classified as "all other" (Government of Alberta, 2011).

Purpose and design: The vision, policy principles, outcomes and directions of the Learning Alberta plan, entitled *Vibrant Learning Communities Framework and Action Plan*, can be seen in Table 3. In 2007 a new framework was developed focusing specifically on community learning providers. Community Adult Learning Councils and other community providers of adult literacy and family literacy programs are mostly voluntary, grassroots, locally based organizations with local governance, input and leadership. They receive a significant in-kind, volunteer and financial support from their local community and offer relevant and sustained services specifically designed to address local learning needs. The 2007 framework, titled *Building Vibrant Learning Communities*, stressed that a strong Community Adult Learning Councils and community literacy programs are of utmost importance for achieving two outcomes from the 2006 *Vibrant Learning Communities Framework and Action Plan*: creating a learner-

centered society and vibrant learning communities (Alberta Advanced Education and Technology, 2007).

Table 3: A strategic framework for advanced learning for all Albertans

Visions	Alberta leads the world in inspiring and supporting lifelong learning for all its peoples
Policy principles	Quality Accessibility Affordability Diversity Collaboration
Policy outcomes	A learner-centered society Vibrant learning communities Global leadership in a knowledge-driven economy and society Innovation and excellence through learning Seamless advanced learning for all Albertans Strategic advancement of learning opportunities
Policy directions	Building strong learning foundations and supporting learner success Accelerating communities learning capacity Encouraging partnerships and collaboration Fostering innovation and a global perspective Enhancing opportunities for technology Developing sustained investment strategies for advanced learning opportunities Clarifying roles and integrating policy and strategies across the learning system and among learning partners

Source: adapted from *A Learning Alberta* (2006)

The *Building Vibrant Learning Communities* framework outlined ways to support and increase the ability of Community Adult Learning Councils and other community literacy providers to offer local programs and services, increase awareness of their role, and align with the public post-secondary system (Alberta Advanced Education and Technology, 2007). Subsequently, Alberta’s *Community Adult Learning Program* was created, having 4 main objectives (Government of Alberta, 2010):

- Enhance access and engagement of adults in learning, particularly adults from under-represented groups
- Improve literacy and essential foundation skills of adults
- Strengthen pathways and support successful transitions for adult learners
- Increase capacity and alignment of community providers with public post-secondary institutions

The Community Adult Learning Program provides financial and other types of supports to community-based organizations to foster part-time, non-credit adult learning opportunities in local communities. The program calls for strong partnerships and community involvement, stressing that a wide spectrum of stakeholders, including government, local communities, non-profit organizations, provincial intermediary support organizations and post-secondary

institutions must play their role in building vibrant learning communities and achieving the four outlined objectives (Government of Alberta, 2010). More specifically, Community Adult Learning Program is delivered in partnership with;

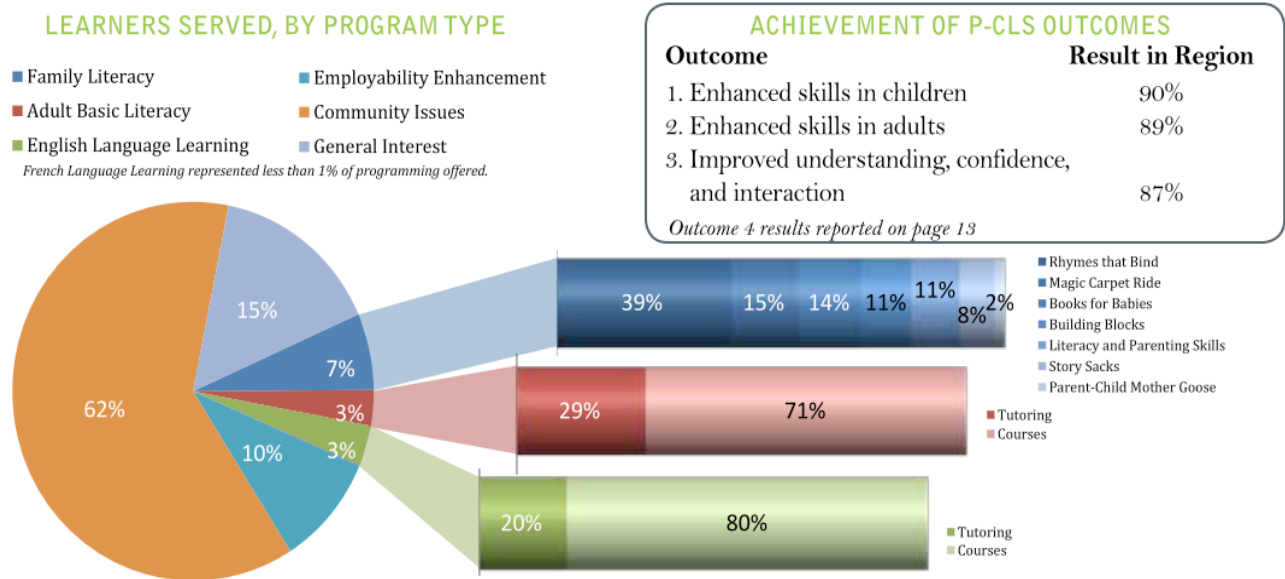
- a) independent non-profit adult learning and literacy organization
- b) committees operating under a legal host (e.g. county/ municipality, school division, public college and others)
- c) community development agencies
- d) public organizations (e.g. public post-secondary institutions, municipal libraries)
- e) Aboriginal communities

The program also receives support from thirteen granting councils and three provincial support organizations: the Centre for Family Literacy, the Community Learning Network, and Literacy Alberta. Financial support is provided through the following funding streams: Community Adult Learning Council Base Grant, Family Literacy Initiative Fund, and Volunteer Tutor Adult Literacy Services (Government of Alberta, 2010).

The Province's Parent-Child Literacy Strategy focuses on enhancing literacy in Alberta by raising awareness about the family literacy, training in family literacy and supporting family literacy programs. Four specific outcomes of the Parent-Child Literacy Strategy sought include: enhancing the oral language, early literacy and social interaction skills of children from birth to age six; strengthening and building the basic literacy skills of parents; fostering the involvement of parents in their children's learning; and developing and enhancing community-based partnerships that enhance language and literacy skills of families (Government of Alberta, 2010).

Activities and outcomes: In 2011, the Portage region was given \$724,033 in operational funding which was allocated to seven recipients of a Community Adult Learning Council Base Grant, five recipients of Volunteer Tutor Adult Literacy Services [VTALS] funding, and seven recipients of Family Literacy Initiative Fund (Government of Alberta, 2011). This funding was spread over 10 different cities or towns. Overall, a total of 5,044 learners were served through one-on-one or small group tutoring and 416 group learning opportunities (Government of Alberta, 2011). In 2010 7,806 learners took part in the one-on-one or small group tutoring and 323 group learning opportunities (Government of Alberta, 2010). It has been mostly learners between the ages of 20-55 (55%) that have used the services from the VTALS program. From those older than 18 who have used VTALS services, the majority had either not finished high school (34%) or had a high school diploma/GED (38%).

Figure 4 provides a detailed description of the community adult leaning program activities in the Portage Region. Specifically, the table depicts the learning program types provided to individuals or communities and lists the resulting outcomes. These include enhanced skills in adults and children and improved confidence, understanding and interaction. Family literacy programs in Portage include Family literacy (e.g. Rhymes and Bind, Magic Carpet Ride, Books for Babies, Building Blocks, Literacy and Parenting Skills, Story Sacks, and Parent-Child Mother Goose), Adult basic literacy (e.g. Tutoring and Courses), English language learning (e.g. Tutoring and Courses), Employability enhancement, Community issues and General interest. As noted below, French Language Learning represents less that 1% of programming offered.



* Data only reflects services provided by organizations through funding from the Community Adult Learning Program. Additional adult learning services may be offered by other stakeholders in the region, and funded organizations may offer additional services through other revenue sources. These activities are not reflected in this profile.

Figure 4: Community adult learning program activities in the Portage region (Government of Alberta, 2011).

Applicability for the Avalon Gateway: Unlike the province of Alberta, Newfoundland and

Labrador does not have a lifelong learning strategy (or legislation). The Learning Alberta case study showcases the benefits of a long-term lifelong learning strategy that is framed and supported by strong provincial legislation. For instance, the provincial *Building Vibrant Learning Communities* framework enables legislative cohesion, which can in turn increase the success levels of lifelong learning initiatives and programs (NIACE, 2012). In addition, financial support from The Community Adult Learning Program provides continuing support by facilitating the establishment of long-term partnerships and the achievement of longer, multi-phase lifelong learning initiatives.

Overall Lessons and Recommendations from the Case Studies for NL and Avalon Gateway

Lifelong learning has the ability to promote economic regeneration, democratic participation, social inclusiveness and cohesion. The economic and social benefits of lifelong learning can significantly improve individuals' employability and assist them in facing the challenges of a rapidly changing work environment (Harwood, 2012; NIACE, 2012). In addition, lifelong learning can build stronger connections within and between the rural communities and improve the quality of life for both individuals and communities (CCL, 2010; NIACE, 2012).

The most significant lessons arising from this literature review is that rural learning communities need to implement learning strategies that reflect the region's unique economic, social, and

cultural context and target specific local issues (Herbert-Cheshire, 2000; Tovey, 2008; Wellbrock et al., 2012). Learning programs and activities must address the actual needs of the community. Establishing such learning communities requires careful preparatory work, which involves identifying what local residents really need and want, in addition to finding out what community services already exist. It is equally important that the learning community be locally developed, allowing the public to take ownership of the learning community's programs and initiatives.

Those who wish to build and nurture a learning community should create opportunities for social interaction in form of various scheduled and unscheduled events and meetings as means toward social engagement (Kilpatrick, 2000). They should implement a broad understanding of "communication sites", which would include local radio, newspapers, websites, online bulletin boards, meeting rooms, malls, main streets and parks. They should also foster leadership skills, keeping in mind that self-confidence is critical for any further personal development. In addition, for a learning community to be useful, it is important to foster development of social networks (i.e. internal and external ties) and find brokers whose role is to establish and maintain internal and external ties (ibid).

Government and institutions need to recognize the value of community learning projects that can foster long-term community resilience, and develop policies that will clearly articulate this value (McLachlan and Catherine, 2009). Resources need to be provided to support sustainable community learning projects. Strong emphasis must be placed on building and nourishing partnerships and collaborations between different entities, all of whom are part of learning community network (Catmur, 2008). For instance, partnerships with governmental bodies and agencies that deal with regional development can greatly increase the success rate of community learning projects, allowing projects to have a greater influence on policy agendas and take advantage of existing funding opportunities (North et al., 2007). Broad-based partnership can also bring different financial sources, such as in-kind contributions. In addition, securing funds from a number of funding sources can be very beneficial as it allows for programs to undergo rapid growth.

In general, learning community programs that have a broad strategy allow for greater flexibility. Having a flexible structure and programs allows learning communities to adjust more easily to external and internal pressures. It also enables them to learn from their mistakes and adjust their programs and activities accordingly. It is also beneficial if learning communities incorporate best practices from lifelong learning strategies and programs that have already been tested in other jurisdictions, in particular those with similar geographical and socioeconomic contexts. In addition, a learning community will be more successful if they grow out of existing efforts and utilize the knowledge and experience of groups and individuals who are well established and have an existing network built within their communities. These groups and individuals might include elected representatives from civic government and school boards, leaders from the public sector, business and economic generators, post-secondary institutions and voluntary/community sectors (CCL, 2010). Those communities who are particularly interested in economic benefits of community-based learning may wish to establish partnerships with small and medium size businesses, since they are better positioned to respond to the particular requirements of these businesses (OECD, 2001; Thinesse-Demel, 2010; Lysenko, 2011).

Economic benefits may or may not be at the forefront of the learning community agenda. Even if learning communities aim to improve employability of their participants, as in the case of CEN, they might not always partner with the business sector. A learning community is a broad concept that allows great flexibility. Communities should utilize this flexibility and create programs that fit well within their local context.

The above-mentioned lessons and recommendations, in particular the ones pertaining to the five case studies, showcased some of the elements that characterize successful learning communities. Below is a list of key characteristics that a rural community interested in becoming a learning community should possess. This list is not meant to provide a set of guidelines on how to establish a lifelong learning community but rather as a somewhat simplified guide on how to identify if a rural community has the potential to become a successful learning community. This is by no means an exhaustive list, and not all of these elements have to be present in a community for it to become a successful learning community. However, having at least some of these elements may facilitate the transition towards a learning community and increase its level of success. As such, a learning community with strong potential for success has:

- shown a strong interest in lifelong learning and becoming a learning community;
- had a previous learning or community development initiative (even if only partially successful it might have established valuable partnerships and lessons learned)
- shown adaptability and creativity in responding to issues and challenges in the past;
- a clear vision of what kind of community it wants to become;
- a strong sense of community or a strong interest in (re)creating a sense of community, including strong emphasis on the community consultation and participation;
- a local newspaper, radio, and/or online presence (i.e. has means to reach and engage local residents) to facilitate communications;
- a good internet connection (high-speed internet) to allow distance learning courses and other online learning activities;
- a prominent and active local leader(s) that is well-connected and has the ability to mobilize people;
- an existing network/partnership, especially the one that encompasses public, governmental, post-secondary, volunteer/community, and business sectors;
- a good, ongoing relationship with governmental agencies and strong policy support (i.e. learning initiative is aligned with the existing legislation and created such that it can take advantage of existing provincial/federal/external funding);
- businesses or industry that have shown interest in community development or have taken actual steps in supporting the community (beside providing employment for residents);
- spaces that can be used for meetings, formal and in-formal learning, and other learning activities (e.g. library...); and
- a good relationship with neighboring communities, especially when creating larger scale learning communities such as a learning region.

In conclusion, this literature review has demonstrated how rewarding and exciting lifelong learning, supported through a learning communities approach, can be and how it can be utilized

for specific purposes. We have also indicated some of the best ways to implement lifelong learning and learning communities concepts within the context of rural communities. The ever-increasing amount of information on these subjects clearly demonstrates that more and more communities understand their potential role in revitalization. This paper can serve as the foundation to establish learning communities in this province of rural communities in Newfoundland and Labrador and.

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