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TEN STEPS OF THE COMMUNITY PLANNING PROCESS

How to involve the community in social economy development



Produced under EU project No. 0076: "Community planning as a tool for the enhancement of social cohesion and the support for social inclusion and prevention against social exclusion of socially disadvantaged people on the labour market".

This project is co-financed by the EU European Social Fund and the Czech Republic's national budget.

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Guideline

EQUAL 0076 PROJECT TEAM

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FOREWORD

(Dedicated to André Maria Taillor, our dear friend and expert from Great Britain)

Dear Andrea,

when we were starting with you ten years ago in Ústí nad Labem you used to say that one day people would be coming to see us and learn how to implement community planning. At that time, we were only timid beginners, participating in the first Phare project, and the fact that we were from a small town – Ústí nad Labem – also did not help our reputation in the eyes of some experts. Nevertheless, time went on and we got the opportunity to work, learn and create. I think that you would be pleased about us; we became a kind of “underground“ movement of community planning in the Czech Republic. By the Equal project of the Ministry of Labour and Social Affairs and the European Union, we gave up our “illegal“ status.

Today, the guideline “Ten Steps of the Community Planning Process“, which was produced within the international cooperation under the EQUAL project “Community planning as a tool for the enhancement of social cohesion and the support for social inclusion and prevention against social exclusion of socially disadvantaged people on the labour market“, is helping our colleagues in the Czech Republic plan social services and employment and education services for clients who are disadvantaged in our society. We are helping our colleagues with education/training, consultancy and supervision related to community planning in 56 locations of the Czech Republic. In 25 towns, community plans, on which commissioners, providers and primarily users have been cooperating in accordance with our guidelines, have been developed and approved. In Ústí nad Labem and Ostrava, RISK – the Regional Information System for Social and Community Services has been developed and other towns and regions have shown interest in it.

We have described all our experience in ten guidelines where we gradually guide our colleagues through the entire lengthy and often complex planning process. Since we know that speaking is often more active, we have also recorded a series of our lectures on videos that we enclose to the guidelines. All our community planning training modules have been accredited by the Ministry of Labour and Social Affairs, the Ministry of Education, Youth and Sports and the Ministry of the Interior of the Czech Republic. Both providers and commissioners can thus attend our courses and increase their professional qualifications. “Community Planning in Social Services“ has been accredited as a field of study for professionals within life-long learning at the Jan Evangelista Purkyně University in Ústí nad Labem.

Community planning in the Czech Republic has gone through many child diseases during those ten years and now is a strong healthy individual that has to face all the pains and joys of life. We believe that it will make it – there are many supporters and friends around.

Dear Andrea, we are looking forward to the visit and to other challenges in the field of social economy that we will be able to work on together. And thank you on behalf of all those that you have given self-confidence and belief in a happy ending that is, at the same time, a new beginning.

And to you, dear colleagues and readers of the guideline “Ten Steps of Community Planning“, we wish a lot of patience during community planning in the social economy of European Union countries.

Andrea’s motto is: “Three steps forward and two backward.“

Lenka Krbcová Mašínová
Michal Polesný

Ústí nad Labem, Czech Republic
April 2008



The simple and clear symbolism of the community planning logo shows the principal and essential element without which the process could not work, which is:

COMMUNICATION

The profiles of heads and their facial expressions clearly represent the communication process although it is a passive picture. The expressions clearly express another essential element of successful negotiations:

POSITIVE EMOTIONS

By the choice of colours we want to point out the variety and diversity that are accepted and tolerated, the fact that there are people of different colours and opinions:

FREE THINKING

Three heads are talking to one: the white head of a user is talking to the yellow head of a provider, behind the provider there is a commissioner and employer; three strong ones are helping a weaker one:

HELP TO THOSE IN NEED

The message of the logo is underlined by the specification of all the four groups; the logo is used only in this form, with the web address that explicitly informs of its purpose:

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I. COMMUNITY PLANNING

Dear colleagues, what you have in your hands is a methodological document that describes, in ten steps, the community planning process applied during the development of social economy in the Czech Republic. This document was produced under the project “Community planning as a tool for the enhancement of social cohesion and the support for social inclusion and prevention against social exclusion of socially disadvantaged people on the labour market“ implemented under the Equal initiative of the European Union. The aim of the guideline “Ten Steps of Community Planning“ is to present the process consisting of ten gradual steps that describe how to go through community planning from the initial – preparatory – phase through to the plan development phase and its implementation. The Ten Steps of Community Planning method is applicable in social economy development, the development of social and community services, the development of community plans of towns, municipalities and microregions and can also be used for the development of mid-term plans of higher territorial self-governing units. The process can be implemented by non-profit organizations, municipalities, towns, microregions, job centres and other institutions responsible for the integration of disadvantaged people in society and the labour market.

1. What is community planning

Community planning is a method used for the planning of the development of services in a specific area for specific groups of disadvantaged people at a specific time. Users, service providers and commissioners participate in community planning. Process management is thus dependent on their cooperation and ability to reach agreement. The method is innovative by integrating a managerial approach from the commercial sector with psychological, sociological and psychotherapeutic approaches applied in social services and it works only if both approaches are interconnected.

Community planning is a modern managerial method applied in social economy in the Czech Republic. By a timely planning of adequate programmes, projects and social services, and by the cooperation of commissioners, employers, providers and users, we can, by this method, prevent the social exclusion of disadvantaged people on the labour market and in society. It allows us to develop social economy on the basis of knowledge of local needs.

From the management perspective, community planning is a process of creating and maintaining an environment where individuals work together in groups and achieve selected goals efficiently. Community planning is based on the general function of planning as defined by the management theory. It has both the same function and nature. In general, the nature of planning focuses on the future. It sets what should be achieved and how. It basically includes planning functions and management activities aimed at the formulation of future goals and suitable means for their achievement. The outcome of the planning function is a plan, i.e. a written document specifying the actions an organization has to take in order to develop the community.

2. What are the values of community planning

Values in the community planning process can be perceived as comprehensive concepts determining and expressing the importance of various objects, activities, and possibilities for us, for the orientation of our activities and the activities as such. Values in the entire planning process affect our focus, choice of goals and means as well as methods. Community planning participants express them in their positions and approaches they take towards various issues. Values cannot only be perceived as “what we want“ but rather as a “concept of the desired state or situation“. Values in community planning are formed by the community itself throughout the entire process. It is recommendable to think about the values and formulate them as early as in step 1, when preparing the environment for the community plan.

These can include e.g.:

- To enable people to live in their homes, with care and support, there where they choose. To ensure availability of a service and the possibility to choose.
- To increase service provision so as to meet new, previously unaddressed, requirements and needs of people.
- To achieve a shift in balance from institutional towards community care.
- To improve the quality of provided services.
- To ensure integration of all social services and programmes, including healthcare, regardless of the founding authority of the service.

3. What are the principles of community planning

Community planning principles are very close to the principles of good governance that can be applied to community planning. They usually include the following:

- accountability
- transparency
- representation
- equality
- rule of law
- capability and competence
- ability to respond to people’s needs

4. Why plan?

The social economy system in the Czech Republic and Europe is currently ready for fundamental transformation actions. All the stakeholders (i.e. founding authorities, providers and users of social services) are aware of the serious problems related to the current system of social services lacking transparency, particularly in view of the unfavourable demographical forecasts of the Czech Republic and the European Union due to the ageing of the population. Achievement of a higher efficiency of social economy is an imperative task for the further periods of our lives. Higher efficiency of the entire system would especially require the possibility of individual solutions to unfavourable social situations of people that can be resolved by social and community plans of services. Plans responding to real local and regional needs, and using the synergy effect in the cooperation of the community, are the right way to use public budgets and human resources efficiently in specific regions and countries as well as the whole of Europe.

5. Community planning from the perspective of the Czech Republic's legislation

The Act on Social Services, issued in 2006 in the Czech Republic, introduced the obligation for regions and option for municipalities to draft mid-term plans of the development of social services, and formulated the principal methodological basis for cooperation in a triad consisting of commissioners, providers and users of social services. The triad is the management principle of the community planning process.

Regions draft plans of the development of social services obligatorily as a basis for the calculation of the required subsidy from the national budget that they then, on behalf of the state, distribute among the providers of social services.

Municipalities are not obliged to plan the development of social services but it is highly recommendable as their plans can serve as an objective basis for the regional development plans and the subsequent distribution of subsidies in line with their real needs.

Community planning of the development of social services in municipalities can, but does not have to, be related to the general planning of the socio-economic development. Municipalities can formulate socio-economic development programmes (strategic plans) in accordance with the general legislation applicable to local public administration. It depends on the municipal authority's decision whether such a programme will include a chapter on social issues and what it will be like.

6. Where did community planning start?

We started acquiring experience with community planning in the Czech Republic and Ústí nad Labem in 1996 in England. We went on study trips and organized "roaming" bus trips to England, the Netherlands, Germany and Austria. We translated plans and trained experts, politicians, users as well as ourselves, community managers. It was a dynamic period full of new visions and hopes for fundamental transformation actions in the network of social services in the Czech Republic. At that time, planning was implemented primarily in the field of mental health in England, due to the transformation of psychiatric care of Great Britain into community care. Our beginnings, too, were in the field of care for long-term mentally ill clients and gradually we extended planning also to other target groups in the region.

Today, plans in England have a wider scope and social impact. This was also confirmed by the analysis that we conducted within Equal project No. 0076. In Great Britain, community plans are integrated in strategic plans of towns and municipalities today and the issues of disadvantaged people have thus become part of the general plans of the development of towns and municipalities. As a result, issues related to housing, transport, employment, education etc. are addressed as a holistic process integrating also disadvantaged people with their specific needs.

7. Community planning participants

Community planning is implemented in triads consisting of commissioners, providers and users of social services. It is recommendable to involve the highest possible number of participants from these three groups in the processes.

Linked to management, community planning is implemented at three mutually interlinked levels in which the community planning participants from the triad operate:

- political level – this is where commissioners of plans operate
- expert level – this is where service providers and other experts operate
- user level – this is where service users and the public operate

8. Involvement of job centres in community planning

Involvement of job centres is an innovative approach in community planning. Involving job centres extends the regional network of cooperating social partners for addressing the issues of a population group facing social exclusion from the labour market. At the same time, it increases the quality of the Active employment policy of the job centres and motivates employers for long-term cooperation. They can then more easily create new job opportunities by appropriate forms of employment of disadvantaged people on the labour market. By the involvement of employers, their activities are directed more efficiently during the creation of job opportunities for socially disadvantaged population groups. The synergy effect of work of all the groups within the triad is used.

9. What is the difference between a community plan and a commercial plan

A community plan is developed during a process of communication and cooperation among a wide range of people living in the specific community and area the plan applies to. The people involved in the planning represent various professions and statuses. Managers try to get politicians, officials, service providers, users, job centres and employers involved in the process, i.e. to develop a plan in a creative lively environment that would allow for a reflection of the user needs and opinions of the community in the plan, and then to respond to them by an offer of social and community services while linking all this to human, intellectual, financial and material resources. The planning process is therefore as valuable as the resulting written document. A community plan is not formulated from a desk but through work with a wide community in mutual communication, cooperation and interconnection of various social levels of the community's life and it is formulated from bottom up.

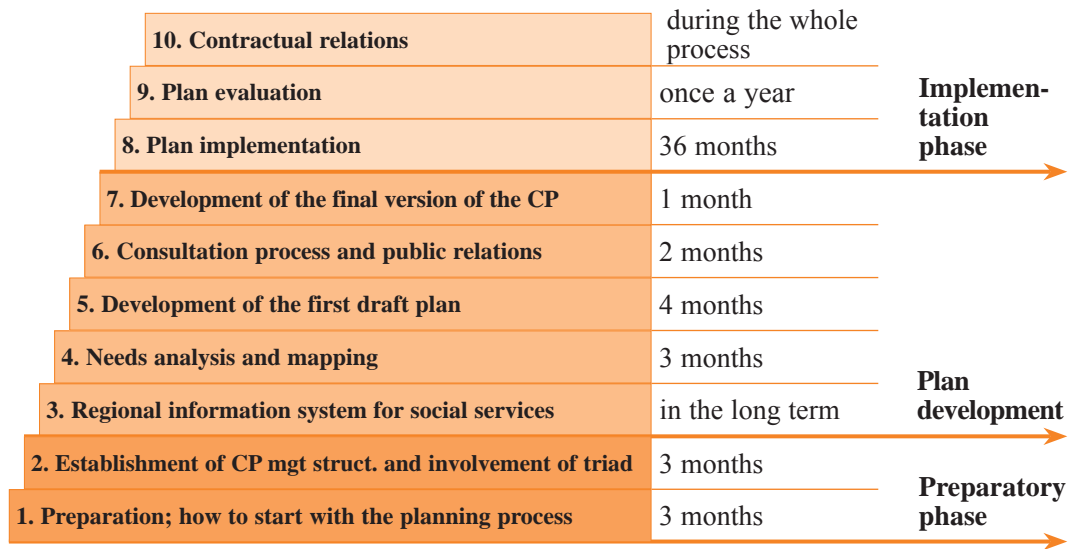
It is obvious that a community plan is, compared to a plan of a commercial company, more difficult to formulate as it does not plan the development of one company manufacturing cars or developing new information technologies but plans the development of services in a specific area for a specific group at a specific time. Process management is thus dependent on the consensus and cooperation of many stakeholders, not only the management of one company.

II. TEN STEPS OF COMMUNITY PLANNING

We have been applying the methodology that we would now like to present to you to the development of social services and social economy in the Czech Republic for more than five years.

The entire community planning process is methodologically divided in **ten subsequent steps** that will take you through **3 phases** of the process:

- **preparation phase** – consisting of steps 1 and 2
- **development phase** – consisting of steps 3, 4, 5, 6 and 7
- **implementation phase** – consisting of steps 8, 9 and 10



The following table shows the subsequent **ten steps in three phases**. There is a brief description of the principal activities in each step and the approximate duration of the implementation of the specific steps.

Step	Description	What we will do – activities	Duration – approxim.
PREPARATORY PHASE			
1	Preparation of the environment; how to start with the community planning process	<ul style="list-style-type: none"> • Establishment of the initiation team • Eliciting demand in the planning area • Discussion of the scope in political circles • Formulation and approval of principles and values • Preparation of the users' environment • Preparation of the expert – providers' environment • Preparation of the management environment • Preparation for the establishment of the organizational structures of community planning • Preparation of the financial environment • Development of the basic scope of the CP • Development of a plan for the community plan development • Training of the initiation and the future implementation teams • Development of the funding scheme • Arrangement of expert consultations 	3 month

2	Establishment of the CP management structure; involvement of users, job centres and employers	<ul style="list-style-type: none"> • Establishment of the management structures • Involvement of all the process participants • Involvement of commissioners and providers • Involvement of users • Involvement of employers and job centres • Establishment of the Agreement Group • Establishment of the Management Team for Planning • Establishment of the Team for Work with Information • Establishment of the Team for Community Planning – selection of the plan developer • Team for Quality and Efficiency • Establishment of a coordination group for each target group and social service • Training of the teams 	3 months
		PLAN DEVELOPMENT	
3	Regional information system for social services	<ul style="list-style-type: none"> • Mapping of the current situation in social services – start of the development of the information system • Production and processing of questionnaires • Set-up of an information project – information system for the planning process • Development of an information system for citizens – increase of the availability of social services 	3 months
4	User needs analysis and mapping	<ul style="list-style-type: none"> • Processing and analysis of statistical data • Commissioning of quantitative and qualitative surveys • Mapping of the current offer of social and community services and production of a service catalogue • Implementation of questionnaire surveys among providers • Implementation of questionnaire surveys among users • Processing of qualified estimates of providers concerning priorities in service development in view of user needs • Conducting a SWOT analysis in each target group • Development of a social network map – from a need to services • Introduction of Care Management for individual user needs • Involvement of the public 	3 months
5	Development of the first draft plan, from an idea to a plan	<ul style="list-style-type: none"> • Formulation of the draft plan structure • Formulation of the plan's objectives and goals • Formulation of the plan's measures • Formulation of the plan's priorities • Formulation of the plan's economic aspects • Formulation of partial aspects of each of the plan's measures 	4 month
6	CP consultation	<ul style="list-style-type: none"> • Preparation of the consultation process • Development of the timeline of the consultation process • Establishment of commenting points 	2 month

		<ul style="list-style-type: none"> • Formulation of the logistics of the commenting process • Identification of the tools and methods for the consultation process • Implementation of the consultation process 	
7	Development of the final version of the plan	<ul style="list-style-type: none"> • Incorporation of the comments in the plan • Development of the final version of the plan • Approval of the plan by the committees, the Council and the Board of Representatives • Distribution of the plan to target groups 	3 months
		IMPLEMENTATION PHASE	
8	Implementation of the plan in practice	<ul style="list-style-type: none"> • Implementation of the plan 	throughout the entire implementation period
9	Community plan evaluation	<ul style="list-style-type: none"> • Evaluation and monitoring of the plan 	once a year
10	Contractual and other relations in the CP process	<ul style="list-style-type: none"> • Contractual relations in the CP process 	throughout the entire process

We will describe the **individual steps of community planning** in the form of activities that should be implemented to ensure that the process runs continuously and that you can gradually work with the community in which you are developing the plan. There is a more detailed guideline for each of the steps in Czech.

Step 1 – Preparation of the environment for community planning•

Establishment of the initiation team in the community

At the beginning of the CP process, initiators of changes play the most important role; their role is crucial at the beginning of planning. Activities of initiation teams include:

- definition of the scope of the community planning process
- discussion of the scope in political structures
- involvement of the necessary target groups based on the triad principle
- formulation of the first draft of the structures for the coordination and management of the CP process
- definition of the degree of involvement – possibilities, limits, levels
- work with mutual expectations of various target groups
- taking care of administrative issues at the beginning of the process – initiation of meetings, writing of minutes, observation of deadlines, implementation and delegation of tasks
- work with the knowledge of the local conditions, initiation of proposals and ideas, sharing of common visions, their transformation into realistic views and feasible management tasks
- making sure that teams and individuals are involved sufficiently
- leaving space for experience exchanges
- leaving space for mutual support
- mutual clarification of next steps
- production of outputs for other groups
- presentation of outputs to relevant parts of the structure for discussion, support, approval, in accordance with the degree of authority and responsibilities

The composition of the initiation team varies a lot. There are teams consisting of motivated officials, teams consisting of individuals from the non-profit sector or other service providers and there are also teams that are set up on the basis of the training for triads or other combinations thereof. For this type of teams, strong initial motivation, temporary functionality, responsibility and competence are important. The function of these teams is temporary. It only lasts until the second step when they are replaced by expert teams that are established within the management structure for community planning.

Training of the initiation and future implementation teams is an important activity in the first step. Arrange the training of the future community planning participants. We recommend a minimum duration of the training module of 60 to 80 hours. Longer-term training consists of 250 hours. Supplement the training by the possibilities of getting consultancy from a professional organization that has experience with community or social planning.

Eliciting demand in the place of planning

Elicit demand for the implementation of a community plan in the place of planning. Strive for a resolution of the Municipal Council or Board of Representatives including a formulation of a political and professional order.

In order to achieve this, you need to win the local political representation for the community planning process – the representatives of the municipality or region, ideally the politician responsible for the social sphere directly at the local government authority.

In order to elicit demand:

- prepare initial documents you will use for motivating the people
- find supporting arguments in the legislation
- demonstrate the connection between funds and services and the social economy
- prepare an argument for multi-source funding of services from the community plan
- prepare the first vision of the management of the entire process
- prepare the first vision of the timeline of the entire process
- prepare the first vision of the funding of the entire process
- prepare the first vision and medialization of the issues in question

Formulation and approval of principles and values in the community

As we have already mentioned above, principles and values are long-term higher objectives that you strive to achieve through the community planning process. The principles on which community planning is based are specified in the introductory section of this text. The values you strive to implement are set by the community itself. These can for example include observation of human rights in social service facilities, enabling people to live in their own homes etc.

Discuss values at the first meetings with groups and individuals that you will gradually involve in the planning process. You will reach a more general consensus concerning what your efforts are aimed at in the long term and your efforts will pay off in Step 5 when you will be creating and prioritizing the development of new services for community planning. You may want to announce the values and principles e.g. in a joint declaration of involved individuals, institutions and groups, or formalize them in some kind of agreement on cooperation of the stakeholders.

Preparation of the environment for users

During the preparation of the environment, involve users and user groups that are motivated for initial cooperation on the community plan. Users constitute the most important of the three groups we involve in planning. In order to achieve a high quality of the preparation of the environment for users, we involve both small teams of users and larger teams as

well as self-help groups in the planning process. At the beginning, we provide training to users on community planning, which will allow them to get involved in the process gradually. It is necessary to contact users repeatedly, motivate them for cooperation and provide them with adequate space for discussion of their role in the entire process.

Preparation of the professional – providers' environment

In the Czech Republic, this concerns entities that have been registered as providers of social services by the relevant Regional Authority and individuals defined by law where registration is not required.

In the first step, it is recommendable to focus primarily on motivated and strong providers in the community.

Then we shall provide these selected providers with the following information:

- why we are starting with the community planning process
- how we are starting with the community planning process

We also should:

- discuss with them what their role is in the process and in the development of the local cooperating network
- explain the expected degree of involvement of experts
- ask them to share their ideas and expectations with us (in the process of the development of the local cooperation network in the CP process, in the implementation of previously developed CPs etc.)
- present reasons why they should actively work on the entire CP process and what benefits the process will bring to them
- mutually clarify authorities and responsibilities in the process during the development of the cooperation structures
- agree on the operation of the entire system of the CP process in the new structures and work with produced outcomes
- develop an atmosphere of trust and cooperation with the prospect of permanent and systematic cooperation
- produce written documents for the process participants
- prepare information for discussions with them
- produce minutes from meetings
- distribute them to all participants
- continuously provide all participants with available and necessary information
- leave space for mutual information exchanges and strengthening mutual professional and personal relationships and solidarity
- after achieving initial motivation of the participants, we can arrange regular meetings within the newly established structures together with other participants of the CP process, which takes us continuously to the second step of the process
- check deadlines, invitations, minutes and tasks

Preparation of the management environment

In order to achieve high quality planning, we need to create a management environment. The planning function requires from community managers to take four principal decisions concerning the basic components of community planning:

- To formulate **goals** – specific future states that should be achieved
- To formulate **actions** – activities planned in order to achieve the set goals (development of services, programmes and projects)
- To formulate **forecasts** – a community manager cannot develop plans without knowing forecasts of the future conditions and situations that may affect the course of the planned activities and goal achievement. The manager consults statistical surveys, needs analy-

sis, sociological studies and information systems in the region or community. For more details see guideline No. 4

- To allocate **resources** – a manager has to respect primarily the availability of human and financial resources when planning actions

Community planning is gradually making increasingly more comprehensive demands on managers. When preparing the environment, it is therefore necessary to select potential managers who have at least basic experience with management. We need to find future managers whose managerial skills can be divided in 4 areas:

- technical skills
- HR skills
- conceptual skills
- projection skills

Preparation for the establishment of management structures for community planning

The management structures are developed on the basis of the Organizational structure of community planning. They should always include three principal elements in a hierarchical structure:

- **political management** of the process
- **managerial management** of the process consisting of several principal activities (these include primarily: general coordination of the process of the community plan development, work with information and needs mapping, management of the consultation process, general coordination of the community plan implementation, evaluation of the preparations and the outcomes of the implementation etc.)
- **expert management of the process** in relation to the target groups of users and/or the type of provided services; this system should be formalized in the form of the principal **Organization Rules of Community Planning** enclosed to the general resolution starting the community planning process and the establishment of the organizational structure.

Efficient managerial management is the key to the success of the planning process.

Preparation of the financial environment

At the beginning, we need to identify the costs related to the development of the plan up to Step 8 when the implementation phase begins. The costs should include costs of human resources, office supplies, the internet, telephone calls, often also the production of printed documents that you will need, leases, meetings, conferences, publicity, consultation process, analyses, needs surveys etc. Develop a project for covering most of the costs related to plan development. Structural funds of the European Union, through human resources programmes, fund projects for community and social plans. Another possibility is to secure funding from the budget of the municipality or region.

Definition of the basic scope of the community plan

In order to define the basic scope of the community plan we need to:

- clearly define the role of the commissioner and have the political order approved
- define the target groups of users of social services
- define the area which the planning process should cover
- formulate the first draft of the management structure – what teams we want to set up for the beginning
- know for what period we want to develop the plan of care

Once we have done all this, everything should be approved by the municipal authority.

Development of a plan for the community plan development

This is about developing a plan for a plan, i.e. we develop a timeline specifying:

- what activities we want to implement
- in what period
- with what human resources
- with what economic resources
- what will the voluntary work of the stakeholders include
- tasks
- deadlines
- responsibilities and competences
- purchase of external services
- the general deadline by which we want and plan to develop our community plan

Let us summarize one more time what information is important for the development of the plan for the development of the community plan:

- adopted principles and values
- local conditions and possibilities
- scope and structure of the plan
- idea of target groups and teams
- timeline of the plan
- timeline for the development of the plan
- size of the area the plan will cover
- funds needed for the plan of the plan
- planning process participants – shares and links
- funds needed for the development of the plan
- tasks and activities that need to be implemented

The entire process of community plan development **should not take longer than 1 year**. The ideal time for the development of a plan is **six months**. It is naturally understandable that everything will take longer during the development of the first plan. As you develop other plans, the time gets proportionately shorter as you start the entire process with Step 5 and not Step 1.

Step 2 – Establishment of a sustainable management structure for community planning

In this step, we will achieve the involvement of commissioners, providers, users, job centres, employers and the public in the community planning process. The process of the second step of community planning should begin by the approval of the organizational rules, defining the system of the three principal components of the community planning process – political management, managerial management and expert management.

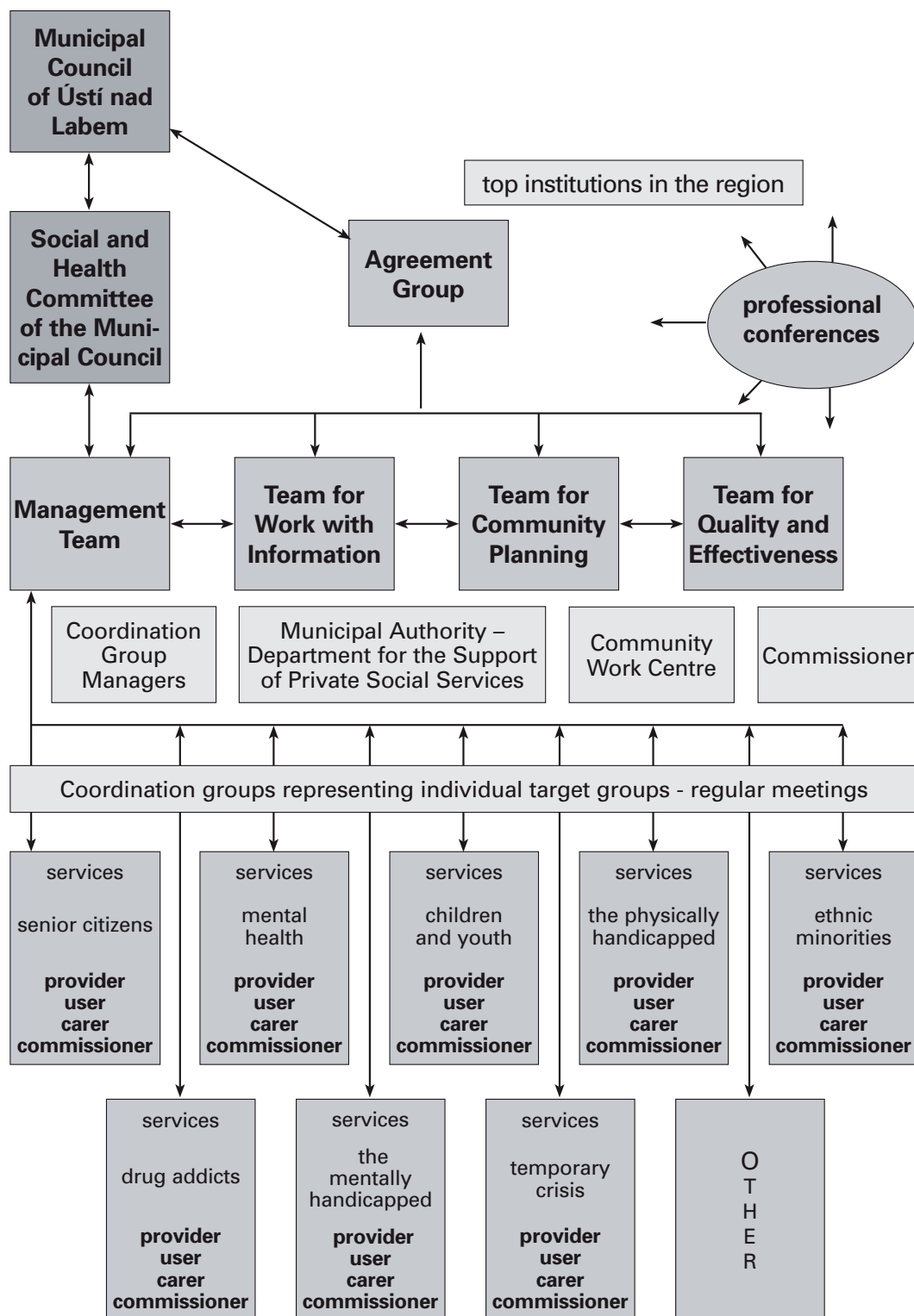
The following organizational scheme describes how these components will work and how the plan will be managed.

The purpose of organizational structures is to create suitable organizational environment for the achievement of the community's goals, thus creating a synergy effect of the community that tries to help socially disadvantaged people. In a community plan, we have to coordinate a number of activities at a certain time, with selected people and certain amounts of funds. The organizational structure developed in community planning is one of the bases for the overall success of the planning process. Through the organizational structure, stable relations between various activities and groups of activities are created.

If they were performed separately, synergy effect would not be achieved for the benefit of disadvantaged people.

Formulation of the organizational plan

The decision on who we want to address and invite to cooperate with us on the community plan and how is crucial. The following chart shows an example of how the organizational structure may be set up:



Establishment of the management level for community planning

Establishment of the middle level of the plan management in several teams that will be the executive component of the planning process

- establishment of the Management Team for Planning
- establishment of the Team for Work with Information
- establishment of the Team for Community Planning – community plan developer, time limited role in the entire process
- establishment of the Team for the Quality and Efficiency of Services – the future role of the Regional Authorities

Involvement of commissioners in the process

Involvement of commissioners (institutions) is ensured by the establishment of a steering group that we can call for example Agreement Group. It is necessary to make sure that it is linked to the Municipal Council and the Committee for Health and Social Issues of the Municipal or Regional Council.

Involvement of providers in the process

Involvement of providers is ensured by the establishment of Coordination Groups for each target group or type of social services. It is necessary to ensure that they are connected to the Management Team, the Team for Work with Information and Team for Community Planning.

Involvement of users

Basic involvement of users is ensured by the establishment of a Coordination Group for each target group or type of social services in which the users work.

Involvement of job centres

Involvement of job centres is ensured by the establishment of the Steering Group, the Management Team, and the Team for Work with Information and work in the coordination groups.

Involvement of employers

Involvement of employers is ensured by the establishment of the Council of Employers, participation of representatives of employers in community planning or by the involvement of economic chambers in the Steering Group and the involvement of employers in the advisory board of the job centre.

Involvement of the public

Involvement of public is ensured by professional conferences for the general public, public meetings, and information campaigns and by the presentation of the plan to the public through the media and journalists.

Formulation of the organizational rules and rules of procedure of the working groups

Formulate organizational rules and rules of procedure of the working groups in the approved management structure for community planning; it will lead to a certain degree of formalization of the established groups.

Selection of the Group Manager

Arrange the selection of a manager in each coordination group and their delegation in the Management Team as well as their approval by the Municipal Council.

During the implementation of the first meetings of the working groups don't forget

- to formulate a balanced agenda for the meetings of the coordination groups
- to send invitations and minutes in time

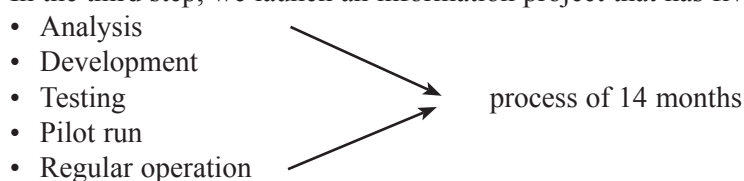
- to observe the agreed place, time and day of the meeting (no big changes)
- to decide on and observe the duration of the meeting
- to always give the possibility of adding something to the agenda
- to invite strategic partners that are not members
- to present information on funds
- to listen to all the members of the Coordination Group
- to discuss joint projects and procedures related to work on the achievement of the set goals
- to be open and give time to newcomers
- to act as a whole, not to degrade the work of the Coordination Group members and the entire Coordination Group
- to express your opinions of issues and help resolve them
- to produce documents, minutes and resolutions and to distribute them according to an agreed key
- to plan work soon enough
- to formulate organizational rules and rules of procedure
- to ensure high quality administration and logistics
- to prepare for the selection of the Group Manager for the Management Team

Step 3 – Regional information system for community and social services

In the third step, we start developing the information system

The owner of the information system is the commissioner, i.e. the municipality, association of municipalities or region.

In the third step, we launch an information project that has five standard stages:



What is an information system?

An information system (IS) is a system of technical, programme and organizational components designed to serve a certain information process. It is primarily important to note in this definition that the system is not “only“ a programme, i.e. an application as it is usually understood by amateurs. If we say that someone is developing an information system, or that an information system is operating somewhere, we must always speak of the whole system with all its levels – technical (hardware), application (software) and organizational. Since this approach is highly important, let us describe the individual levels of an information system in more detail.

What is an Information Project?

We now have a rough idea of the concept of an information system and its complexity. An information system is a certain whole that has already been developed (although it, naturally, keeps changing and developing in time). What we want to spend most time on in this guideline, is the procedure of how to achieve a well-functioning information system. The development of an information system is a typical example of a project approach as, due to its complexity, it is necessary to ensure an intensive cooperation of a number of experts of various views and professions for a certain time for the development of an information project, i.e., both experts on the part of the developer of the information system and on the part of the commissioner of the system, or the entity that funds it or will use it.

Let us understand an information project as a controlled and coordinated process leading to the development of a certain information system. It is important to realize that information projects are not only projects aimed at the development of an information system from scratch. Information projects can take various forms, the most important ones being:

- projects of the design and development of a new information system
- projects of updating, extending or modifying of an existing information system
- project of the launch of an information system (a standard application is bought and it needs to be adapted, set up and launched in a certain environment)
- projects of a transfer from one information system to another (including possible data transfers)

What can we achieve through an information system

- Increase awareness of the public of the offer of services in the social sphere
- Speed up the search for contact details of service providers
- Create space with up-to-date information on offered services
- Simplify work with regular reports
- Complete reports directly in the application
- Make the production of documents used as a basis for annual reports easier

Information system inputs include:

- Information on provided care from providers, often obtained through questionnaire surveys conducted by the commissioner
- Completion of regular reports by service providers with the standard range of data defined by the commissioner

Information system outputs:

- Clients can print the offer of services and contact details of providers
- Interactive system for users
- The application will generate documents used as a basis for the production of annual reports on the situation in the social and community service network

Example of good practice from Ústí nad Labem:

In Ústí nad Labem, there has been a regional information system for more than four years. Due to the information project that we implemented under EU's JROP, we managed to develop new information software and establish twenty publicly accessible information points – kiosks in Ústí nad Labem. We thus managed to make it easier for providers to write reports and complete questionnaires, for users to find information on services on the internet and for commissioners to assess reports and evaluate the network of services in the region. This is the link to the webpage of the Regional Information System:



www.socialni-sluzby-usti.cz

Step 4 – Analysis of information and user needs mapping

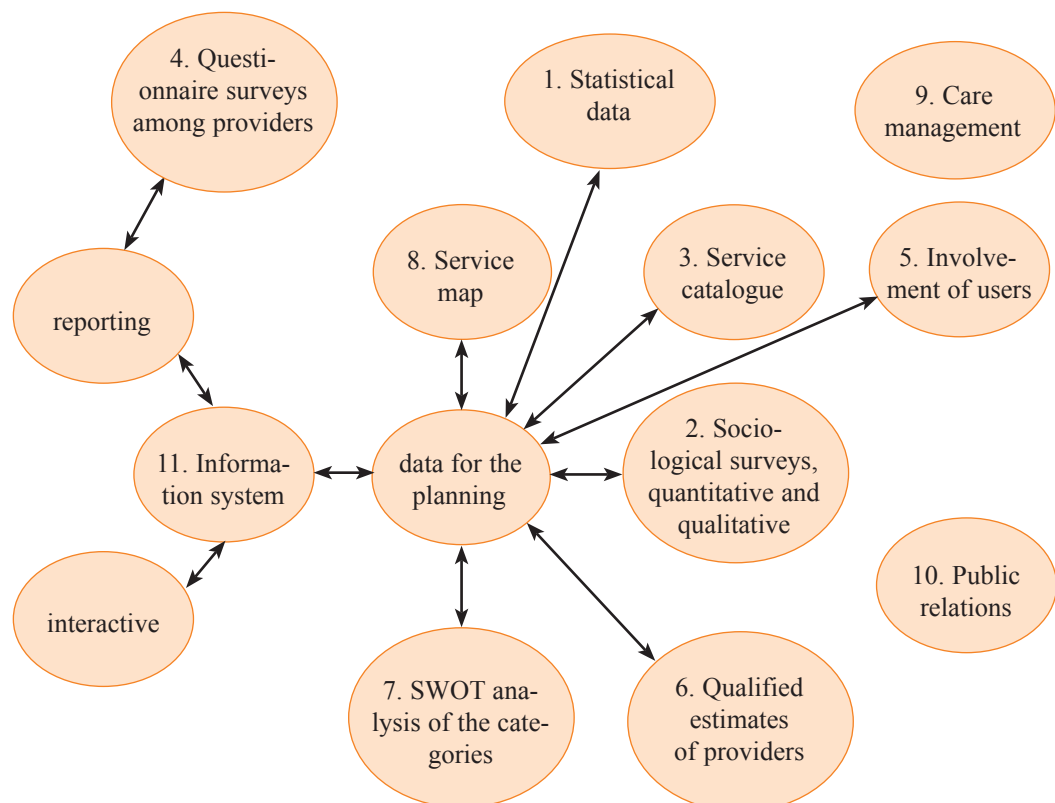
In the community planning process, we work with a lot of information and a large part of it we use as input data for the information system that we spoke about in Step 3.

High quality community planning must be based on data describing social reality. We obtain some data describing the characteristics of the community due to generally oriented surveys that are usable for various purposes (e.g. census). There are also data from specific surveys (e.g. a survey focusing on the satisfaction of elderly people's needs) and in some areas there are no data at all. In such cases it is necessary to obtain data directly through a survey focusing on community planning needs in a certain location. Data that are available can be obtained under different conditions (linked to material, time and human resources) and have different information values.

During the preparation, it is necessary to decide on which data we will work with, which data we can use, where we need to conduct new analyses and formulate new hypotheses that we will either confirm or refute by a sociological survey, or where data exist and we do not have to conduct surveys and analyses.

Work with information and data and links between them and user needs is not only a scientific process but a combination of a number of methods, procedures and surveys as well as our professional intuition that we use to formulate efficient goals and measures of the community plan in Step 5 of the entire process.

In the following text, we describe a set of methods and procedures that we recommend to use for community planning. Some of the described methods are short-term or to be used only once, some other are a basis for the development of long-term conceptual data collection and information analyses, and it is obvious that they will bring benefits only after some time.



A/ Statistical data

B/ Sociological surveys – quantitative and qualitative

C/ Service catalogue – mapping of the current offer of social and community services for the public

The catalogue presents a basic overview of the services for disadvantaged clients in the community. It is recommendable to produce the catalogue in both electronic and paper forms. The catalogue contains the basic data on social services: name of the facility, type of service, availability, target group, offered services, opening hours, address, contact details, contact person and others.

D/ Questionnaire surveys among providers

Recommended content of the questionnaire: name of facility and address, founding authority of the facility, operator of the facility, manager of the facility, contact person, target group of the provided service, since when the service has been provided (year), location of the service, handicapped access, accessibility of the service, detailed description of the target group, number of clients, number of users whose needs have not been met, what prevents them from using the service, age structure of the users, % of men and women, type of care that the clients need, type of service and its use by clients, number of beds in institutional facilities, % of clients needing long-term care, number of beds in a non-institutional facility, number of places in various types of housing facilities, types of services x number of clients x clients whose needs have been x have not been accommodated, missing elements of care, how you organize your services, estimates of client needs x priorities among the needs, performance of the facility, area it covers, time availability of the services, funds x operating costs x investment costs, source of funds for individual services, staff structure, staff training x qualification requirements.

E/ Questionnaire surveys among users

Questionnaire surveys conducted among users are mainly of the following types: surveys of users with users, interviews of users with users, quality evaluation by users etc.

F/ Qualified estimates of providers and other experts in the community

G/ SWOT analyses in individual target groups

H/ Service map – mapping of the social network – from a need to services

To get a good overview, draw a map of the services in your region, describing the current social network for the target group that you have selected, through a process from client need to adequate services. This means that you will set the work system Need Service in the coordination groups. The following table shows an example of a service map describing work with needs and social services in the target group of long-term mentally ill people:

needs/services/ capacities/target group	information provision	activities	care	housing	employment	training, requalifica- tion
field services			Municipal care services, capacity 60/day			
sheltered housing				sheltered housing Charita, capacity 20/day		
sheltered workshops					sheltered workshops Fokus, capac. 40/day	
sheltered employment					sheltered employment Fokus, capacity 15/day	
social advisory centre					advisory centre Fokus, capacity 45/day	
social rehabilitation						service missing
social and therapeutic workshop						Fokus, capacity 10/day
social activation services		Fokus				Fokus, capacity 20/day

I/ Care management for individual user needs – case management

J/ Involvement of the public in the mapping of potential needs in the region

Involvement of the public can take e.g. the following forms: opinion polls, questionnaire surveys, open meetings with the public – identification of problematic areas, work in groups, repeated meetings with the public during the planning of a service, round tables with the public, meetings with journalists, regular work with the media through press releases, articles, information on implemented activities, information on examples of good projects etc.

Step 5 – Development of the draft plan for the consultation process

The draft plan is the first outcome of your joint efforts that you will present to the public. In order to formulate goals and measures, you will need the service map that you developed in the previous step. In this phase, you will prioritize the measures and services described in the service map. You will gradually start formulating goals and related measures that will be based on previous analyses and client needs mapping. The structure of the plan is as follows:

- Introduction to the community plan
- Individual categories by target group:
 1. Social assistance and care of senior citizens
 2. Social assistance and care of long-term mentally ill people
 3. Social assistance and care of people at risk of drug misuse
 4. Social assistance and care of mentally ill people
 5. Social assistance and care of children and youth
 6. Social assistance and care of physically handicapped people
 7. Social assistance and care of people in a temporary social crisis and socially unadapted people
 8. Social assistance and care of ethnic minorities
- Continuous monitoring and evaluation of individual Goals and Measures of the community plan
- 1. Social assistance and care of senior citizens (Example of more details about one of the categories of the community plan)
 - subchapter 1.1
Outputs from the Information System for Social Services in Ústí nad Labem 2002 for the category of care of senior citizens
 - subchapter 1.2
SWOT analysis of the Coordination Group for the category of care of senior citizens – December 2003
 - subchapter 1.3
Draft Goals and Measures for the consultation process for the category of social assistance and care of senior citizens
 - subchapter 1.4
Draft Goals and Measures for the consultation process for the category of social assistance and care of senior citizens

example of the next structuring of the text in the following table

Goal:	Development of sheltered housing for long-term mentally ill clients
brief description of the Goal:	
summary of all measures leading to the attainment of the Goal:	
Measure:	Establishment of 10 sheltered places for living for long-term mentally ill people
characteristics of the Measure:	
expected impact of the Measure:	
expected costs for the implementation of the Measure:	Development of 5 sheltered flats
expected funding sources:	Town of Ústí nad Labem Ministry of Labour and Social Affairs of the Czech Republic Ústí nad Labem Region

expected number of clients (per day, month, year)	10 clients/year
organizations participating in the implementation of the Measure	Fokus Ústí nad Labem
is it the development of a new service or programme Yes x No, description	Yes
performing organizations:	Fokus Ústí nad Labem

The total size of the Draft Plan is 100–120 pages for all target groups for a community of 100,000 people.

Step 6 – Consultation process of the Draft Community Plan

What is a consultation process

After the development of the Draft Community Plan of Social Services, we need to prepare the environment for its consultation by the professional and general public. In order to reach real consensus and have a valuable community plan, we need to present the developed draft for public consultation, which is subject to certain rules.

Basic principles of the consultation process

The basic principle of the consultation process is its clarity and transparency. We should try to address as many citizens, users, members of the professional public, employers and politicians as possible. The course of the consultation process should be discussed by the local political representation. The Municipal Council should take note of the document produced for the consultation process.

Various individuals and organizations can comment on the Draft Community Plan, including the founding authority, natural persons and various divisions and departments of the Municipal Authority as well as political clubs.

For the preparation and organization of the consultation process you need the following:

- development of the organizational background for the consultation process, including the establishment of a team for the administration of comments on the Draft CP
- formulation of the information and promotion strategy
- development of a timeline for the consultation process
- establishment of distribution and information points for the consultation process
- distribution of the Draft Community Plan through the distribution points
- development of the commenting questionnaire
- political support and categorization of comments
- organization of a conference in order to officially start the commenting process for the Draft Community Plan

Implementation of the consultation process

- the entire process is implemented in written form
- information provided via the internet and over the phone is also used
- commenting questionnaires are available at the contact points
- completed commenting questionnaires can be sent or submitted personally at a specific place
- a book of comments is produced
- anonymous comments are not recorded
- comments are categorized according to previously formulated and approved criteria
- the categories of comments are defined in previously established and approved working groups in accordance with the management structure of community planning

Involvement of commissioners, the professional and general public, users and employers in the consultation process

- **Involvement of commissioners**
Define ways of involving commissioners
- **Involvement of the professional public**
Define ways of involving the professional public
- **Involvement of the general public**
Define ways of involving the public
- **Involvement of users**
Define ways of involving users
- **Involvement of employers**
Define ways of involving employers

Step 7 – Development of the final version of the plan

In Step 7, we develop the final version of the plan. We need to incorporate the comments from the consultation process in it and then we present the plan for approval to the Committee for Health and Social Issues, the Municipal Council and the Board of Representatives. After the approval, we distribute the plan to the target groups and the public.

Develop the final version of the plan:

The final version of the plan is developed after the incorporation of comments and has the following structure:

Part A Introduction

1. Purpose of the 2nd Community Plan
2. Structure of the Plan
3. Principles and values of the 2nd Community Plan
4. Process of the development of the 2nd Community Plan
5. Context of the plan at the national and regional levels

Part B Information needed for planning

1. Basic demographic data for the relevant year
2. Outputs from the information system for social services in the region of Ústí nad Labem and data for the relevant year
3. What the 2nd Community Plan is based on

Part C Resources needed for community planning

1. Information on the funds allocated to the social sphere in 2002
2. Funds needed for the implementation of the 2nd Community Plan

Part D Planning framework and the consultation process of the 2nd Community Plan

1. Structure of the planning process and coordination of services in Ústí nad Labem
2. Consultation process and recording of citizens' comments

Part E Development of services and care for individual target groups

(the following text is divided according to the number of categories the plan is developed for)

category no. 1 Social assistance and care of senior citizens

1. List of Coordination Group members
2. Outputs from the information system for social services in the region of Ústí nad Labem and data for 2002

3. SWOT analysis of the Coordination Group in the category of care of senior citizens
 4. Goal: Provision of residential services
 5. Goal: Provision of field services
 6. Goal: Increase of qualifications and awareness of senior citizens
 7. Goal: Development of transborder cooperation
- (followed by texts for other categories with the same structure)

Part F Common goal for eight categories of social assistance and monitoring of the 2nd Community Plan

1. List of Management Team members
2. Goal: Coordination, planning and evaluation of social services in eight categories of social assistance

Part G Conclusion

1. Important contact details
2. Questionnaire for the citizens of the town of Ústí nad Labem

Other necessary activities in the final phase of the plan

- proofreading of the plan
- translations of the plan, if necessary
- graphic design of the plan
- printing
- distribution of the community plan in accordance with the agreed distribution list

We have just completed the first two phases of the plan. We have developed the Plan and had it approved and we can move on to the Implementation Phase of the planning process.

Step 8 – Plan implementation

By entering Step 8, we get to the implementation phase of the planning process. We should use what we have developed in the previous seven steps to the maximum possible extent. This way, we will be more successful with the implementation. The purpose of Step 8 is to implement the plan in practice, which primarily means to implement a major part of the Measures and attainment of the Goals formulated in the plan. For the implementation of the plan, we should also use the management and organizational structures set up in Step 2 of the plan to the maximum possible extent.

Community plan multi-source funding

This chapter presents more details about the funding of the Goals and Measures formulated in community plans through projects, with special emphasis on EU projects.

EU projects and other external sources are a major source of funds for the implementation of plans. **Project management** is therefore one of the crucial **skills** of responsible managers and experts for a successful implementation of community plans.

On the basis of the general plan that we have developed for 3 years, develop annual implementation plans and ensure their regular updating.

A good practice example from Ústí nad Labem describes a process of how a need of clients in the category of employment can translate into a community plan measure, then into a project plan in the project hub, then into a project application for an EU programme and

then into two specific new services. These then translate into 22 new job opportunities for mentally ill users and two new programmes in the field of social enterprise.

Are you asking how long this path is? About five years. We will try to describe it to you in a time table on the example of two new services that have gone through this process.

The first is a **catering workshop** producing cold meals, food for bashes and refreshments **for the public**.



The other is the “half way café“ **Bárka café**, which is an open café on the free market where disadvantaged people work.

Both services are social enterprises that are competitive on the free market and have created 25 job opportunities for disadvantaged people. Both social enterprises were a result of the community planning process in Ústí nad Labem. They were implemented by the non-profit organization Fokus Ústí nad Labem, which is an association for care of the mentally ill.



Example:

Time table describing the process from **clients needs to a service for clients**

Year	Activities
2003 March to November	The 2nd Community Plan for 2004 to 2006 is developed, formulating measures for service development in the category of employment of mentally ill clients
2003 April to May	Mapping of needs of mentally ill people within the process of development of the 2nd Community Plan where the need for employment with special focus on dignified employment of people with a psychiatric diagnosis was identified as a priority – 25 job opportunities
2003 May	Consultation process of the 2nd CP, no comments on the measures
2004 January	Implementation period of the 2nd CP, start of implementation of measures
2005 September	Study trip to England where we get the idea of establishing a catering social enterprise and a “half way café“ as a project that would implement the relevant measure of the 2nd CP in Ústí nad Labem
2005 March	Presentation of the project plan within the Active Policy Programme – Development of Human Resources, the Labour Market and Social Services
2005 November 30th	Development of the 1st version of the project
2006 February to March	Formulation of the project application for EU JROP
2006 March	Submitting of the project application by the civic association Fokus Ústí nad Labem to the granting scheme
2006 June	Approval of the project in EU JROP for 24 months
2006 September	3rd CP for 2007 to 2009
September 2006 to April 2007	The project has been approved, beginning of implementation, training and requalification activities, selection of premises, reconstruction, purchase of equipment and furnishings, development of the marketing plan for social enterprise, selection of employees, preparation and selection of clients
2007 April 4th	Opening – pilot operation of the catering workshop
2007 May 15th	Opening – pilot operation of Bárka Café
2008 April 4th	First anniversary of the launch of the rehabilitation programme – catering workshop
2008 May 15th	First anniversary of the opening of the workshop – Bárka Café
2008 June	Well-established programme with a one-year pilot operation under the European JROP, providing job opportunities to 22 mentally ill clients

Sustainability of community plan goals and measures

During the implementation of a community plan, it is crucial to ensure the sustainability of the newly developed service. It is necessary to plan services that have a chance to be sustainable in the long term.

This means that each service that was developed within the community planning process should address client needs in the long term.

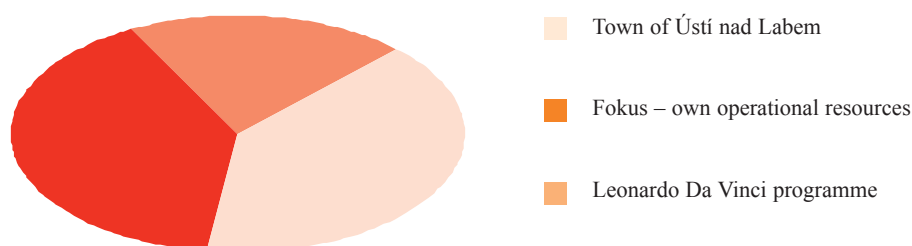
When we have a look at the above example of the service from the perspective of multi-source funding, we see that the establishment of an entirely new service was supported from EU funds and the Czech Republic's national budget. The preparation of the project was supported by the Chartered Town of Ústí nad Labem and the non-profit organization Fokus Ústí nad Labem, and there was also a subsidy from the Leonardo Da Vinci programme for a mobility project to Great Britain where we got the inspiration for the catering workshop. The reconstruction of the premises was funded by the civic association Fokus Ústí nad Labem. The premises for the operation of the café were provided by the Chartered Town of Ústí nad Labem. 80% of the two-year long pilot operation was covered from an EU project. After its completion, the service, providing job opportunities for disadvantaged people, will be integrated in the network of sheltered workshops supported by the Job Centre in Ústí nad Labem from the budget for the Active Labour Market Policy. From then on, the service will be financed from the revenues of the civic association Fokus.

Our experience shows that the life-cycle of each new community plan measure can be divided in three stages:

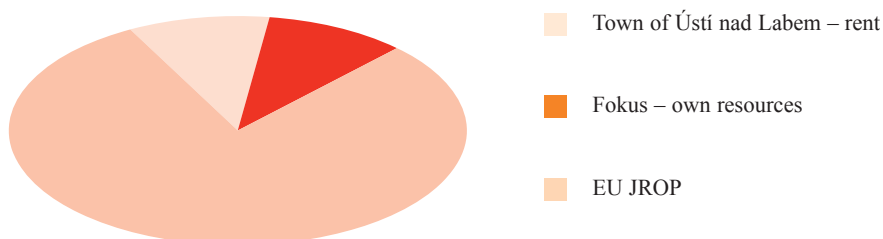
- preparatory stage
- pilot stage (with possible investments)
- standard operational stage

In each stage of the life-cycle of a new service, different organizations and funds are involved. The following charts show how everything changes over time.

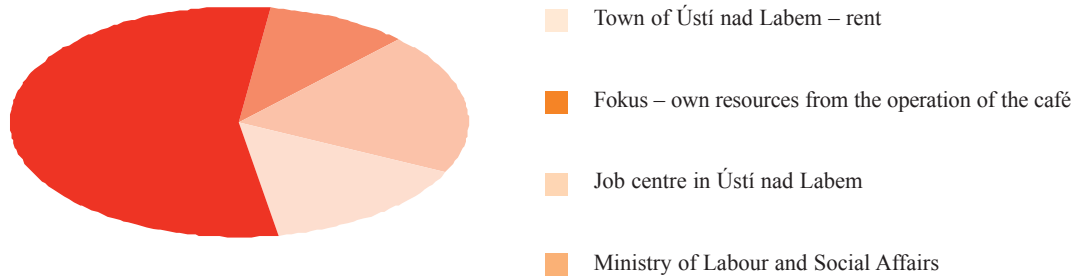
Multi-source funding of project preparation



Multi-source funding – pilot operation



Multi-source funding – regular operation



Multi-source funding – investments in reconstruction of premises



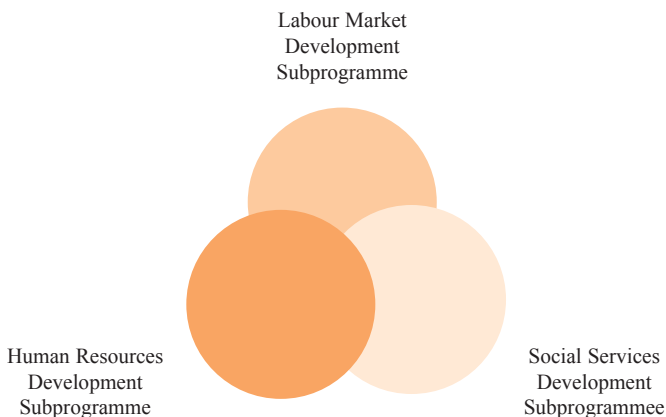
The example shows that at the middle management level, you need to secure relevant competences and responsibilities of managers for this activity and good communication as well as the involvement of all commissioners, including job centres. For this, a sustainable organizational structure will serve again, including a Management Team, Team for Planning, Agreement Group and Coordination Group headed by the **Provider** – the project owner.

The example also shows that for community plan implementation and especially for the development of new services, it is important to know and ensure high quality project management and subsidy management. It is good practice to develop tools that will allow you to work systematically.

Systematic tools providing multi-source funding of community plan measures and goals include e.g. the following, as the good practice example from Ústí nad Labem shows:

Active Policy Programme of the Chartered Town of Ústí nad Labem

The Active Policy Programme has 3 subprogrammes:



The town's Active Policy Programme has been in existence since 2003 and it is operated under the Committee for Health and Social Issues of the Municipal Council of Ústí nad Labem. It is directly linked to the community planning of social services in Ústí nad Labem as one of its direct tools.

It secures multi-source funding for Goals and Measures and, through projects, also specific social services as well as new job opportunities for disadvantaged people from external resources, mainly funds of the European Union and various foundations.

The Programme has standardized processes for its implementation.

1. The Programme includes the development of a **Project Hub** consisting of project plans based on the Measures and Goals from service community plans
2. A **Cover Letter**, in the form of a project fiche, is attached to each project plan.
3. Project fiches are submitted by the end of September to the Community Work Centre Ústí nad Labem.
4. All project fiches are processed, subsidy management is implemented and a **Project Hub** is developed.
5. In the second half of the year, there is a **joint** meeting of the Committee for Health and Social Issues of the Municipal Council and the Management Team for community planning where all project plans are presented.
6. At the joint meeting, individual project plans are **prioritized** and individual project fiches are scored.
7. Project fiches are then ranked according to their scores and **funds are allocated** for the development of high quality project applications for the granting schemes of the EU and various foundations.
8. **Subsidy management** is again applied to each project according to their focus, objective and target groups, and a suitable source of funding is identified, ideally several of them.
9. Now the team starts formulating a **draft project application**.
10. Once the call for grants proposals has been announced, an official **project application** is completed in the relevant project form (BENEFIT, ELZA).
11. During the completion of the application, **consultations** with managers from the Community Work Centre Ústí nad Labem take place and **the project is submitted** to the selected granting scheme.
12. All project applications must meet the criterion of technical eligibility for the following procedure of expert assessment.

Timely development of project applications under ESF EU and other funds leads to a high success rate in receiving funds from EU funds for the funding of community plans, which is illustrated in the following table.

Year	Developed projects	Supported	Not supported	Waiting projects	Allocated by the town in CZK	Obtained in grants in CZK
2003	20	14	6	0	1 146 000	19 013 103
2004	16	13	1	2	1 890 000	51 095 465
2005	15	13	1	1	1 223 000	31 650 700
2006	19	5	3	11	1 689 160	13 457 693
total	70	45	11	14	5 948 160	115 216 961

Step 9 – Plan evaluation

The aim of this section is to inform you of the importance, methods and processes of evaluation and monitoring in the individual phases of community plan development and implementation. For the purpose of community planning, we will use the word evaluation for a process of thorough collection and analysis of information on the process of community plan development and implementation as well as on its qualitative and quantitative outcomes, with the aim to take the necessary decisions.

What is the purpose of community planning evaluation

If you apply the evaluation process well, it can help you e.g.:

To verify whether you are really achieving what you think you are achieving. It often happens, that plans of what new services to provide and for what number and type of clients, depart from their original intention at the moment when you start implementing them. Evaluation can help you check whether the planned service is provided as it was planned.

For this we use:

- **Process evaluation**

To think about the real goals of the newly developed service and primarily how successful you are in the attainment of these goals. For this we use:

- **Goal evaluation**

To obtain information on changes in the developed services, on what works and what does not work and why. For this we use:

- **Development evaluation**

To understand, verify and measure the impact of provided services on the target groups of users. During the planning of services, the service provider sometimes relies on his experience and established practice but is the service really what the clients need? Answers to such questions are provided by:

- **Evaluation of qualitative results**

Evaluation can also e.g.:

- Provide data that you can use for the promotion and communication of the community plan with various target groups
- Provide feedback to all community planning stakeholders (commissioners, providers, employers and users)
- Better identify target groups that need more attention or support
- Create alternative approaches to the resolution of an identified issue
- Provide information on how to implement community planning more efficiently and economically

Types of evaluation

Evaluation can focus on various aspects of community planning and can take various forms. The type of evaluation that you will select depends on what you want to learn about the community plan.

Community plan evaluation can be approached according to:

1. What phase of community planning you perform the evaluation in:

- **Planning evaluation** (during the planning of the community plan development process)
- **Formative evaluation** (during community plan implementation – e.g. annual community plan evaluation)
 - **Implementation evaluation/monitoring** (evaluation of the implementation of individual steps and activities defined in the community plan)

- **Development evaluation** (evaluation of the development that the community plan participants made during its implementation)
 - **Summative evaluation** (summative evaluation after the completion of community plan implementation – e.g. as a basis for the preparation of the following community plan)
- 2. What kind of information** you want to obtain:
- **Goal evaluation** (to what extent the goals are attained)
 - **Process evaluation** (how the community plan works)
 - **Evaluation of qualitative changes** (how the community plan changed the behaviour and actions of all target groups)

In Step 9 you should decide on and implement evaluation from several perspectives

1. Evaluation of **processes** during community plan development
 - Formulation of evaluation questions
 - Identification of suitable data collection techniques
 - Data collection
 - Data analysis and interpretation
 - Provision of information on evaluation outputs to relevant target groups
2. Evaluation of community plan **implementation** (annual evaluation of the implementation of the plan)
 - Formulation of evaluation questions
 - Identification of suitable data collection techniques
 - Data collection
 - Data analysis and interpretation
 - Provision of information on evaluation outputs to relevant target groups
3. Evaluation of community plan **goals**
 - Formulation of evaluation questions
 - Identification of suitable data collection techniques
 - Data collection
 - Data analysis and interpretation
 - Provision of information on evaluation outputs to relevant target groups
4. Basis of **economic** evaluation in community planning
 - Cost evaluation
 - Cost – Benefit Analysis

Step 10 – Contractual and other relations in the community planning process

Legal background of community planning of the development of social services

In March 2006, Act no.108/2006 Coll. on Social Services (effective as of January 1st 2007) was adopted in the Czech Republic after many years of preparations. It introduces and defines the new term **mid-term plan of the development of social services** at municipal and regional levels. The Act gives municipalities **the possibility** of developing a mid-term plan of the development of the social services that are specified in the Act and **lays down the obligation** to develop such a plan (if the municipality decides to develop it) “in collaboration with the region and providers of social services in the municipality and with the participation of the people the social services are provided to“. The Act lays down the obligation to develop mid-term plans to regions and to monitor their implementation and

evaluate them in collaboration with municipalities, representatives of providers of social services and representatives of the people the services are provided to. The Act also lays down the obligation “to identify needs for the provision of social services to individuals or groups within their territories“ to both municipalities and regions.

This process, prescribed in the Act on Social Services for the development of mid-term plans of the development of social services, is in management theories of public administration sometimes called **community planning** and the cooperation of territorial self-governing units as the “**commissioners** of social services“ with their providers and people they are provided to – service **users** – is called “community planning **triad**“.

Although it is not regulated by any other legal regulation, the triad scheme always could be (and sometimes also really has been) applied by municipalities and regions in the formulation of complex programming documents of the social and economic development – strategic plans etc. – where the local government, due to its general legal obligations, again plays the role of “the commissioner“. Providers can include any entities participating through their activities in the local social and economic development (municipalities/regions themselves or organizations founded by them, employers, public administration authorities, industrial associations and chambers, various non-governmental organizations etc.) ,and users include at the most general level all citizens – the triad principle is maintained.

In public administration and among non-governmental organizations providing social care there has been a trend interpreting community planning and the development of mid-term plans of the development of social services pursuant to the Act on Social Services as the same concept. This is, however, a dangerous narrowing interpretation. In fact, the Act only connected and specified the content and process aspects of development planning for the specific area of social service provision. In a self-governing area, it is possible (and also desirable from the perspective of the legitimacy of the outcomes and the efficiency of the implementation) **to develop any development programmes in the public interest through the community planning process.**

III. COMMUNITY PLANNING PRINCIPLES FROM A TO Z

No matter what approach to community planning you opt for, there are general principles that apply to most situations. This section of the guideline summarizes the most important ones. Accept them and adapt them to your conditions.

- **To accept various procedures**
Accept various procedures with which you will start community planning at a local level; identify the starting point and gradually aim at the standardization of all your processes so that you go through all the necessary steps that will take you where you want.
- **To accept limitations**
Accept limitations and incorporate them in your community plans; try to define, describe and process the limitations as you work with them.
- **To accept various links**
Ensure synergies of local services including social, healthcare, educational, labour market and other services.
- **To be honest**
Even in critical situations and emotionally intensive discussions, try to act honestly, express your disagreement and admit ignorance; only this way you will maintain authority in the community in the long term.
- **To be transparent**
Make sure that your decisions are transparent for the other participants. Write minutes and resolutions from all meetings, plan what will be decided at meetings, do not meet with politicians separately and do not try to get advantages for yourselves or your services; if it happens, try to cultivate added values that you personally or your facility get from the work and speak about them.
- **To be a visionary but still realistic**
Gradually translate long-term visions into real programmes, services and projects the community works on together; thereby you will prove that long-term visions are necessary for long-term local development and that they are not just to play a visionary.
- **To have fun**
Create also informal opportunities to support solidarity of the groups and to create a pleasant non-work atmosphere, such as programmes for clients, sporting competitions for the teams, charity concerts, children's days, bonfires and off-site meetings after which you can spend enjoyable social evenings together.
- **Deinstitutionalization**
With the help of the plan, implement changes and shifts from institutional care to community care.
- **Flexibility**
Be open to changes and be ready for them. Changes are indispensable and necessary; they prove that the community planning process is lively and open. Nevertheless, set limits for how you will deal with changes and discuss them. Flexibility is part of a good planning process – do not be afraid of it.
- **Service quality**
Try to implement processes that will allow increase of the quality of provided services; by increasing the quality of care you will often cover many user needs without having to establish new costly services.
- **To communicate**
Try to communicate all the time. The Czech proverb “If they throw you out through the door, come back through a window“ applies. Communication makes 50% of successful community planning. Develop a communication plan and work programme; only this way your communication will be successful and focused and you will spend adequate time on it.

- **Quality, not quantity**
Sometimes it is better to do less even in community planning; make sure there is balance between the number of new services, the reduction and transformation of existing services and the quality you are able to provide to clients. Bear in mind that you will be evaluating the plan and presenting achievements and failures to the public, politicians, employers and possibly also other groups, and it is better to present that you have managed to implement 90% of the plan than 30%. Be sure that what you cannot deal with now will have to be resolved later anyhow.
- **Motivation**
Is the question of funds one of the principal motivations? The funds will not be sufficient for everything you plan. You need to have sufficient supporting evidence for argumentation. You may also prepare questions for politicians such as “would you like to live in this home when you grow old?” It is also necessary to have and know data from surveys and information systems as well as selected studies if there are any.
- **Possibility of choice**
To enable people to live in their own homes, with care and support, where they themselves choose to live. To ensure availability of the service and the possibility of choice for service users.
- **Local ownership of the process**
Each community planning process is individual, depending on the needs of the community and users, on what the community suffers from and what needs to be changed. Each community, however, goes through similar steps that it has to implement in order to develop a good plan. Both the process and the plan are in the ownership of the given community.
- **To combine methods**
Opt for various approaches and procedures and be creative; thereby you will maintain motivation and raise interest. Go for alternative working methods.
- **New opportunities**
Use the community planning process to identify new opportunities for all the stakeholders.
- **Verification**
Verify the correctness of your conclusions, goals and measures.
- **Personal initiative**
Engage yourself so as to maintain your energy and motivation throughout the entire period of plan development and possibly also plan implementation. Engage yourself where necessary, plan your involvement over time and where possible, leave the initiative gradually up to the others even if you think that they will not do it as well as you. Find a good sparing partner for cooperation and protect yourself against the burn-out syndrome.
- **To support cooperation**
Motivate all the participating groups and individuals for cooperation repeatedly, identify areas where their importance is visible, try to make your cooperation visible in the public, provide a problem-free background for the work of others, e.g. provide access to computers to users that often do not have it, establish cooperation on projects, organize trips abroad etc.
- **To plan the process carefully**
Plan the process thoroughly and carefully, develop your own plan of how to proceed in the community planning process, plan resources and capacities and evaluate, modify and stick to the plan.

- **To plan in view of the local context and the absorption capacity**
Before the beginning of the planning process, map the local situation thoroughly, not only in the area of user needs but also as for the capacity of organizations, political assignments, social priorities, shared ideas of the community, local traditions etc.; study available documents, analyses, strategic plans, resolutions of the Municipal Council and the Regional Council and plans of job centres; obtain information on important employers.
- **Prepare everything you need**
Prepare the entire planning process carefully the best you can “here and now“, arrange all necessary services and prepare the technical background; start planning, do not wait for “ideal“ conditions that will never occur, you will only lose valuable time, energy and motivation.
- **The process is as important as the product**
Focus on the process that will result in a product, i.e. a plan. If the process is not related to real life, the plan will only stay in someone’s drawer like in many cases in history. Some plans, however, were crucial for development; try to make sure that your plans will be the important ones and, after their approval, the community will be able to implement them. This will demonstrate the quality of the process led by you. Always bear in mind that it is necessary not only to plan things but also implement them as community planning is a cyclic process.
- **Adequate requirements**
Require from the others only a little more than they can do, give them space to learn new things, take them in and approach them as they want; motivate them and appreciate even small achievements and work with long-term motivation.
- **Use experts adequately**
Do not learn specialized expert skills; where necessary, engage professionals and experts, you cannot know everything the community planning process requires, hire experts on education, needs analysis, information system, economic analyses, public relations, supervision, consultancy etc.
- **To work in the location**
Work in field, deal with practical issues, work in the location or set the coordination system so as to have enough coordinators in the location where you work, proceed from bottom up.
- **Proceed from bottom up**
Do not be afraid of the opposite procedure either – combine procedures.
- **Response to local needs**
Extend care so as to accommodate new, previously unaddressed, requirements and needs.
- **To respect local knowledge**
Do not act superior, work with local knowledge and skills; only this way you will be sure that the plan is developed by the local community according to its needs and not that it is adapted to your visions and ideas.
- **Sharing of goals by the community**
Work on the achievement of aims and goals that are shared by the community (politicians, experts, users and the public); involve job centres and employers in the regional service network and the labour market; community planning is a good opportunity.
- **Cooperation between various target groups**
Make sure the plan is disseminated at various management levels and coordinate the dissemination of plans in various target groups, service types and territories; you will thereby prevent unwanted duplicity and high costs of the plan.

- **Accountability to constituents**
Enable effective checking and accountability towards constituents as well as increase in the availability of social and employment services for disadvantaged people on the labour market. Due to plans, politicians become more transparent to the community – they act more clearly and speak about what has been achieved.
- **To agree with rules and limits**
Formulate clear rules and limits that you will respect during the process; on the other hand, do not reject situations where informal structures are set up or new processes for consultation are created.
- **The right pace**
At the beginning, try to set the time that is available for the planning and discuss it with all the stakeholders. Too little time will lead to formality of the entire process. On the other hand, unlimited time may lead to never-ending meetings and discussions without any outcomes of the work. It is as harmful and results in apathy of the community towards the entire process and often the reprobation of the community planning method.
- **To share control**
Divide the control system in several groups and managers, share control of goals and tasks that you have set, share control also with relevant institutions, and define control limits in contractual relations.
- **To practise**
Even if you do not get things right for the first time, do not give up; be sure that practice and repeating the same situations will improve your skills; nevertheless, where possible, learn new skills through training courses.
- **Respect for people**
Be sure that users also have good visions and experience that will help you make the right decisions; involve them at all levels of the entire process. Try to put yourself in other people's shoes.
- **To learn from the others**
By cooperation of a large and diverse group of people you have enabled to create an environment where you can learn from one another. Try to find people that will work for you – find good team-mates.
- **To keep momentum**
How to charge the system with energy? Where to start? Analyze where the energy is in the location. Demonstrate efficiency of the system – identify places where it works. Start so as to win – then it will continue its own life. Keep on going, try to maintain your own energy and not to lose interest – do not stop seeing the others, be ready for ups and downs, use the media. The community will give you energy.
- **To avoid slang**
Use an understandable language, create glossaries of terms, do not use slang words that only a limited group of participants can understand; you would indirectly create hierarchy in the working groups.
- **To build local capacities**
Build local capacities, organize training together and exchange meetings, share experience, organize conferences, hire experts you currently need, acquire new capacities for new opportunities, learn new project management skills and also learn skills that are not directly related to social service provision but with management.
- **To find the right moment**
Identify the right moment when you want to implement the planned change and plan the changes over time. Do not forget that it is not possible to do everything at the same time, you will not have enough money, people, political support, expert support and your own energy.

- **To use funds effectively**
How to operate with the funds we can afford? With the help of high quality projects acquire new funds for the system, use the funds for new, more quality services, use the funds also for a new infrastructure for social services and the entire social sphere, e.g. for new information and consultancy services, new skills in public relations, marketing, service quality management etc.
- **Belief in the others**
Be sure that only in cooperation with the others you will be able to implement the entire process, do not underestimate the skills and approaches of the others, try to find common procedures and approaches, delegate competencies and responsibilities wherever possible; you need to arrange cooperation of many people in the community for the community planning process.
- **To use facilitators**
Use experienced facilitators whenever you do not feel like managing complex meetings for various reasons, you are not impartial, you want to stay aside, you have a complex problem to resolve and you expect that various parties will promote various interests and you need to reach consensus, you organize a big representative event etc.; lay down the conditions and outputs of his work in the contract with the facilitator. It is recommendable to find experienced experts.
- **To use local talent and good practice examples**
Use the resources in your community, examples brought from elsewhere are not always suitable, combine examples from abroad and if there is an extraordinary personality in your community who can support your work or who can help you illustrate good examples, do not hesitate.
- **To visualize and share visions**
Organize meetings with politicians where you can learn about political visions and inform one another of the visions; visions are often not shared and remain only within one group. Visions of what we want to achieve, common ideas and vision sharing are good foundations for bridges between various interest groups.
- **To involve all stakeholders**
Involve commissioners, providers and users and motivate employers and job centres for community planning. Involve all the groups in the planning, implementation of activities and financial management in the location – the community will be more efficient with the use of the synergy effect that municipalities, regions, job centres, employers, providers, users and the public can bring to planning.
- **To involve all parts of the community**
Involve all parts of the community in the plan; if you leave any of it out, it is necessary to say it and explain the decision.
- **To record and document**
Document and record everything carefully, archive it and create back-ups; if there are any misunderstandings, the information will be useful.

IV. CONCLUSION

Dear colleagues, we believe that the description of our good practice from the Czech Republic will help you proceed more efficiently during the development of social economy in your country.

The staff of the Community Work Center in Ústí nad Labem wish you a lot of energy.

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NOTES



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