

Social planning at the local level

An ESN report which features
different approaches and models
of social planning across Europe

*Responding
effectively to
people's needs*





This report explores approaches, models and tools for local social planning from different European countries. It covers a number of themes: data collection, stakeholder engagement and services planning.

*Engaging
communities
for effective
planning*

*Better evidence
to support
decision-making*

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About ESN

The European Social Network (ESN) brings together people who plan, manage and deliver public social services, together with those in regulatory and research organisations. We support the development of effective social policy and social care practice through the exchange of knowledge and experience.

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For more information see: <http://ec.europa.eu/progress>

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1. Introduction

In the context of a renewed emphasis on the efficiency and effectiveness of public services at European level, the European Social Network (ESN) identified social planning as a key component of its annual work programme in 2014. As part of this work, ESN requested its members from social services departments in regional and local authorities to identify and provide examples of social planning practices across Europe and brought them together in a seminar and group discussions to exchange knowledge on the social planning process, models and tools.¹

Across Europe, there are different approaches to social planning which are influenced by historically evolved welfare traditions and different legal and policy frameworks. These differences have an impact on the duties of local authorities in social planning and on the policy fields they are responsible for. However, local authorities possess first-hand knowledge of the social problems of their communities and hold accountability for the local management and administration for services, thus they can play a key role in terms of leading or coordinating the social planning process.

Although there is not a unique definition of social planning, common features may include mapping the needs of the population through data collection and aggregation, assessing the data in order to target funding to the areas or sectors of highest need, continuous monitoring and evaluation, and the involvement of multiple stakeholders.

This report explores a number of approaches and models of social planning at local and regional levels, covering a wide range of themes, from data collection and aggregation through integrated planning (including financial, health and social planning) to services planning for different societal groups (children, adults with disabilities, older people).

¹ ESN organised a seminar in Vienna on 6-7 November 2014 under the title 'Social planning – developing more cohesive local communities' for over 80 participants from across Europe. Find more information on the ESN website: <http://www.esn-eu.org/news/543/index.html> (accessed on 16 February 2015).

2. What is the European, national and local policy context?

Across Europe, there are different approaches to social planning which are influenced by historically evolved welfare traditions and different legal and policy frameworks. Whilst the European and national level pursue a rather policy-oriented perspective on social planning, the local level focuses more on the needs of communities and the strategic planning of programmes and services.

The European context

Even though the EU competence in the sphere of social policy has remained traditionally limited², strategies with a distinct European dimension have emerged over the past years to respond to social problems. These may include the Open Method of Coordination, the Europe 2020 Strategy and the Social Investment Package. In addition, certain instruments, such as the European Union Statistics on Income and Living Conditions and the European Structural and Investment Funds, may assist relevant stakeholders in social planning.

In the framework of social policies coordination, EU Member States work with each other under the **Open Method of Coordination (OMC)**³. This cooperation framework consists of collectively identifying and defining objectives, setting up measuring instruments (statistics, indicators, guidelines), and benchmarking on a number of themes such as employment, social protection, social inclusion, education, youth and training. This allows EU Member States to compare each other in regards to the effectiveness and efficiency of their social policies.

The **Europe 2020 Strategy**⁴ aims to bring smart, sustainable, and inclusive growth to Europe. Employment, education, poverty reduction and innovation are key dimensions in this strategy. Local authorities are responsible for a range of these policy fields and strive to develop better social policies to contribute to the objectives of the Europe 2020 Strategy.

The **Social Investment Package (SIP)**⁵ provides a valuable framework for social planning at local level, as it advocates for using social budgets more efficiently and effectively to ensure adequate and sustainable social protection. When it comes to social services planning, the SIP advocates for a person-centred approach, which combines prevention, early detection and intervention.

The **European Union Statistics on Income and Living Conditions (EU-SILC)**⁶ is a Europe-wide household survey with data on income, poverty, social exclusion, housing, health and labour matters. The **EU-SILC** is an example of how the generation of data may contribute to the monitoring of a specific policy. The **EU-SILC** is compiled every four years by Eurostat, the EU's Statistical Office, and contributes to the monitoring of the EU 2020 Strategy.

Finally, the **European Structural and Investment Funds (ESIF)**⁷ are a useful instrument for planning social policies and services with a number of opportunities in terms of funding for local authorities and national governments. Particularly relevant in the social field is the social clause, according to which

² Official Journal of the European Union: Consolidated version of the Treaty on the Functioning of the European Union, notably Articles 4-6 and 9 ('horizontal social clause'), 26 October 2012. Available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:12012E/TXT&from=EN> (accessed on 13 February 2015).

³ European Union: Summaries of EU legislation. Available at: http://europa.eu/legislation_summaries/glossary/open_method_coordination_en.htm (accessed on 3 December 2014).

⁴ European Commission: Europe 2020. Available at: http://ec.europa.eu/europe2020/who-does-what/regional-and-local-authorities/index_en.htm (accessed on 22 January 2015).

⁵ European Commission, Directorate General for Employment, Social Affairs & Inclusion: Social investment. Available at: <http://ec.europa.eu/social/main.jsp?catId=1044&langId=en> (accessed on 3 December 2014).

⁶ Eurostat: European Union Statistics on Income and Living Conditions (EU-SILC). Available at <http://ec.europa.eu/eurostat/web/income-and-living-conditions/overview> (accessed 22 January 2015).

⁷ European Commission: Regional Policy. Funding. Available at: http://ec.europa.eu/regional_policy/index.cfm/en/funding/ (accessed on 30 January 2015).

20 percent of ESIF is to be devoted to social programmes addressing social inclusion and anti-poverty measures.⁸ These may include, for example, projects aimed at reducing early school leaving or improving school to work transitions. For local authorities, service planning may include looking for European sources of funding and developing strategies to access it and use it effectively.

The national context

The social planning process may be a useful instrument at national level to improve policy formulation as it may help national governments to gather and assess data, evaluate processes and involve relevant stakeholders when developing national policy. However, welfare traditions, legal and policy frameworks, and political and administrative structures vary considerably across countries affecting political and administrative practices. These differences impact on the role of public authorities in social planning and, in most cases, there is no definition of social planning at national level.

Speaking at the ESN seminar on social planning, Rudolf Hundstorfer, Federal Minister for Labour, Social Affairs and Consumer Protection in Austria, defined social planning as a coordination mechanism: *“Social planning refers to coordinated policies aimed at improving conditions for the population in the social field. It aims at achieving the best results for communities and all of society through stakeholder participation.”*⁹

In Croatia, the national government issued a Social Welfare Act as a policy framework for the development of social plans at sub-national level. It delegates the responsibility for social plans to counties and ensures technical assistance in the formulation process.¹⁰ Social plans cover different cash benefits as well as allowances in kind allocated to, among others, children and youth, elderly and retired people, people with disabilities, the unemployed, and people living at risk of poverty. Specific guidelines for the formulation of social plans require the acknowledgement of local community needs and call for evaluation and monitoring in the social sector.¹¹

The absence of a definition of social planning at national level can have a harmful impact on policy coordination and implementation between national and subnational levels. In reference to the situation in Ireland, Anne Helferty, Chief Housing Welfare Officer, Dublin City Council, explained at the ESN seminar that: *“Social planning in Ireland often occurs in the absence of a formal definition at national level of what social planning is. This can create difficulties when questions are asked at a higher level – they find it is more difficult to define the rationale and there is incoherence about the process, what exactly is to be achieved, expected time frames and outcomes.”*

The local context

European countries have different historically evolved welfare traditions and different legal and policy frameworks. These differences have an impact on the policy fields that local authorities are responsible for and their social planning duties. However, local authorities possess first-hand knowledge of the social problems of their communities and hold accountability for the local management and administration for services, thus they can play a key role in terms of leading or coordinating the social planning process.

Local authorities may be responsible for planning and implementing services from a wide range of sectors, including social care, primary health care/public health, housing, employment, education, or public transport. The quantity and quality of services in place depend on welfare tradition, legal and policy frameworks, the needs of local communities and the capacity of local authorities themselves.

⁸ European Social Network: How to access EU Structural and Investment Funds. An ESN Guideline for public social services for 2014–2020, p. 19. Available at: <http://www.esn-eu.org/raw.php?page=files&id=1154> (accessed on 23 January 2015).

⁹ Seminar: Social Planning – Developing more cohesive local communities. Organised by the European Social Network on 6–7 November 2014. Find more information at: <http://www.esn-eu.org/news/543/index.html>

¹⁰ In Croatia there are 21 counties, which are an administrative layer between the regional and local level.

¹¹ This passage has been drafted upon receiving information from the Service for EU funds, Ministry of Social Policy and Youth of the Republic of Croatia.

Local authorities cooperate with regional authorities to coordinate decision-making and public services management and implementation. As a matter of example, in the City of Sofia (Bulgaria), the Mayor ensures the participation of the Regional Directorate for Social Support in the development of municipal plans for the implementation of social services for people with disabilities. In Catalonia (Spain), regional authorities contribute to social planning by developing framework agreements and setting up joint technical teams for the development of neighbourhood plans.

Finally, local authorities also look for ways of engaging local communities in the planning process. In some cases, this involvement is on an ad hoc basis. In others, local authorities have formalised mechanisms for citizens' involvement. In the City of Stuttgart (Germany), participation of citizens is facilitated through cross-generational meeting points and platforms involving citizens and welfare organisations in order to discuss a number of social welfare issues.¹²

¹² City of Stuttgart: Website of the Social Planning Unit. Available at: <http://www.stuttgart.de/item/show/304732/1/dept/8288> (accessed on 23 January 2015).

3. How does social planning work in practice?

As a result of the research conducted, we realised that there was no unique definition of social planning. Therefore, at the ESN seminar, we brought together representatives from local authorities with responsibilities for social planning in order to discuss and identify in groups the main elements of the process in their local contexts. Participants in the group discussions highlighted that common features for social planning may include mapping the needs of the population through data collection and aggregation, having the right tools for financial and integrated planning in order to target funding to the areas or sectors of highest need, monitoring and evaluation phases, and the involvement of multiple stakeholders. These four elements are analysed in detail below.

3.1 How can data be collected and used effectively?

In any social planning process, the availability of accurate data is fundamental for the implementation of successful social policies and services. When it comes to data gathering and use, the most significant phases are **data collection**, **data aggregation** and the **integration of data in services planning** and implementation. In order to design, implement and evaluate effective social services, local authorities highlight the need for systematic collection, analysis and interpretation of the necessary data. Indicators can help them to collect the necessary data for improving knowledge in services planning and evaluation, for example in regards to the rate of severe material deprivation or user satisfaction with care services.¹³ Indicators need to be formulated on the basis of a clear definition of the concept, which is being measured, and the objectives, which planning authorities intend to achieve.

However, ESN members in local authorities highlight the lack of infrastructures for data collection and aggregation as well as concerns regarding the use of data from different sources, since the data may have been collected using different definitions and methodologies. Across Europe, there are a number of tools to improve data collection and aggregation. For instance, the poverty maps used in Central and Eastern Europe were discussed at the seminar. Developed by the World Bank, the poverty maps draw on the EU-SILC and population censuses to create maps, which identify the municipalities most likely to have the highest risk of poverty rates. This allows public authorities in the areas concerned to target funding, design and monitor policies and programmes more efficiently. Other examples looked at social reporting and monitoring mechanisms at local level, and partnerships between research organisations and local authorities for collecting and using evidence to inform local decision-making.

3.2 How can the planning process be structured?

Planning can have a positive impact on the effectiveness and efficiency of local social services. Having a well-designed subsequence of planning phases provides a structured framework that can consider all relevant aspects and stakeholders. However, social planning phases depend considerably on the kind of service and the user group for whom services are planned.

Planning phases can be **cyclical** with an agreed pace between all involved actors, e.g. on an annual basis, or for a **specific period of time**, e.g. three years. **Cyclical planning** refers to the subsequence of planning phases within a certain time frame that repeats itself after completion. Evaluations have an important role for the continuous improvement of the process. Though the specific subsequence of phases emerges from the local context and local issues addressed, a potential model of an annual planning process might look as follows:

¹³ European Commission, Directorate General for Employment, Social Affairs & Inclusion: EU social indicators. Available at: <http://ec.europa.eu/social/main.jsp?catId=756> (accessed on 04 February 2015).

- Data collection & monitoring
- Data management & evaluation
- Data analysis
- Synthesis report, plan, conception
- Discussion, negotiation & adoption
- Presentation
- Decision-making or implementation.¹⁴

Social planning can also have a **project-oriented** character, for example when a pilot programme for a specific social service is developed for a certain period of time. As opposed to cyclical planning, project-based planning takes place for a limited period of time. Though the specific subsequence of phases in a project may vary depending on the project itself, the planning structure for a project with a determined duration might look as follows:

- Needs assessment
- Platform settlements, tests, assessments
- Dissemination and exploitation.¹⁵

3.3 What tools can be used for better social planning?

Public authorities face a wide range of social issues, for which they require solid planning tools to respond in an effective way. Tools aimed at local social services planning may have a variety of purposes and address different issues. Some tools may be designed and applied in a specific field and for a particular user group, whilst others may be used at managerial level for enhancing administration procedures. There are tools that aim to enhance data sharing and cooperation between professionals in different sectors. This report focusses on tools for **needs assessment** and the **integration of financial considerations** in social policy planning.

When planning services, the initial stage is to undertake an **assessment**, which helps professionals have a comprehensive picture of an area or an individual. This serves as the basis for decision-making in terms of designing, providing and evaluating support services. People's needs can be complex and include a number of areas, such as health, social, housing, education and employment. Therefore, needs assessments may need to be undertaken by professionals from different sectors. In such situations, technology plays an increasingly important role. IT-based components are essential in the design of tools, as they can render tools both more effective (e.g. increase professionals' outreach) as well as more efficient (e.g. reduction of costs).

As a matter of example, the Northern Ireland Regional Health and Social Care Board (HSCB) has developed a **single assessment tool for integrated health and social care** which assists professionals in decisions regarding services for older people, such as nursing or residential home care, and offers a platform for cooperation between health and social care professionals. The tool also allows electronic sharing of information between the health and social sectors to ensure a person-centred pathway in services provision.

¹⁴ The description is based on the social planning model in Vienna, Austria. Although social planning models vary considerably even between the Germanic countries (DE, AT, CH), the model in Vienna incorporates many of the elements as described in the relevant literature, for which examples are: Kommunale Gemeinschaftsstelle für Verwaltungsmanagement: Modern social planning. A guide for local authorities (*title translated from German*), 2011. Available at: http://www.mais.nrw.de/08_PDF/003/Handbuch_Sozialplanung_Endversion.pdf (accessed on 13 February 2015). Alternatively: German Association for Public and Private Welfare: Recommendations for local participatory planning of inclusive communities (*title translated from German*), 14 March 2012 Available at: http://www.deutscher-verein.de/05-empfehlungen/empfehlungen_archiv/2012/25-11.pdf (accessed on 15 February 2015).

¹⁵ The description is based on a concrete three years project by Opac du Rhône (France), a public social housing agency, which was carried out in order to co-create residential environments for older people.

Social planning calls for an integrated approach at several levels. Given the mostly decreasing resources of public authorities, financial considerations are key. **Financial and social planning** should be seen as complementary rather than two separate processes. Therefore, it is important to have tools to help decision-makers assess the **cost-effectiveness** of different courses of action in social policy in order to improve social policy and services planning and render them more effective. An example of these tools is the **Calculator of Costs of Inaction** (CCI model) developed by an ESN member – the Mazovian Social Policy Centre in Poland. The CCI model consists of a toolbox that seeks to identify the costs that would be incurred in the future as a result of a lack of action in the present. The model follows a life cycle approach and covers a range of social issues, including disability, unemployment, homelessness and poverty.

3.4 What key partners do local authorities work with to deliver social planning?

Local authorities possess first-hand knowledge of the social problems of their communities and hold accountability for the local management and administration for services. Therefore, they can play a key role in leading and coordinating the social planning process, which requires them to work with a number of key partners for social planning to be successful. Working with stakeholders may take a number of forms and include **cross-sector cooperation** between professionals, **local communities engagement**, and **user-driven processes**.

Cross-sector cooperation refers to the ability of joint decision-making and collective administration.¹⁶ Such cooperation is useful as social groups like older people, young people or people with disabilities may have problems in very different spheres of their lives (e.g. health-, employment- or education-related). Bringing together professionals from different sectors in services planning improves service delivery. As a matter of example, in the Hungarian municipality of Győr a number of stakeholders came together to improve the accessibility of older people's services. In Greece, the Hellenic Agency for Local Development and Local Government (EETA) provides training on services cooperation and coordination for professionals in local authorities working on a range of services planning and provision (e.g. child protection, social care, housing).

Engaging and involving service users, their families and local communities in decisions about services at strategic level is important to ensure the effectiveness of the social planning process. **Community engagement** can happen through working with individual users in regards to specific services or representatives of user groups and the wider local community. This engagement has implications when it comes to the development of a system where the range of services delivered are steered by demand, with services becoming more responsive to the needs of users. This report addresses two examples of community involvement: a public scheme developed by the Catalan government that supports local neighbourhood development plans, and a Finnish example where involving users is part of local social innovation projects.

¹⁶ D. Grudinski et. al.: Management Challenges in Cross-Sector Collaboration: Elderly Care Case Study. The Innovation Journal: The Public Sector Innovation Journal, Volume 18(2), 2013, article 7, p. 5. Available at: http://www.innovation.cc/scholarly-style/7-418grudinski-elder-care_v18i2a7.pdf (accessed on 06 February 2015).

4. Challenges and opportunities for better social planning

This report has argued for the role of social planning as a tool to respond efficiently and effectively to the range of social issues that public authorities currently face. For example, it may help to guide the allocation of funds but also be of use for decision-making in terms of designing tailored policies and services. However, there are different approaches to social planning across Europe and these may be influenced by historically evolved welfare traditions and policy reform, but also by the socio-economic context. These may lead to possible challenges and opportunities for better social planning.

Welfare traditions and policy reform

Different welfare traditions and legal frameworks in Europe may have an influence in the social planning process. While in most European countries there are national guidelines, legislation or strategies that provide a legal base for the social planning process, the responsibilities between the national, regional and local level in the planning process differ. In some countries, local and regional authorities have powers going beyond the mere execution of plans, and may design their processes autonomously.

Territorial re-organisation is changing the institutional framework for social services in some countries. In the Netherlands, a major decentralisation process is shifting competences in social services to the local level in order to bring people at the margins of the labour market into employment.¹⁷ Other countries, like Finland, are also dealing with institutional reforms, which have an impact on the responsibilities of local authorities in social services.¹⁸ Local authorities seek to seize the opportunities through these territorial and institutional reforms in order to put in place social strategies and processes that respond better to the needs of their local communities.

Vertical cooperation between different government levels can be hindered through conflicts of interest, which may prevent professionals from working together. Specific guidelines can help to encourage a culture of cooperation between different public actors and serve as fertile ground for the work of interdisciplinary teams. Cultures of cooperation help to overcome silo-based approaches and create structures for the delivery of more integrated services.

In the wider context of social policies, social planning has been challenged by a lack of vision for a long-term strategy, which would be robust enough to survive electoral cycles. Local authorities have started to see the crisis as an opportunity and seize it as a catalyst for change in their social policies and services. As an example from the local level in Greece, Hara Diamantara, from the Hellenic Agency for Local Development and Local Government (EETA), argued at the ESN seminar that the crisis has resulted in a more demand-oriented and citizen-driven planning process at the local level.¹⁹

The socio-economic context

The socio-economic context and the financial and economic crisis have been having an impact on the

¹⁷ The Netherlands. Ministry of Economic Affairs: National Reform Programme 2014, pp. 26-27, 33, 75, 85, 89 regarding the Participation Act. Available at: http://ec.europa.eu/europe2020/pdf/csr2014/nrp2014_netherlands_en.pdf (accessed on 13 February 2015). OECD: OECD Territorial Reviews. Netherlands, 2014: Available at: <http://www.oecd.org/gov/regional-policy/territorial-review-netherlands.htm> (accessed on 13 February 2015).

¹⁸ Ministry of Finance: Europe 2020 – Strategy, pp. 18-21. Available at: http://ec.europa.eu/europe2020/pdf/nd/nrp2013_finland_en.pdf (accessed on 13 February 2015). And: C. André and C. García: Local Public Finances and Municipal Reform in Finland, OECD Economics Department Working Papers, No. 1121, 2014, pp. 19-20, 23-32. Available at: <http://dx.doi.org/10.1787/5jz2qt0zj024-en> (accessed on 13 February 2015). Finland.

¹⁹ This statement was part of Hara Diamantara's contribution to the concluding panel discussion at the ESN seminar on social planning in Vienna, which took place on 6-7 November 2014.

social sector for the past years, notably since 2008.²⁰ Factors like ageing, employment rates, migration and budgetary constraints create a dynamic context that affects the work of local social services in Europe.

However, the picture varies across countries. For example, in Austria, the target for the reduction of people at risk of poverty or social exclusion is at 235,000.²¹ Since 2008, a reduction of 127,000 has already been achieved. As a rather exceptional case in comparison to most EU Member States, Austria has already reached more than half of its Europe 2020 target.²²

Other European countries face more challenging circumstances in the form of structural unemployment and rates of poverty and social exclusion. In the New Member States (12 countries)²³, 30.0 percent of the population lived at risk of poverty or social exclusion as opposed to 'only' 24.5 percent in the EU-28.²⁴

At policy level, such data is critical for gaining a better understanding of national societal contexts, which is a prerequisite for the adequate and timely allocation of resources. At the same time, it opens the opportunity for cross-country benchmarking regarding countries' performance. For local social planners, such data is an important source of information in regards to changes of user groups and territorial areas. Data enables them to plan the most appropriate investment in relevant services and practices that respond to the complex needs of diverse groups. Data permits to gauge the quality and extent of changes and to respond to these changes in adjusting local social services.

²⁰ European Social Network (ESN): Contemporary issues in the public management of social services in Europe. Responding to the economic crisis and austerity, 2014, pp. 2-3. Available at: <http://www.esn-eu.org/raw.php?page=files&id=916> (accessed on 13 February 2015).

²¹ European Commission: Europe 2020 in your country. Available at: http://ec.europa.eu/europe2020/europe-2020-in-your-country/osterreich/progress-towards-2020-targets/index_en.htm (accessed on 13 February 2015).

²² The figures are an extract from a speech given by Edeltraud Glettler, Director General for European, International and Social Policy Issues in the Austrian Federal Ministry of Labour, Social Affairs and Consumer Protection, at the ESN social planning seminar in Vienna on 6-7 November 2014. More comprehensive information can be found at: Austrian Institute of Economic Research: Monitoring of Austria's Efforts Within the Europe 2020 Strategy, June 2014. Available at: www.sopol.at/get_file.php?id=1441 (accessed on 13 February 2015).

²³ The 12 new Member States are: Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia, Bulgaria and Romania. See European Commission: The 5th Enlargement. Available at: http://ec.europa.eu/enlargement/5th_enlargement/index_en.htm (accessed on 16 February 2015).

²⁴ Eurostat: People at risk of poverty or social exclusion by age and sex. Available at: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_peps01&lang=en (accessed on 13 February 2015).

5. Conclusion

Across Europe, there are different approaches to social planning which are influenced by historically evolved welfare traditions, different legal and policy frameworks, and the socio-economic context. These differences have an impact on the duties of local authorities in social planning and on the policy fields they are responsible for.

Although there is not a unique definition of social planning, common features include the need for a holistic approach to social planning including monitoring and evaluation, mapping the needs of the population through data collection and aggregation, tools for assessing the data in order to target funding to the areas or sectors of highest need, and the involvement of multiple stakeholders.

A holistic approach to social planning implies that local social services departments should benefit from adequate planning structures. These should allow them to collect data, assess needs, design and implement services, and evaluate their work across different target groups. Planning can have a positive impact on the effectiveness and efficiency of local social services. Having a well-designed subsequence of planning phases provides a structured framework that can consider all relevant aspects and stakeholders.

The systematic collection, analysis and availability of accurate data is fundamental for the implementation of successful social policies and services. Indicators help gather the necessary data if they are formulated on the basis of a clear concept's definition and the objectives intended to be achieved. Data can support practitioners and policy-makers in their daily work and become a driver for change – for example, by providing evidence as to where funding should be targeted. Local social services face a number of socio-economic issues, for which they require solid planning tools. These tools may be used for various purposes, including users' needs assessment, enhancing cooperation between professionals or conducting cost-effectiveness analyses.

The work of local authorities with stakeholders may take a number of forms and include cross-sector cooperation between professionals and the development of platforms for the engagement of users and the local community. As local authorities possess first-hand knowledge of the social problems in their communities, they play a key role in leading and coordinating the social planning process.

6. Compendium of practices

6.1 Effective collection and use of data

Social reporting and monitoring

Organisation: Social Welfare Office, City of Stuttgart, Germany

Website: www.stuttgart.de/sozialmonitoring

Summary: Social monitoring and reporting are two processes of data collection, which involve the City Council, politicians, parties, voluntary welfare organisations and the media.

The social monitoring process is led by the Social Welfare Office, which developed a system with key indicators. Indicators include data on basic employment, demography, housing, participation, income, transfers, education and health. A social monitoring group with 10 staff members from 10 different offices and departments works across the city administration combining data from varied administrative sources to build indicators for data collection.

The main tool used for **social reporting** is the **social data atlas**, a report produced every four years, which includes a selection of data on the basis of the indicators used for social monitoring. The social situation is presented in maps and analysed (cluster analysis) at different spatial levels. The main indicators are the numbers of recipients of unemployment benefits, the recipients of basic social security and housing allowance.

At regular intervals, parts of the social data atlas are presented to the Stuttgart City Council, together with concrete policy recommendations. Decisions made are implemented by voluntary welfare organisations, self-help groups or by other departments of the city administration.

Resources: **Social monitoring:** Technical implementation and support amounts to 5,000 €. A total of 20 people (including those collating the data) are involved in data maintenance and the further development of the social monitoring system.

Social reporting: 5 people are involved in the maintenance of the social data atlas.

Objectives:

- Ensuring transparent planning processes and accessible data
- Facilitating joint work of different stakeholders
- Increasing profile of social planning.

Outcomes:

- Including different perspectives into one social planning system
- Developing a more integrated social reporting system across target groups
- Improving local data for decision-making and funding for services and programmes.

Better Evidence for a Better Start

Organisation: Dartington Social Research Unit, England (United Kingdom)

Website: <http://tinyurl.com/nsn5ajq> (good practice example in Southend, England)

Summary: In the context of the partnership 'Better Evidence for a Better Start'²⁵, the Dartington Social Research Unit (DSRU) is working with five local authorities in Southend, Blackpool, Nottingham, Lambeth and Bradford to implement a range of evidence-based programmes and science-based innovations to improve child wellbeing and prevent later difficulties. In the long term, these services are expected to change the way that public systems and communities support families. The involved stakeholders include: senior leaders from local government, health bodies and voluntary organisations, local politicians, practitioners, residents and parents.

Resources: The DSRU team comprises 15 people working flexibly over the last 18 months to deliver this initiative across England.

Objectives:

- Providing valid and reliable data on the wellbeing of children and the services they receive
- Providing high quality, accessible information about what works to improve the wellbeing of pregnant women and children aged 0-3 years, and what affects healthy development
- Mapping current expenditure to identify opportunities to re-direct money towards prevention
- Engaging members of the community and public systems to make decisions together about the use of resources and to be accountable for the outcomes achieved for children
- Providing real-time data on the implementation of services
- Creating a local strategy for improving outcomes of pregnant women and children aged 0-3 years.

Outcomes:

- Carefully using high quality data to inform decision-making
- Incorporating the tools (the wellbeing data, fund mapping, what works guide, etc.) into a simple working method
- Allowing parents, residents, practitioners and leaders to collectively design evidence-based ways of improving children's lives, and to then be jointly accountable for the impact they make.

²⁵ Social Research Unit at Dartington: Better Evidence for a Better Start. Available at: <http://betterstart.dartington.org.uk/> (accessed on 13 February 2015).

6.2 Social planning structures

A cyclical approach to social planning

Organisation: City of Vienna, Department for Health Care and Social Welfare Planning, Austria

Website: <http://www.wien.gv.at/gesundheit/einrichtungen/planung/index.html>

Summary: The department has coordination tasks in the division for health and social affairs and is in charge of social planning, strategy development and needs assessment, as well as service development. To ensure sustainability in planning, most procedures, including evaluations, take place cyclically. The process is designed as follows:

Preparatory phase:

- Data and information collection, data (plausibility check, data processing et. al.) or information aggregation (collection of practices, comparisons of planning approaches)
- Submit reporting concept (Structural report, analysis, project report, etc.)
- Presentation and discussion of results with other organisations
- Review of report on the basis of feedback and creation of final report by the social planning department.

Planning phase:

- a) Creation of a needs assessment by the Health Care and Social Welfare Planning Unit or
- b) Creation of a concept in a working group.

Coordination and adoption phase:

- Submission and presentation of needs assessment or concept as well as discussion of results with operational departments
- Review of report on the basis of feedback and creation of final version of needs assessment or concept by social planning department
- Presentation of final needs assessment or concept by social planning department with principal (Executive City Councillor)
- Assessment through principal.

Implementation phase:

- a) Assignment for implementation planning (e.g. to an operative unit) or
- b) Further political negotiation and coordination process and/or
- c) Publishing of a report.

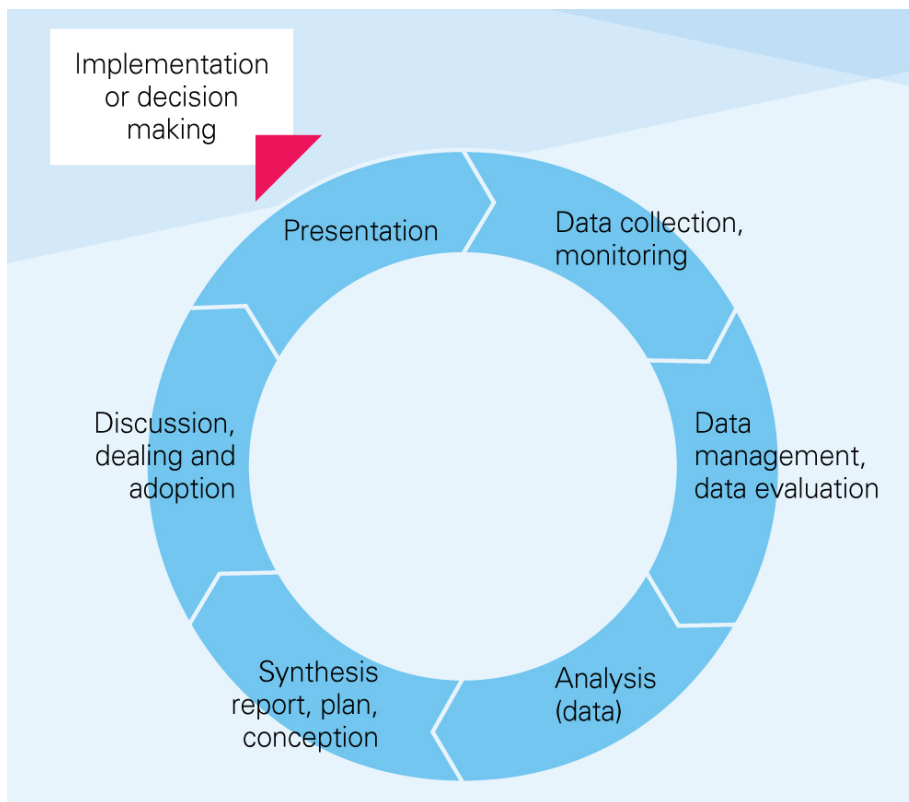
Resources 150,000 € each year for studies, process mediations and more

Objectives:

- Strategic alignment of local social policies through evidence-based planning
- Social planning unit assuming the role as honest broker.

Outcomes:

- Ensuring highest possible transparency and widely accepted process results
- Overcoming silo-based approaches in cooperation between different departments and linking 'operational with strategic knowledge'.



Graph 1: The social planning process in the City of Vienna

Source: Peter Stanzl, City of Vienna, presentation at ESN Seminar 'Social planning: developing more cohesive local communities', Vienna, 6 November 2014

Project-based social planning

Organisation: Opac du Rhône (Social Housing Organisation of the Rhône region), France

Website: www.host-aal.eu
www.idolink.fr

Summary: The project HOST: smart technologies for self-service to older people in social housing was a three-year pilot project (May 2011 to April 2014) aimed at co-creating social housing environments for older people. The project included three phases:

Phase 1 – Assessing needs and technological developments, pilot preparation:

Based on two focus groups comprising 20 potential clients, this stage defined the range of services to be delivered and the piloting conditions. In one year, more than 20 ‘co-design workshops’ helped to define the needs and expectations of older people for their everyday life. The approach of jointly working with volunteers facilitated the preparation of communication tools and training processes, as well as the evaluation forms.

Phase 2 – Platform installation, testing, assessment:

This stage consisted of widening the experimentation to a larger sample – 45 more volunteers, living in different suburban and semi-rural areas, joined the project. This phase was implemented in cooperation with community partners.

Phase 3 – Dissemination and exploitation

The project results were spread at European, national and local level. This covered a range of stakeholders like researchers, policy makers, the private sector, associations, users, secondary users (e.g. informal caregivers) and tertiary users (e.g. social housing companies). Different means of communication were used, notably websites, media, printed publications and a conference.

Resources: During the project, the budget was about 500,000 € per year. The annual costs of the technical platform (maintenance and support) today are estimated at 100,000 €.

Objectives:

- Providing easy-to-use technologies (digital tablet, PCs and smartphones) and services in social housing flats to enable better communication
- Ensuring better access to services on a self-help basis.

Outcomes:

- Reinforcing social inclusion of the elderly and facilitating their relations with family, service providers, and housing operators
- Helping the elderly to live more comfortably and stay at home longer.

6.3 Tools for better social planning

Electronic Single Assessment Tool

Organisation: Regional Health and Social Care Board, Northern Ireland (United Kingdom)

Website: <http://www.dhsspsni.gov.uk/ec-northern-ireland-single-assessment-tool>

Summary: The Electronic Northern Ireland Single Assessment Tool (eNISAT) is a tool for the assessment of older people's needs. It is used to gather all the information necessary to plan home care services for people with complex needs so as to enable them to continue living at home, with appropriate home care support, or to make a decision regarding the need for nursing or residential home care. eNISAT is designed to capture information required for holistic, person-centred assessment of the older person. It is structured in component parts and using domains which will be completed according to the level of health and social care needs experienced by the older person, from non-complex to complex. It comprises seven component parts: contact screening, core assessment, complex assessment, carer needs assessment, specialist referral form, specialist summary form, and reports of General Practitioners (GPs).

The electronic enabler for eNISAT has been implemented regionally across multi-disciplinary teams (nurses, social workers, cooperating health professionals) in all five Health and Social Care Trusts in older people's services. The project is now focusing on:

- ensuring full integration with other key regional systems (e.g. community information systems, electronic care records)
- facilitating the transition from a stand-alone tool to the electronic assessment recording process and becoming an integral part of the technological software for delivering integrated (admission and discharge).

Resources: 5.1 million € have been committed to the introduction and support of eNISAT over a 5-year period.

Objectives:

- Supporting staff in the use of the tool and ultimately delivering a single assessment process
- Assessing needs comprehensively through the use of a multi-disciplinary process and using a person-centred approach
- Improving users' service experience
- Fostering integrated and collaborative working between professionals.

Outcomes:

- Enabling a common approach to single assessment in older people services at regional level
- Ensuring the appropriate and secure sharing of eNISAT assessments both within and across Health and Social Care Trusts
- Supporting a managed and controlled approach to introducing mobile technology in community services
- Delivering more efficient administrative support for the assessment process.

Calculator of Costs of Inaction

Organisation: Mazovian Social Policy Center, Poland

Website: <http://kkz.mcps-efs.pl/angielski-engilsh.html>

Summary: The 'Calculator of Costs of Inaction (CCI)' is a tool for local and regional authorities, employees of welfare organisations and representatives of non-governmental organisations, as well as local communities and users. CCI allows the estimation of costs for social protection services and benefits aimed to address complex social problems (e.g. disability, unemployment, homelessness and poverty). It was created as a toolbox based on six instruments:

- **Social Calculator:** The Calculator presents the financial consequences of action or inaction in terms of delivering assistance to disadvantaged people. This allows analysing future effects as a result of (not) taking social support measures.
- **Diffuser for Social Innovation:** This diffuser is an interactive online knowledge base on social policy and social innovation. It contains a collection of publications, reports and studies.
- **Catalogue of Social Innovation:** This catalogue is a collection of information on projects including data on target groups, their needs, projects, forms of support, detailed information on the costs, time and area of activities, services and on outcomes.
- **Strategy Generator:** This generator provides guidance in suggesting a specific planning approach in the formulation of a local social policy strategy.
- **Network of Social Innovation Leaders:** The network is a hub for Social Innovation Leaders and serves as a forum for exchange, enabling Social Innovation Leaders to search for robust solutions and promote them.
- **Training System:** The Training System is an educational programme addressed at CCI users to enable them to make full use of the CCI at local level.

Resources: Average annual budget: 2.8 million PLN (700,000 €)

Objectives:

- Improving the financial effectiveness, efficiency and cohesion of social policies for all local authorities in the Mazovia region
- Testing the CCI in 25 selected local authorities and spreading the model
- Combining financial and strategic planning, focusing on activating social policy
- Developing social services, especially preventive, and activating services based on a person-centred concept.

Outcomes:

- Assisting authorities in the preparation of social policy strategies
- Improving the planning of social services budgets through IT tools
- Accessing data on good practices and social services implemented in other communities or regions
- Improving understanding of the links between the social protection system and other social policy areas (health protection, employment, education, etc.).

6.4 Involving key partners in social planning

Reinforcing cross-sector cooperation

Organisation: United Health and Social Care Institute Győr, Hungary

Website: www.eeszi.hu

Summary: This project addresses reinforcing the collaboration between different sectors (social care, health care and education) in the Hungarian municipality of Győr. It seeks to improve the communication between different service providers to avoid duplication of public efforts in services.

The involved stakeholders were the Municipality of Győr, the United Health and Social Care Institute Győr, schools (basic, intermediate level and higher education), social services providers (NGOs, churches, public sector), health care providers (especially GPs and hospitals), the Crime Prevention Department of the Police, and public housing organisations.

The design of the project was undertaken on the basis of a needs assessment study. The newly implemented service comes in the form of an 'Elderly-line', a call-e-mail centre open for specialists and civil servants who have questions about ageing and how to access professional support. Professionals from the involved sectors received specialist coaching to increase the quality of the delivered social services.

Resources: The project budget was approximately 115,000 € for a period of 18 months. After implementation, the annual costs have been integrated into the budget of the United Health and Social Care Institute. The project management team consisted of 6 people.

Objectives:

- Ensuring informed and immediate access to social services for the elderly
- Improving inter-professional cooperation across sectors (social and health care as well as education)
- Strengthening a preventive approach in social services.

Outcomes:

- Enhancing knowledge of specialists of the three involved sectors and citizens of Győr about challenges and opportunities around ageing and care
- Improving relations between users and service providers
- Involving young volunteers in caring for older people.

Local Neighbourhood Development Plans

Organisation: Social Welfare and Family Ministry, Catalan Government, Spain

Website: <https://www.gencat.cat/temes/eng/societat.htm#seccio5>

Summary: The Community Development Plans (CDP) are a local social and territorial intervention strategy based on a participatory process that connects all stakeholders to improve the quality of life of those living in a particular territory. The CDPs are implemented to combat social exclusion, and promote the cohesion, integration and citizenship of people in their immediate neighbourhood. The participating stakeholders are citizens, NGOs, governments and public services.

At institutional level, a CDP agreement is formulated between the regional government, the concerned municipality, NGOs, citizens and other collaborators. CDPs can deal with a broad range of social issues and user groups such as health, social exclusion, labour market affairs, older people, youth unemployment, infrastructures, social participation, training, immigration and minority groups. The implementation is undertaken by a technical team working in both the regional government and the local authority. In addition, a community manager in each district, where a CDP is being implemented, supports neighbourhood engagement. One challenge has been how to deal with budget constraints and how to ensure that local communities take ownership of the process. Evaluations are conducted both quantitatively as well as qualitatively with the involved stakeholders.

Resources: Year 2014:

1,814,870 €	= 80 Community Development Plans
1 community manager per district	= 80 community managers
1 x municipality	= 60 persons
6 x Catalan Government	= 6 employees

Objectives:

- Combating poverty and social exclusion across different target groups
- Setting up effective and sustainable public-private partnerships
- Developing more positive discrimination for disadvantaged groups
- Strengthening participatory democracy at neighbourhood level.

Outcomes:

- Empowering NGOs and citizens through Community Development Plans
- Engaging all relevant stakeholders around specific social issues
- Improving the quality of life in small areas
- Improving sense of citizenship and applying it at community level
- Creating a powerful community network.

User-driven innovation

Organisation: City of Seinäjoki, Finland

Website: http://www.seinajoki.fi/en/index/socialandhealthservices_0/disabledservices.html

Summary: The project 'In the Centre of everyday life' was started as an initiative by the Housing Finance and Development Centre of Finland (ARA) and the Finnish Association on Intellectual and Developmental Disabilities (FAIDD). The project addressed suitable housing for people with intellectual disabilities, especially for those suffering from Autism spectrum disorder (ASD). The coalition of stakeholders developed a community-oriented, user-driven innovation process based on an analysis of the community and its networks, which resulted in a series of interactive workshops and seminars with 250 participants. In that process, FAIDD acted as moderator and innovation facilitator, ARA as financier, and four cities (Seinäjoki, Lahti, Turku, Kotka) as executors. Creating links with urban planning processes (e.g. transport, housing) was crucial.

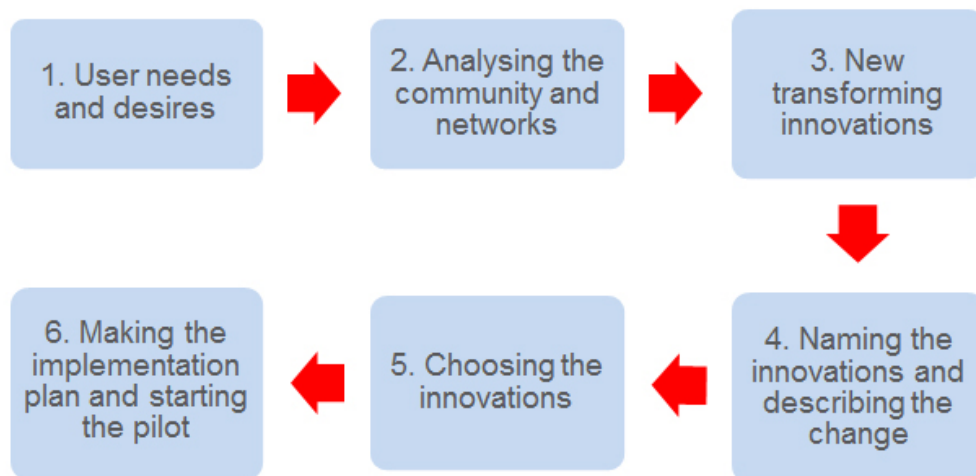
Resources: The budget was 150,000 € for the period between 2012 and 2014.

Objectives:

- Developing a user-driven process for the co-creation of housing environments
- Establishing a group of local professionals with expertise on independent living.

Outcomes:

- Developing a user-driven innovation process for independent living solutions
- Integrating independent living into housing policies and establishing a group of local professional experts.



Graph 2: The innovation process in the City of Seinäjoki

Source: S. Hintsala and K. Rönkä/FAIDD: The Innovation process. From Institutions to Everyday Networks: Developing New Concepts of Living for People with Learning Disabilities, Comball project meeting on 10 April 2014 in Helsinki.

Improving workforce's social planning skills

Organisation: Hellenic Agency for Local Development and Local Government (EETA), Greece

Website: <http://www.prissm-eu.com/index.php/en/>
http://www.adam-europe.eu/prj/10726/project_10726_en.pdf

Summary: The Hellenic Agency for Local Development and Local Government (EETA) coordinates a consortium for the project PRISSM: Promotion of Integration in the planning and provision of social services within local authorities through municipal staff vocational training. PRISSM provides training on services cooperation and coordination for professionals in local authorities working on a range of services planning and provision (e.g. child protection, social care and housing) across Europe.

The main activities are:

- Conventional vocational training in service integration, accompanied by a study visit, addressing particularly local civil servants
- Further training of trainers for the multiplication of relevant knowledge with respect to service integration
- Implementation of a pilot system of integrated services within the participating municipalities
- E-learning courses for local civil servants across Europe around risks and opportunities for integration strategies, needs analysis, managing the shift towards integration and formulating action recommendations for the local level (through case studies and examples)
- Creation of an implementation guide to establish integrated social services.

Objectives:

- Upgrading the qualifications of professionals involved in the planning and provision of bottom-up social services
- Increasing the quality of the local planning and provision of social services (simplification of decision-making, elimination of communication failures, lifting of barriers, reduction of bureaucracy)
- Developing policy guidelines for the design and implementation of administrative models of integrated social services.

Outcomes:

- Contributing to a common service culture through shared knowledge on service integration, notably on integrated social care
- Generating knowledge in regards to service integration (e.g. needs assessment of employees in participating local authorities, analysis of the status quo in regards to service integration at local level).

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European Social Network
Victoria House
125 Queens Road
Brighton BN1 3WB
United Kingdom

Tel +44 (0) 1273 739 039
Fax +44 (0) 1273 739 239
Email info@esn-eu.org
Web www.esn-eu.org