Community Organizing in Rural Environments

A Guidebook for Community Health Initiatives

Community Health Action Partnership

University of Iowa Prevention Research Center for Rural Health

Table of Contents

List of Resources by Topic Areas

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Preface

The importance of involving local people in planning to improve health through community partnerships is being recognized more often by federal and private funders. Over the past ten years, there has been a dramatic rise in grants asking for communities to be active in working to improve health.[1] This manual is meant to help communities partner to define and address their most pressing health problems. It uses a community organizing approach to help organize activities.

The Importance of a Rural Focus

This manual has been adapted for use in rural communities, which can face special issues in partnering. Rural areas often have fewer numbers of people available to volunteer, and people have to travel longer distances to access community resources. Other challenges facing rural residents are shrinking tax bases, difficulties in accessing the most current technology and research, fewer community organizations with which to partner, fewer media outlets, and lack of planning data.[2]

People who live in rural communities are often older and have lower incomes than people who live in urban areas and are less likely to have graduated from college. Rural residents are more likely to face shortages of doctors and mental health services and lower payment rates from Medicaid and Medicare. They rely more on volunteer or regional services and are less often covered by health insurance from their employer or by Medicaid or Medicare prescription drug coverage. This means that rural areas tend to have more adults with health problems that go unaddressed.[2]

The strength of working with rural communities is that there is a greater sense of community among its residents. Research findings have shown residents in rural areas to have a higher sense of community than urban residents. Also, management of natural resources and farming makes collaboration natural to rural residents. Finally, social networks are more closely knit in rural communities. Almost everyone knows, or knows of, every family in town. Close-knit networks are very important to grassroots community organizing.[3, 4]

Reflection on Other Models

Other models exist to help people within a community identify health problems and address them. These include the Planned Approach to Community Health (PATCH) model created by the CDC[5] and the Mobilizing for Action through Planning and Partnerships (MAPP) model of the National Association of County and City Health Officials.[6] Both of these models are similar to the Community Organizing Model, but neither are quite the same as the community organizing process taught in this manual.

PATCH and MAPP have been used with success in urban areas, but each has features that are hard to use in rural areas. For example, PATCH suggests a community group of 20–40 people plus five data-oriented work groups. In rural areas, it may be impossible to build a community group that large. PATCH does say that being in a rural area is a factor that influences mobilizing, but little information is given about how that should change the process. The recommendations of the MAPP model do not reflect the realities of the rural health system. The local health departments have fewer staff, and few resources exist, to monitor health at a local level.

The Importance of This Manual

This manual fills a gap in the training literature by providing a model for rural communities to use to identify health issues and act on them. It uses a community organizing framework. This framework builds on the sense of community and spirit of collaboration that already exists in rural communities. It adds to this foundation with a process of organizing information and people to improve health at a community level.

The approach outlined in this manual is thought to help realize the goal of building lasting organizations and increasing local people's ability to gain local health improvements. It will help build an empowering organization, one that has committed members who work together to get things done. It will also help build an effective organization, one that is sustainable and has an impact on local health.

Introduction

The acronym CORE stands for Community Organizing in Rural Environments. This CORE guidebook is meant to help community organizations name, start, and measure rural public health initiatives with researchers as partners. This manual is unique for two reasons:

- Although there is some research on the success of community organizing in public health initiatives, research reports on these types of projects do not often describe the process in detail.[7]
- Because so little attention has been given to the use of community organizing in rural public health initiatives, this manual will give information and resources that look at the unique challenges faced in rural areas.[8]

Readers of this manual will learn the different stages of community organizing, understand the different roles of key players, and identify and plan public health initiatives. This will be done while taking into account the strengths and challenges of rural areas.

Many community organizers point out that there is not any one particular set of strategies that work in every community for any single issue. They would claim there are only guiding principles that will help you to decide on a good strategy to achieve goals. For that reason, please consider using this manual like using an over-the-counter medicine as opposed to a prescription. Over-the-counter medicine is used when needed, depending on how you feel, and within certain guidelines. Prescribed medicine, however, has to be taken exactly as directed with no room for change. Instead of listing exact strategies to use in public health initiatives, this manual lists a menu of community organizing strategies that are useful in rural areas. Readers can take what they need, as they need it, depending on where they are in the organizing cycle.

This manual can be used for many public health initiatives. As defined by Hancock and Minkler, a healthy community is

> one that is continually creating and improving those physical and social environments and expanding those community resources which enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential.[9]

In other words, a healthy community tries to meet the needs of all by constantly improving the physical and social environments of everyone.

The outline of this manual is based on the community organizing cycle, with the first five chapters relating to the five phases of organizing: define, research, planning, action, and evaluation. The sixth chapter will provide an example of a successful initiative of the Adolescent Alcohol Working Group. This group is part of the Community Health and Action Partnership (CHAP) in Sigourney, Iowa. Chapter 7 will list resources to further help you in your rural community organizing, followed by a list of references in Chapter 8.

Community Organizing Cycle

Community organizing is a term that captures the efforts of change agents and organizations working for social change.[10] The roots of much of modern community organizing can be traced to the work of Saul Alinsky.[11] According to Alinsky, the roles of the community organizer may include founding and developing an organization, maintaining the interest and activity of members, and monitoring the organization's goals.[12] Basically, an ideal organizer is concerned with communication and experience. The key to communicating with others is to be able to understand and identify with the experiences of others and use those experiences when planning and taking action. The model below shows each stage of the community organizing cycle and is illustrated with pictures that are tied to the Adolescent Alcohol Working Group's effort on getting keg registration. A further description of their work is given in Chapter 6 of the manual.

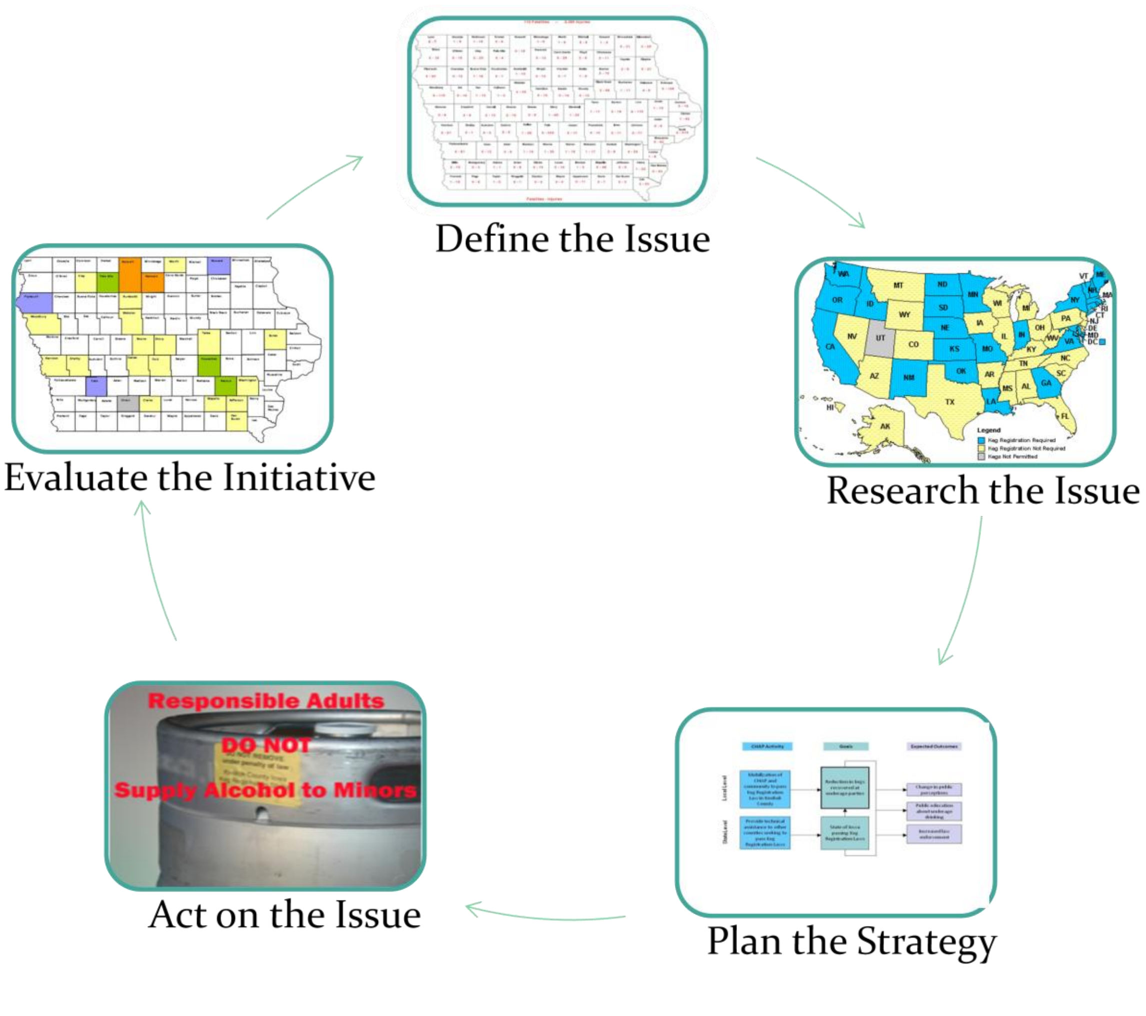


Figure 1. Community Organizing Model

The goals of the *define the issue* stage are to identify a health issue that affects the community and to identify a health issue that concerns the community. This can be done through conversations, surveys, or other methods. During the *research the issue* stage, additional information about the public health issue is gathered. Examples of this information include how many people are affected by the issue, how the issue affects them, what has been done already by others in the community to address it, and who has been charged by their public office to handle problems related to the issue. Activities in the research stage shape activities in the planning stage.

In the *plan the strategy* stage, a strategy for action is chosen, the steps for the action are outlined, and a vision of success is developed. In this stage an organization wants to explain what it is trying to do and how it will determine success. When planning, deciding the goals for the action in advance is key to being able to measure success in the evaluation stage.

The *act on the issue* stage depends very much on the type of initiative (for example, policy, programming, community development) used by the organization. The *evaluate the initiative* stage is focused on measuring the outcomes of the initiative. The measurements occurring at each of the previous stages are process evaluations, and the measurement that occurs in this stage of the cycle is an outcome evaluation. Findings in this stage can guide further action.

Stages in the Cycle Overlap Each Other

Readers may be tempted to see the community organizing cycle as simply moving from one step to the next. The activity in the cycle is given in stages because many steps may need to be taken to define, research, plan, or act on a public health issue. Although a community organization can begin in any of the stages, the manual will begin with defining the issue for the purpose of putting the material in an order.

The community organizing cycle is presented in this manual so that one stage seems to sensibly follow the other. In reality, readers may find themselves still identifying interested individuals and organizations while they are in the planning stage, still planning in the action stage, and still acting while starting the evaluation. The readers may also find that significant problems in the action stage create a need to go back and do more research. This is OK as long as the goal is in sight and progress is being made. Often, going back a step can help you move forward in a better position. The cycle, just like the people the organization is trying to engage, is alive. The community organizing cycle is also flexible. As is often the case “where the rubber meets the road,” things change. The trick is to remain focused on the goal while also being aware of what needs to happen in order for the organization to reach its goal successfully.

The goals of community organizations, whose missions are to improve the health of the community, require changes in individual behavior and the social environment (for example, social norms, policy, law, and law enforcement). These changes are not likely to take place overnight. It may take several months or several years to meet an organization’s goals. The community organizations and their partners may find they need to repeat several stages in the community organizing process before they are able to carry out their goals.

Key Players & Roles

Leader

In this manual the leader is the facilitator or the individual who enables something to happen. There can be many leaders at the same time depending on how the organization is put together. Multiple working groups may need leaders in each. The leader can be a community organizer, an organization member, or a researcher. The role of the leader is to enable action and progress in the organization in any, or all, of the ways described below.

Community Organizer

The role of the community organizer is to help start people thinking about taking action, to help people plan, act, and evaluate a public health issue.[13] It is the community organizer's job to guide the frustration, anger, and lack of interest around an issue into direct action. This role can be played by motivated community members, an organized member of a community organization, a skilled or trained researcher, or a trained community organizer. The role is not only for trained organizers because many of the qualities of a good organizer, like imagination, curiosity and humor, cannot be taught.[12]

Organization Staff

The term *staff* is used in the manual to refer to paid and unpaid members committed to working on an issue. Their role is to contribute to the activities of the organization. These activities can include meeting with key interested individuals and organizations, referred to as stakeholders (see below), reporting back, taking notes, leading discussions or sub-level activities, doing research, and being involved in the decision making of the group. Important decisions are best made through vote or consensus. It is unhelpful and very challenging if all the duties for the work of the organization are placed on one or a few individuals' shoulders.

Researcher

The role of the researcher is to participate with other members in the organizing process. The description of the researcher's role is taken from Stoecker.[13] The researcher can help by locating references, developing surveys, and partnering with the community (through guidance or collaboration) to design a fitting research process. Stoecker warns that true collaboration between researchers and community partners is not easy. This is because it is hard for researchers not to be controlling when acting as an initiator, not to hoard knowledge when acting as a consultant, and not to be too passive (thereby not giving their full potential) when acting as a collaborator. For these reasons it is suggested that the community and the researcher reach an agreement early in their partnership on what role(s) the researcher will play. If the researcher's role is to be a collaborator, then both parties must make sure there is a give and take of knowledge, skills, and experience in both directions.

Stakeholders

Stakeholders are the organizations and individuals who have a vested interest in the issue you have targeted. This vested interest can exist because the stakeholders work with the population of interest or because they have resources or positions that are likely to affect your goals and the design of your action. Some of these individuals may be from schools, businesses, the media, the health sector, academia, governmental entities, and grassroots groups. The early naming of these stakeholders can help in developing the issue because these people usually bring expertise, knowledge, or decision-making power to the table. Failing to identify, understand, and involve stakeholders may increase the chances for problems down the road.

1

Define the Issue

Introduction

The first stage of the community organizing cycle, defining the issue, begins by identifying the public health concern. This may be done by having casual conversations with community members about health issues that they consider to be important to their community, by gathering publicly available data, or by an organization developing its own survey. Using any of these strategies, the goal of the *define the issue* stage is to identify a health issue that affects and is of concern to the community. Many health concerns may be identified by the community as problems. A role of leaders and organizers is to help the group determine which particular issue the organization can tackle.

For example, statistics can show that a community has a high rate of people who are overweight, and the organization can decide if there is a need to address obesity. The group may even have several ideas to improve the physical environment of the community by building walking or biking trails to encourage physical activity. Their efforts to recruit, engage, or get the support of the community, however, may not be successful. Success is more likely if the identified health issue is seen as both a problem and a concern to the community. Considering both how broadly the issue influences the community, as well as the depth of feeling affected citizens have about the issue, can help to determine the community's interest in and concern about the issue.[15]

Learning Outcomes

By the end of this chapter you will be able to

- *Identify strategies for gaining community input*
- *Identify sources of community health information*
- *Learn strategies to overcome barriers to getting started*
- *Identify criteria for successfully choosing an issue important to the community*

Steps to Success

There are two steps to success in this stage: identifying community health issues and prioritizing them. To identify health issues that are important to the community and present opportunities for action, the organization will need information on health-related problems or needs the community cares about. Sources of this information can include conversations, publicly available data, and surveys. There are resources in Chapter 7 (page 47) of this manual that can be used as guides for gathering information from many of these and other sources.

Some of these sources may be limited or not available in rural environments. Cities or counties that meet the criteria for classification as rural (see rural definitions on pages 45-46), may have only one printed source of news that may not be published daily, no local television station, and a health department or police department that may not collect the type of data needed or at the level it is needed. Depending on the available resources of the organization (staff, space, and money) and the community (staff, money, and data collection), the information may be gathered from a mix of sources to help identify a health issue of importance to the community.

Community Conversations

When using conversations as a source of information, the key is listening to the community's shared stories and experiences. Information gathered from conversations can come in organized and unorganized forms. The organization's leaders, organizers, or staff can speak with community members one-to-one, in spontaneous groups, or plan more formal interviews and public meetings.[14-16] Some examples are

- Door knocking—Going door to door in the community, informing people about your group, and asking for input about important issues
- House meetings—Organizing small gatherings of individuals for the purpose of discussing health issues
- One-to-one interviews
- Public forums—Scheduled public community meetings that are open to everyone
- Focus groups—Gatherings that are limited to specific groups in the community (elderly, students, retailers)

Publicly Available Data

Publicly available data can come in several forms, some more easily accessible than others. For example, if your community has a local paper or television station, residents may already be aware of health issues that are of concern to the greater community. If these issues trigger feelings of frustration, anger, or lack of interest (due to a sense of not knowing what to do about it), the community organizer may be able to guide these feelings into action. Publicly available data can also be found by reaching out to partner organizations and other community groups. Some possible sources of data are schools; hospitals; local, state, or federal departments or agencies including health departments, housing departments, police departments; and insurance companies.

Surveys

If there are organization staff members or other partners who have experience giving surveys, then their skills can be put to work to perform a community health assessment. This type of assessment can include questions that address broad topics fitting for any community environment as well as questions tailored to rural environments. There are community health assessment guides in Chapter 7 (page 48).

Here are some examples of questions specific to rural areas:

- Are there enough services in the local area for you to meet your medical needs without traveling?
- Has your organization had trouble locating volunteers?
- Do you have computer access?
- How do you get information about what is happening locally (radio, television, newspaper, word of mouth, meetings)?
- Is there a local department of health in your city?

Things to Consider

The benefits and challenges of the issue identification phase are listed below.

Benefits	Challenges
Learning more about the health issues affecting one's community	Organization staff members who are unwilling to do the work (having conversations with community members, researching information, developing surveys)
Identifying potential key stakeholders to include in the organization or work on the issues	Lack of teamwork among organization staff
Identifying potential volunteers for work on the issue	Organization staff with hidden agendas
Developing or strengthening relationships with researchers	Inconsistent attendance of organization staff
Making community members aware that their health is important to your organization	Lack of agreement on which issue is a priority for the group
Raising awareness of your organization	
Developing a group identity among members	
Increasing the networking capacity of organization members	

Overcoming Barriers

At this stage, the main barriers to identifying health issues are lack of vision, poor organizing, and/or unwillingness to do the footwork to collect information. Here are some specific strategies to address these challenges:[14, 17]

- Discuss the goals and vision of the organization or partnership in the beginning
- Review the goals and vision of the organization whenever new members attend a meeting
- Make sure someone is speaking to potential new members so the organization can continue to grow
- Make sure someone is speaking to community members so the organization can avoid choosing an issue that is not relevant to the wider community and may not work
- Discuss the roles of members within the organization and explain that member involvement will lead to a more complete picture of the community and will build member skills
- Assign members to specific tasks and include deadlines
- Choose a leader who is committed to the project and understands the entire scope of the effort.

Measuring Success

The indicators of success and possible data sources associated with the issue identification stage are listed below. This stage can also be a good time to gather "baseline" data, or the facts and figures that show the status of the problem in the community before anything was done about it. This information will not necessarily help in the process of issue identification, but it will be crucial to measuring the long-range impact of the organization's efforts. If data related to the issue are gathered at this stage, then it can be compared to follow-up data during the evaluation stage to help show the success of the initiative.

Indicators of Success
The number of people who view the issue as a problem
The number of people interviewed or surveyed
The statistics that show the issue is important to the community (if available)
The number of people who expressed an interest in helping out with this issue in the future
Increased media attention to the issue
Increased governmental attention to the issue

Data Sources
Number of people who participated in the process
Community surveys asking people how concerned they are about the issue
Sign-in sheets at focus groups or community forums
Keeping track of the publicity and media coverage surrounding your efforts
Attendance at local governmental meetings (city council, board of supervisors)
Organization meeting minutes

Notes

2

Research the Issue

Introduction

The research stage is where more information about the public health issue is sought. The goal here is to get a full picture of the problem, understand what community resources are available, and explore strategies that might be useful. In this stage an organization may also begin to consider crucial ways to address the problem. For example, to address underage drinking an organization might look at point of purchase sites (bars, gas stations, stores, or restaurants) as the best places to intervene. In order to grasp the full picture of the problem, the organization might consider the following questions: [14, 18-20]

- How many and which people are affected?
- How deeply are they affected?
- What have other communities done to address the problem?
- What is being done by others in the community to address the problem?
- Who are the targets of their action?
- What barriers exist to improving the problem?
- Does a public agency or office have influence on the problem?

Learning Outcomes

By the end of this chapter you will be able to

- *Learn how to discover the scope and develop a common understanding of the problem*
- *Learn how to identify and value diverse stakeholders*
- *Identify strategies for managing conflict and maximizing participation*
- *Identify criteria for successfully engaging stakeholders and organization members*

In thinking about the last three questions above (targets, barriers, and officials), readers might spot a confrontational tone. What these questions reveal is an unavoidable feature of community organizing—it often occurs within a context of conflict. While public agencies and officials may be an important ally, they may also be a potential barrier. If there are barriers to meeting health goals such as responsible public officials not doing a good job of addressing issues, or private citizens who are seen as the source of a problem, then strategies to solve the problem may involve challenging others. In rural environments more than urban ones, managing the tension produced by conflict may be more difficult.

According to the US Census Bureau, rural areas are those that have populations of 2,500 or less.[21] This and other ways of defining rural areas are in the resources in Chapter 7 (page 46). The small size of rural areas creates closeness across all citizens in ways not quite felt in urban areas. The likelihood for the community organizer, leaders, or organizational staff having personal or professional relationship with public officials and private citizens who are "targets" of community organizing action is high. Also, the power and influence of public officials or private citizens in respected community positions may be more personally felt in rural areas than in urban areas.

The community organizer and leaders will need to be aware of the organization's staff and members' comfort level regarding the use of direct and confrontational strategies. Also, in this stage or in the planning stage, and on a case-by-case basis, the organization will want to discuss what it will mean to address this issue given the relationships that may exist between members and potential targets. Efforts at this stage will aid the selection of targets, strategies, and methods of communication. These efforts can help the organization identify influential individuals with whom to form working relationships, as well as those who may interfere with action.[14]

Steps to Success

There are three major steps to success in this stage: developing a common understanding of the issue, exploring possible actions to improve it, and identifying who might help or hinder efforts to take action. One way to develop a common definition and picture of the problem is to meet with or bring together all of the stakeholders. This would include people who are affected by the issue, those who provide services around it, and those who have the ability to set community policy that may influence the problem.

When stakeholders process information about the issue together, it is more likely that a common understanding of the issue will appear and that resources and views will be pooled toward a more complete solution. Even when all of the stakeholders are not in agreement, this activity is still helpful for the organization to gain a fuller picture of the issue, clarify its goals, and discover potential barriers. It is important that the organization is open and listens respectfully to multiple views to learn what concerns exist. As the organization considers different strategies to deal with the issue, it will be important to understand the concerns of stakeholders and to develop responses to those concerns.

A good way to put together ideas about what you might want to try in your own community is to explore what other people have done to address the problem you have chosen and how successful their attempts have been. The internet is a valuable resource for exploring possible actions or points of intervention. Standard search engines, such as Google and Yahoo, can help you find solutions previously attempted by others to deal with similar problems. Searching the internet for promising interventions and meeting with public officials and affected citizens can be done by community participants. Partnerships with university researchers may be very helpful at this stage if the organization does not have the means to get the additional information through its membership. Links to internet sources are provided in Chapter 7 (page 45) of this manual.

The remaining task of this stage, identifying who might help or hinder efforts, can be done by using the information gathered from community and stakeholder discussions. The community conversations from the first stage, *define the issue*, are not only useful for discovering issues of importance in the community; they can also help the organization begin to identify key stakeholders. From those conversations and other sources, the organization can begin to conduct meetings with stakeholders. All of these informal conversations and more formal meetings offer an opportunity to gain information about persons who will support or oppose the group's efforts, and why.

Things to Consider

The benefits and challenges associated with the research phase are listed below.

Benefits	Challenges
Developing a common understanding of the issues	Lack of time for research on the part of organization members
Identifying individuals who can help or hinder the organization's efforts	Lack of access to the internet
Preparing several options for action	Failing to fully identify potential oppositions and partners
Reviewing previously tested solutions	Difficulty choosing among several options
	Discomfort with confrontation
	Developing incomplete or misdirected solutions

Overcoming Barriers

Major barriers at this stage include the organization failing to balance power during the study of options and the selection of ineffective strategies to address the problem. Power balancing is important because like conflict, power differences make many people uncomfortable. As a result, they are often not directly dealt with or discussed. Some participants may hold more formal power than others because of their role in the organization. Some stakeholders who are "at the table" may hold positions of power in the community. In both situations, some organization members, including the organizer and leaders, may hesitate to contradict or challenge these "persons-in-power" even when what they may have to offer would move the organization or issue forward.

To overcome the power barrier, leaders, staff, and members can direct the conversation so that all who wish to offer their views are heard. It may be helpful to be up front about the power imbalances and set them aside for the discussion. For example, a statement such as, "Outside of this room I am the 'public official,' but inside this room I am a concerned citizen the same as all of you," can go a long way toward equalizing the power imbalance in the room. A meeting effectiveness survey, developed by leaders in a community organization and their university partner, may be useful at this stage (see page 52). The survey includes items that address power dynamics by identifying who introduces agenda items and whether the meeting is dominated or taken off course. To maximize equal participation in general, try these ideas:[22]

- Ask for and encourage ideas and issues from everyone
- Listen to and validate those ideas and issues presented
- Believe in the members' abilities to process information
- Accept that mistakes may occur
- Consider that disagreements can be healthy
- Be aware of past history and territorial issues
- Openly acknowledge that territorial concerns may exist
- Respect members' self-interest and their need to hold on to some "territory" of their own
- Keep coalition members focused on the greater good
- Conduct a power analysis of the community

Possible strategies identified through research should be discussed with a number of stakeholders to find out what options are considered reasonable. This will guard against selecting a strategy that does not have community support or that stresses the resources of the organization. Presenting different alternatives also helps people develop ownership of the issue and the strategy. This is important for achieving broad-based and participatory community organizing efforts.[14]

Measuring Success

The indicators of success and data sources for the research stage are below. Keeping careful records of meetings, processes used, and discussions held will prove invaluable in showing how much work and effort was put into research. The more people educated about the issue at this stage, the greater the potential membership and involvement in planning and implementing the chosen strategy. It is important to note that some of the sources of data that will help determine success at this stage are the same sources identified in Chapter 1. This simplifies the data collection process and makes data collection reasonable and possible for organizations with limited resources.

Indicator of Success
Number of stakeholders identified
Number of stakeholders recruited to the working group
Number of “sectors” represented as stakeholders
Number of organizations already addressing the issue
Number of possible strategies researched
Amount of support and opposition identified
Member participation when making decisions
Number of community members seeking information about the issue
Number of community members affected by the issue
Number of new community members taking part in meetings
Media coverage of the identified issue
Number of stakeholders who view strategies as reasonable and possible

Data Sources
Number of community members and key stakeholders who participated in the process
Organization meeting minutes
Sign-in sheets at focus groups and community forums
Logs of incoming calls for more information about the organization’s efforts
Tracking coverage of the issue by national, state and local media

Notes

3

Plan the Strategy

Introduction

Identifying the organization's desired goals and choosing an appropriate strategy to meet them are at the heart of the planning stage. In this stage a strategy for action is chosen, the steps for action are identified, and decisions are made about the types of outcomes that would show whether the actions taken are successful. This stage can move along quickly over several days or extend for several months. Whether time spent in this stage is short or long, members of the organization should have a long-term outlook even when they pursue short-term goals.

To give a brief example of goals, strategies, objectives, actions, and determining success, consider an organization whose mission is to improve the health of residents in its community. Members of the organization discover that the community's obesity rates are the highest in the state and through community conversations learn that people are concerned about the lack of public space to be more physically active. Several new **goals** for the organization are identified.

Learning Outcomes

By the end of this chapter you will be able to

- *Understand the difference between goals, strategies, and actions*
- *Understand the importance of developing an action plan*
- *Understand the importance of identifying expected outcomes*
- *Understand the importance of planning for opposition*
- *Learn how to choose indicators of success*

One of these goals is to increase physical activity. Through research and meeting with key stakeholders, the organization learns there is public and political interest in developing a recreation trail. The organization decides the **strategy** to accomplish the goal of increased physical activity will involve two **objectives**: apply for a grant to support the development of the trail and lobby local officials to direct public money toward trail development.

Submitting the grant application and lobbying will be the **actions**. An action plan will outline the steps needed to get each done. Actions to be decided include where the organization will seek grant money, who will write the proposal, whose support is needed, and when lobbying will take place, how often, and by whom. Finally, the organization must think about what outcomes will show that they have successfully met their short-term goals (getting a grant submitted, attending public meetings, or having private conversations with local officials) and long-term goals (getting the trail developed or having folks using the trail). If the organization's long-term goal is to have people use the trail, then its strategy should also include actions targeted for getting the community active once the trail is built. Identifying the outcomes is the beginning of developing an evaluation plan, which will be discussed in Chapter 5.

Steps to Success

The main steps of this stage include developing goals, drawing up a strategy for action (as well as the steps required to complete it), and defining indicators of success (what makes up success). The goals make possible increases or decreases in behaviors and/or changes in policy that will lead to achieving missions of improved health and well-being. The strategy and action plan reflect the organization members' beliefs about what can be done, by whom, and how. It also reflects the organization members' expectations of what will be accomplished by the actions taken. Having clear goals and an action plan will be helpful in the evaluation of success. Some questions that may help in the development of the goals, strategies, and action plan are

- What is the organization trying to accomplish?
- What results would be expected?
- What is the target of the change—policy or behavior?
- In which way would the organization like to see policy or behavior change?
- What must be accomplished to bring about the change?
- What potential barriers exist to making the change?
- What needs to be done to overcome those barriers?
- Is there a specific group that will benefit from the actions?
- Who should be included in efforts to get results?
- How will members be recruited and/or trained?
- In what key arenas are decisions about the issue made?
- How can the organization get involved to influence those decisions?
- Are there existing organizations with specific expertise or knowledge that could provide assistance?

The action plan reflects the members' expectations of what will happen if they take action as outlined. The expected results of actions taken are sometimes called indicators of success. The indicators of success can be thought of as a roadmap. On the map, the change the organization wants to accomplish is the destination, while the indicators of success are mile markers along the way. The goal of the organization is to reach every mile marker (indicator) between where it is and where it wants to be.

Choosing the right indicator is very important for effectively evaluating progress. Indicators should be related to the objectives of the project and those objectives should relate back to the group's goals. Resources for choosing indicators are listed in Chapter 7 (page 55). Community level indicators give a way to measure the larger impact of your overall goals. In the recreation trail example above, community-level indicators would be how many people are using the new trail, how often, during what seasons, and on what days. Project level indicators related to the specific action would be a grant submitted on time, local officials and legislators who show public support for the trail, and attendance at public meetings. The "big picture" community indicators help to gain ongoing support and push or keep the issue at the front of the public agenda (see page 59 for more information on community organizing indicators). Helpful indicators[23]

- Are relevant to the project
- Are easy to understand by everyone in the group
- Are easily measured
- Provide reliable information

Things to Consider

As in the previous stage, research, the organization needs to be aware of whether there are forces (community or political) or individuals that can affect its ability to achieve goals and carry out plans. One thing to consider is where decisions related to the issue are made and whether there are key community players who are in a position to help the organization achieve its goals. Another important thing to consider is what resistance the organization might face so that plans may be developed to address the resistance when it occurs. In some cases it may be impossible to overcome resistance, and an alternative strategy may have to be pursued.

Another thing to consider is partnering with other community organizations. Partnering can be an extremely important and beneficial component of an organization's strategy. This is especially true in rural areas where resources and people are greatly limited. Partnering is important and beneficial because it can provide new sources of information and ideas, needed resources, and allies. Other benefits and challenges associated with this stage are listed below.[16]

Benefits	Challenges
Developing a shared vision within the organization	Failing to plan for all possible sources of opposition
Communicating the goals of the organization to the community	Choosing a strategy that will not accomplish change or exceeds the capacity of the organization
Increasing awareness of political functioning within the community	Failing to define success
Improving ties with other community organizations	Low participation by organization members
	Failing to include key stakeholders

Overcoming Barriers

Some key challenges at this stage include choosing an effective strategy, identifying desired outcomes, and planning for opposition. Possible strategies identified through research should be discussed with a number of stakeholders to find out which options being considered are reasonable and possible. This will minimize the selection of strategies that do not have community support or that overstress the resources of the organization. Also, presenting different alternatives helps people develop ownership of the issue and the strategy. This is important for getting broad-based support and participatory community organizing efforts in general.[14]

The process of identifying an organization's intended and desired outcomes should begin with the organization's goal. The identified outcomes reflect the answers to the question of what changes will be seen when the goal is met. The outcomes may be changes in knowledge, attitudes, skills, and/or behaviors. The challenge is deciding what outcomes are possible given the strategies chosen, the number of committed members and volunteers, the experience and skills of everyone involved, the community, its history, available resources, and the time frame in which the organization hopes to achieve its goal.

It is nearly impossible for a single organization to dramatically affect an entire community, so partnering is one strategy that can overcome this barrier. Another strategy is to identify a target population (children, elderly, parents, families, or others). For example, if the action is to increase healthy eating, the organization can select a particular group of individuals to target with the chosen strategies. The more specific the organization is about identifying the target or targets for change, the greater the chance of demonstrating its success in a compelling way. Similarly, the more specific the organization is about *exactly which* changes it wants to make, the easier it will be to demonstrate success.

It is important to consider what types of challenges and kinds of arguments may be used to prevent the organization from achieving its goals. Often these barriers will not be presented in a direct manner and may even come from persons within the organization. Overcoming this particular barrier is not necessarily a matter of preparing for a battle between "us" versus "them" (note: there are some exceptions). Instead, this barrier can be overcome by respectfully listening to the various views and acknowledging the various differing positions of organization members and other key stakeholders (including the community). It may also require creative thinking and a willingness to be open to new ways of doing things in order for the organization to achieve its goals.

Measuring Success

The indicators of success and data sources associated with the planning stage appear below. If surveying the community is not a possibility, then maintaining records of new contacts to the organization, media reports, and new participants coming to meetings can show broadening awareness in the community of the existence and purpose of the organization.

Indicators of Success	Data Sources
Developing a strategic action plan with specific and measurable outcomes	Meeting minutes
Number and quality of member involvement in developing the strategies	Strategic planning documents
Number of members who are aware of the organization's goals and indicators of success	Attendance sheets and contact logs
Number of additional stakeholders attending meetings	Media coverage
Increasing media exposure	Survey of community awareness
Increasing membership	
Increasing visibility of organization	

Notes

4

Act on the Issue

Introduction

The goal of the action stage is to act. The community organization enlists the resources, skills, and knowledge of its members and partners to act on the health issue identified in the first stage, researched in the second stage, and planned for in the third stage. The action can take many forms, including attending public meetings, letter writing campaigns, and public meetings with the "target" of action (landlords, companies, government officials, government agencies, home builders, banks, and so on). The goals of community organizations, whose missions are to improve the health, require changes in individual behavior and the social environment (for example, social norms, policy, law, and law enforcement). These changes are not likely to take place overnight. It may take several months or several years to accomplish an organization's goals.

Steps to Success

There are two main steps to success in this stage: remaining focused on the organization's goals and maintaining member commitment. The success of the community organization's activity is directly tied to how clearly goals were identified and how well they were communicated to the organization members. It is easier for people to be committed and accept different roles and responsibilities when the reasons for doing so are clear.

Following through on the strategic action plan is important to success. However, committed members will be more willing to research new strategies, revise the plan, and stick with the process until the end when they can explain what the organization is trying to do and why

Learning Outcomes

By the end of this chapter you will be able to

- *Identify strategies to maintain member commitment*
- *Learn how to help members deal with confrontation*
- *Identify strategies to overcome loss of interest*
- *Identify criteria for successfully building the capacity of members to act*

it is important. Member commitment can also be maintained by providing opportunities for members to have multiple roles to play.

A few questions that can be useful in identifying possible roles for members are listed below.

- What are the talents and strengths of each member (for example, putting people at ease, and talking in front of groups)?
- What are the skills of each member (for example, organization skills and interpersonal skills)?
- Are there past or existing relationships between individual members and potential stakeholders?
- Are there past or existing relationships between individual members and members of the "targets" of action?
- How much time does a member have to commit to the organization?
- What does the member want to do?

Things to Consider

The benefits and challenges associated with the action phase are listed in the following table.

Benefits	Challenges
Increasing a sense of community among organization members and with the community	Lack of member willingness to carry out action steps
Empowering members to influence the health of their community	Members' discomfort with confrontation
Increasing confidence among members as they learn to act	Conflict with sectors of the community due to chosen strategy
Broadening the social networks of members	Loss of group momentum due to strategic complications
Increasing organizational viability	Criticism of organization by community power brokers
Building a broad-base of support for the organization and its goals	

Overcoming Barriers

Major obstacles at this stage include discomfort with confrontational strategies, failure/“false” wins, and loss of interest. Real or perceived confrontation can come in many forms. Having to talk with sectors of the community that are unsupportive of the organization’s goals or strategies can be viewed as confrontational. Even naming the problem with policy, enforcement, or any other thing happening (or not happening) in the community that is contributing to the health concern may also be seen as confrontational. With regard to the last example, naming the problem is only one step away from identifying the “target” for action, and in any community these targets are people in well-known and respected positions in the community.

In rural areas, the organization’s members may have personal relationships with persons in these positions and they may be uncomfortable and unwilling to do anything to publicly challenge them. Potential strategies to help overcome the discomfort include

- Have an open and honest conversation about the challenges facing the community, the role each community stakeholder plays, and whether anything can be done without naming the problem or talking to certain individuals
- Brainstorm strategies to involve the “targets” as potential partners who can work with the organization to achieve its goals
- Brainstorm strategies that will be mutually beneficial for all stakeholders

If confrontation is unavoidable

- Have an open and honest conversation about whether the organization still wants to pursue its goal(s) with the knowledge that confrontation is unavoidable
- Role-play to increase confidence and comfort level of members
- Minimize potential for individual organization members to suffer from retaliation
- Recruit high-level community allies

Failure or false “wins” present another obstacle in this stage. Failure is when the organization is unsuccessful despite committed members, a well thought-out plan, and successful performance of the roles and implementation of the strategies. A false win happens after the initial policy is adopted or promise is given—when the plan worked and the goals were met—but then the policy is not enforced and the promise is broken. These types of failure, an unwillingness to be confrontational, as well as other factors (for example, change is taking too long) can lead to the final major obstacle in this stage; loss of interest and disillusionment. Loss of interest or disillusionment can result in members leaving the organization. Several strategies to overcome this potential obstacle include

- Celebrate victories, big and small
- Create ways to mark progress as the organization pursues its goals
- Recognize the contributions of members
- Recognize the influence the organization has had on members (for example, skill and relationship building)

Measuring Success

The indicators of success and data sources associated with the action stage are listed below. Good meeting minutes that outline tasks, reliable persons responsible for completing them, and expected outcomes will provide evidence of progress and participation. Building the capacity of the membership by increasing the sense of community and empowerment, and by strengthening social networks, will be a benefit to the organization and its members. To assess how well the organization built the capacity of its members, a survey may need to be given before the planning stage and at the end of the action stage to determine change over time and as a result of the process.

Indicators of Success
Number of members in the organization
Number of partners
Number of available roles
Number of members who can explain what the organization is trying to do
Number of members who can explain why the organization is important
Number/percentage of action plan steps completed
Increased sense of community among organization members
Increased empowerment of organization members
Improving members' social networks

Data Sources
Meeting minutes
Action plan documents
Survey of community members to assess sense of community, empowerment and pre/post relationships with other members

5

Evaluate the Initiative

Introduction

The purpose of the evaluation stage is to show whether the organization has been successful in meeting its goals. Although we introduce this stage late in the manual, evaluation activity often begins during the *define the issue* stage by collecting baseline data. The foundation for it is laid in the planning stage as indicators of success are listed. Collection of data can occur during the action stage (in the form of a tracking system), after the action stage (follow-up surveys, interviews, etc.), or both. This stage is discussed on its own because the focus is different from the "measuring success" evaluations that have been introduced already.

The "measuring success" evaluations looked at how well the community organizing *process* was going. In the evaluation stage, the focus is on whether the activities of the organization have led to the changes it wanted. In short, the evaluation stage is about *outcomes.* It involves looking at the overall success of the organization's activity by measuring whether goals and objectives from the planning stage were met. Depending on the findings, this is where the group can congratulate itself on a job well done or redirect efforts to better achieve the goals.

Learning Outcomes

By the end of this chapter you will be able to

- *Understand the importance of showing successful goal achievement through evaluation*
- *Learn what resources are available to help with evaluation planning*
- *Learn what a logic model is and how it can help with evaluation*
- *Understand the challenges and benefits of an external evaluator*

Evaluation is important. If the initiative went well then the organization will benefit as members gain satisfaction of knowing their efforts have been successful. If the goals and objectives have not been achieved, then adjustments can be made so the effort already put forth is not wasted. In the worst-case scenario, if there is no clear way to still accomplish the set goals and objectives, then the organization can decide whether to cut their losses and can learn from the failure in order to have better success with future initiatives. There are a great many online sources to help community groups with evaluation. A list of some websites can be found in Chapter 7 (pages 58-62).

At a basic level the evaluation should address simple questions of what did the group want to change or accomplish (goal), how did the group make it happen (action), and whether it was successful (outcome). This is related to decisions in the planning stage when deciding goals, strategies, action steps, and what success will look like. Therefore, it might make sense to develop an evaluation plan at the same time as the action plan during the planning stage.

Steps to Success

The main steps to success in this stage are the development of an evaluation plan and the use of strategies (such as logic models) that may help in the evaluation planning process. The evaluation plan could be as simple as building a tracking system or doing a survey to see how many indicators of success have been met (mile-markers reached), and whether the change the organization wanted has taken place (destination reached). Take, for example, an organization with a goal to prevent teen drunk driving. The planned actions are to start media campaigns, demand enforcement of underage drinking laws, lobby for policy changes like registering kegs that are sold to adults, and organize the community to take actions like greater monitoring at community events. Indicators of success would be fewer traffic injuries and fatalities involving young drunk drivers, fewer arrests or citations for underage drinking, greater social pressure for youth not to drink, and a decrease in the number of youth who drink. The community organization can partner with police, hospitals, schools, universities, and other organizations to help track these types of data.

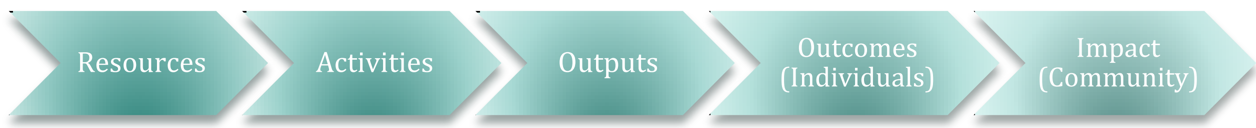
Figure 2. Center for Disease Control (CDC) Framework for Program Evaluation[24]

There are also some useful tools that can be utilized at this stage, such as the CDC Framework for Program Evaluation and the creation of a logic model for the organization. In 1997, the CDC developed a framework that summarized and organized the basic elements of program evaluation.[24] This framework describes six steps for how to evaluate a specific project and offers four standards of what makes a "good evaluation." The figure above illustrates the steps and standards. In addition, see Chapter 7 (pages 59-61) for more details on the framework and a link to this resource. Many community organizations have found the CDC framework to be helpful.

Logic models are useful for evaluations because they provide a visual picture of the initiative and goals. Logic models are also useful for creating a vision of the initiative that everyone can see and share. In general logic models are useful because they[25]

- Convey the fundamental purpose of an initiative
- Show why the initiative is important
- Show what will result from an initiative
- Depict the actions/causes expected to lead to the desired results
- Become a common language and reference point for everyone involved in the initiative
- Serve as a basis to determine whether planned actions are likely to lead to desired results

The most basic logic model is a picture of how the group's initiative will work. It uses words and/or pictures to show the sequence of activities expected to bring about the desired outcomes and goals and how they are linked to one another. Typical logic models use a diagram, table, or flow chart format to present resources/inputs, activities, outputs, outcomes, and impact in a visual form. The visual form makes the information easy to remember. Ideally a logic model is contained within a single page. It should provide enough detail that it can be simply explained and easily understood by other people.



In order to accomplish our set of activities we will need	In order to address our problems we will need to accomplish	Once these activities are underway/ complete the expected evidence observed	These activities will lead to the following expected changes(s) in X amount of time	These activities will lead to the following expected impact(s) in X amount of time

Figure 3. Flowchart of a Logic Model

Additional resources for making and using logic models can be found in Chapter 7 (page63). Remember, there is no best logic model. Try different types and forms to see what will work best for your organization. Do not hesitate to experiment. Choose the logic model that fits your initiative the best and provides the information the organization needs in the format that is most helpful.

Things to Consider

An important thing to think about in this stage is whether the evaluation will be done by the organization or an external, perhaps a university, partner. If an external evaluator is chosen, then it will be important to discuss up front who owns the data. This is an important question, because there might not be agreement on what types of data should be collected, how the data should be collected, from whom, and how the data will be used. The benefit of having an external partner collect the data is that the organization can direct its attention to its activities and process. If the organization and external evaluation partner are using the action research model, there will be frequent reports on the data collected so the organization can make changes in activity as it goes along. Other benefits and challenges associated with this stage follow.

Benefits	Challenges
Increasing understanding of the importance of evaluation among organization members	Choosing whether the evaluation will be done internally or externally
Demonstrating accountability to community members	Discomfort of members with evaluation activities
Demonstrating success to the community	Failing to pre-plan for the evaluation
Demonstrating success to potential funders	Inadequate data

Overcoming Barriers

There are two main barriers to showing whether the organization has met its goals: failing to plan ahead and collecting inadequate data. Much of what can happen at this stage depends on earlier stages. The more carefully the organization has defined its goals and listed its indicators of success, the greater the organization's capacity will be to determine whether their activities made a difference. It is important to set up a timeline for evaluation. Ongoing feedback and reports during the initiative have been found to be helpful. The feedback provides the chance to change the evaluation indicators or add new ones.

Inadequate data to show the success of the organization's efforts can be the result of not collecting baseline data, relying on data collected from an external source, waiting too long after the action stage to collect data, or failing to collect data at all. Baseline data, mentioned at the end of Chapter 1, provides information on where things stand before action is taken. For example, an organization working on teen drunk driving would need to know about prior law enforcement issues, policies that already exist, community attitudes, and information on arrests, deaths, and injuries resulting from teen drunk driving before it does anything. It can then develop a tracking system or wait until its efforts are over to do follow-up surveys or interviews. Comparing the baseline data to data collected after actions are taken provides evidence of the impact of the organization's efforts.

Relying on external sources for data can be a problem due to disconnect between what information the external source collects and what the organization needs in order to show its success. For example, the organization may want to show a decrease in accidents and deaths caused by teen drunk driving, but the police department may not collect information about the age of the driver when entering its data. Strategies to overcome this particular obstacle include partnering or negotiating with external institutions and organizations (such as the police department) that collect data relevant to the organization's goals to make sure they are collecting the needed data.

Measures of Success

Indicators of success and sources of data will vary in this stage by the health issue being addressed, the goals set, and the strategies chosen. It is important to remember that goals are generally aimed at increasing, reducing, or changing behaviors, attitudes, and policy. Having clear goals and strategies to achieve them will help in evaluating whether or not efforts have been successful. It is also important to keep in mind that it may take a long time for the effects of the organization's actions to be demonstrated. This is especially true if the goals include behavior or attitude change. These types of changes occur slowly. More information and resources on process and outcome evaluation measures can be found in Chapter 7 (pages 58-59).

Finally, do not forget to celebrate successes. Celebration recognizes the hard work of everyone involved, and the value of the organization's effort. It creates community support, strengthens the commitment of those involved, and most importantly shows that people working together can improve the quality of their life in the community.[26] Celebrations can be in the form of appreciation nights, awards or certificates, parties, or anything that shows the efforts of the volunteers, staff, partners, and organizers are valued.

6

Example Initiative: Tackling Underage Drinking

The Community Health Action Partnership (CHAP) organization was formed in April 2003. Several members of the community attended the first planning meeting. At the meeting, three issues were named as health-related in Keokuk County. Those issues were trail development, nutrition, and underage drinking. The underage drinking issue was suggested by the superintendent of schools at Keota and Sigourney.

A subsequent meeting to address the underage drinking issue was held at the Sigourney school library. Sigourney Police Chief Allan Glandon was in attendance when the participants were discussing the underage drinking problem. Chief Glandon described a recent case the Police Department had investigated. A car driven by an underage female was stopped for a traffic violation in Sigourney, and the officers found a full keg of beer in the back seat of the car. The officers charged the female with underage possession of alcohol and asked where she got the beer, but she wouldn't disclose her source. The officers thought they could track the purchase of the keg, but soon found out there was no way to track it. Chief Glandon said the keg may have been legally purchased by an adult and that he wished that there was a system to track who purchases kegs of beer. Chief Glandon also reported that the Police Department has been involved in previous busts of underage drinking parties, and keg beer is popular at those parties because it is an inexpensive source for a large quantity of beer.

Learning Outcomes

By the end of this chapter you will be able to

- *Learn how the issue was identified*
- *Learn which stakeholders were recruited*
- *Learn what actions were taken to address the issue*
- *Learn how the initiative was evaluated*

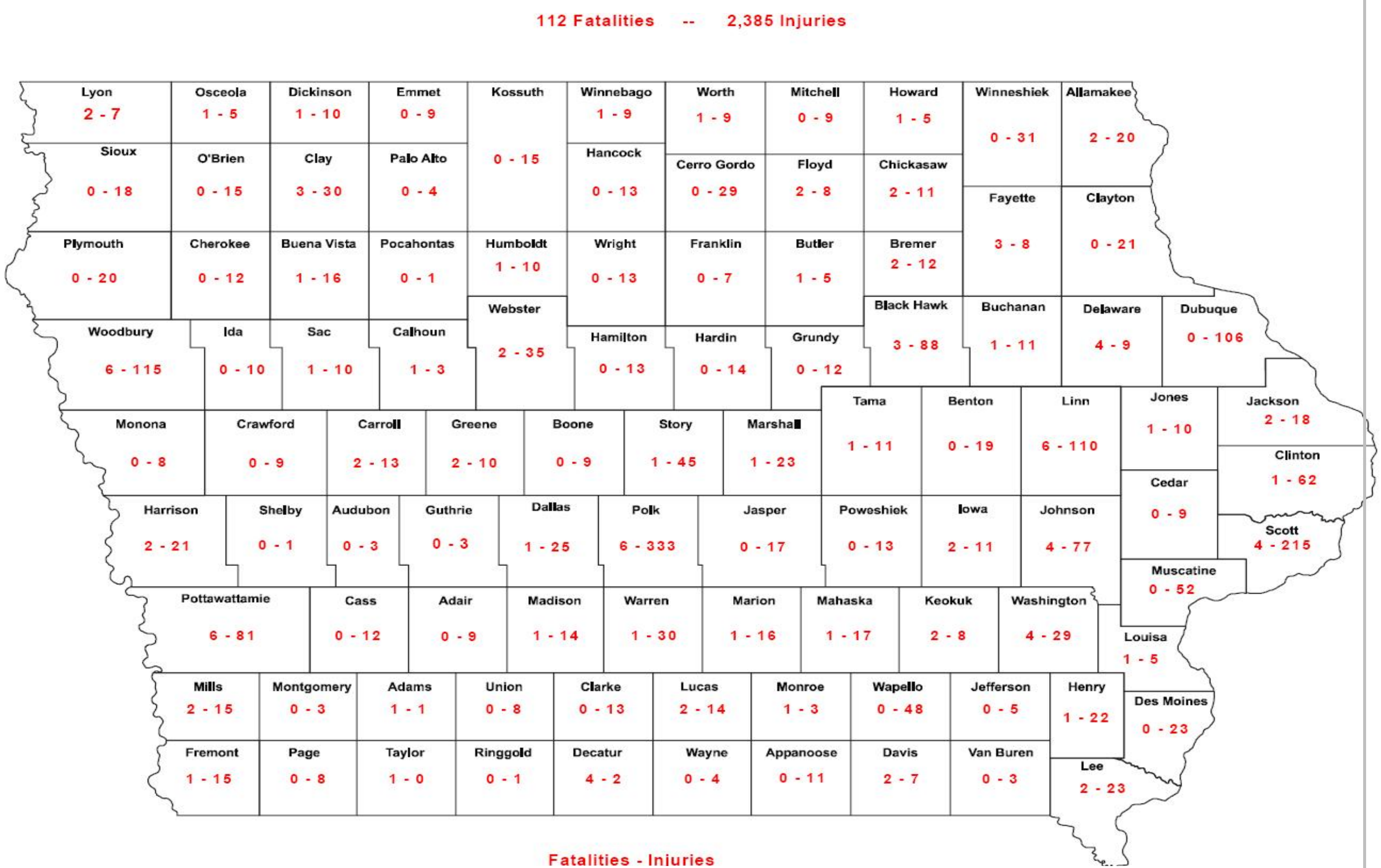


Figure 4. Iowa Department of Transportation. Alcohol-Related Fatalities & Injuries by County. Crash Facts. 2000. http://www.iamvd.com/ods/facts00/crashfacts.pdf

After Chief Glandon's remarks, the group thought that finding a way to register kegs of beer would be a good strategy for enforcing underage drinking laws. Keg registration would make adults who purchase kegs of beer accountable when they give the beer to underage persons. It was also thought that the law would reduce the supply of beer consumed, especially among underage partygoers who engage in dangerous binge drinking. It was noted that a keg registration law wouldn't stop all underage drinking since beer also comes in other types of containers.

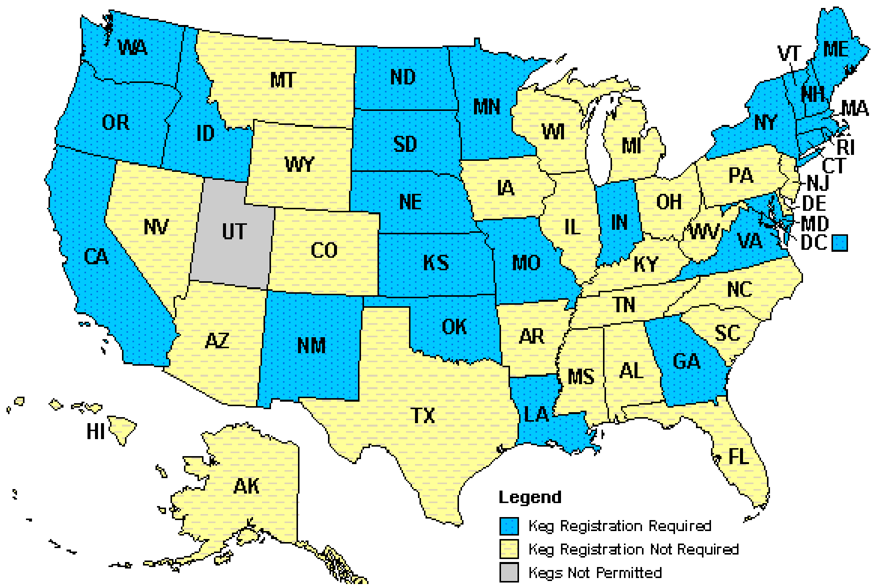


Figure 5. Keg registration state map, prepared by the
Prevention Research Center, University of Iowa for CHAP.

A working group within CHAP was formed to address the underage drinking issue. The group was originally named the Adolescent Alcohol Working Group (AAWG). Several key members of the community were brought into the group to help with the keg registration strategy. Those members were the superintendent of Sigourney and Keota School Districts, a member of the Keokuk County Board of Supervisors, a lead investigator of the University of Iowa Prevention Research Center (PRC), the Keokuk County attorney, the Keokuk County sheriff, the Sigourney Public Works director, the Sigourney chief of police, a PRC research assistant, and the CHAP project manager.

The AAWG met with the Keokuk County attorney to discuss the possibility of drafting a County ordinance. The County attorney requested that AAWG try to find out if this has been done anywhere else. The PRC put its staff to work doing the research on keg registration laws in other jurisdictions and found that several states and communities outside Iowa had keg registration laws on their books. Iowa was one of few states in the Midwest that didn't have a keg registration law. The County attorney reviewed the information provided by the PRC and even contacted some of the other jurisdictions to see how well their law worked.

The AAWG contacted businesses in the community that sell kegs of beer and got their input about a keg registration ordinance. Ideas were developed, with the business community's input, regarding how an ordinance could accomplish the goal of adult accountability without causing an unnecessary burden on the businesses. The businesses were cooperative and supported the ordinance concept. In fact, one business owner said, "If it saves one life it was worth it." The County attorney used the information to draft a Keokuk County keg registration ordinance. The AAWG decided to hold a community forum to gather comments about the proposed local county keg registration ordinance. Several members of the community were present, and the general opinion was supportive of a keg registration ordinance. One dissenting opinion was voiced and noted: a community member said kids should be allowed to drink beer so they wouldn't be tempted to use drugs.

The AAWG then presented the County attorney's version of a keg registration ordinance to the Keokuk County Board of Supervisors, which is the legal authority that can pass a county ordinance. The supervisors agreed to proceed with the required three readings of the ordinance. In January 2004 the Keokuk County keg registration ordinance officially became a county law.

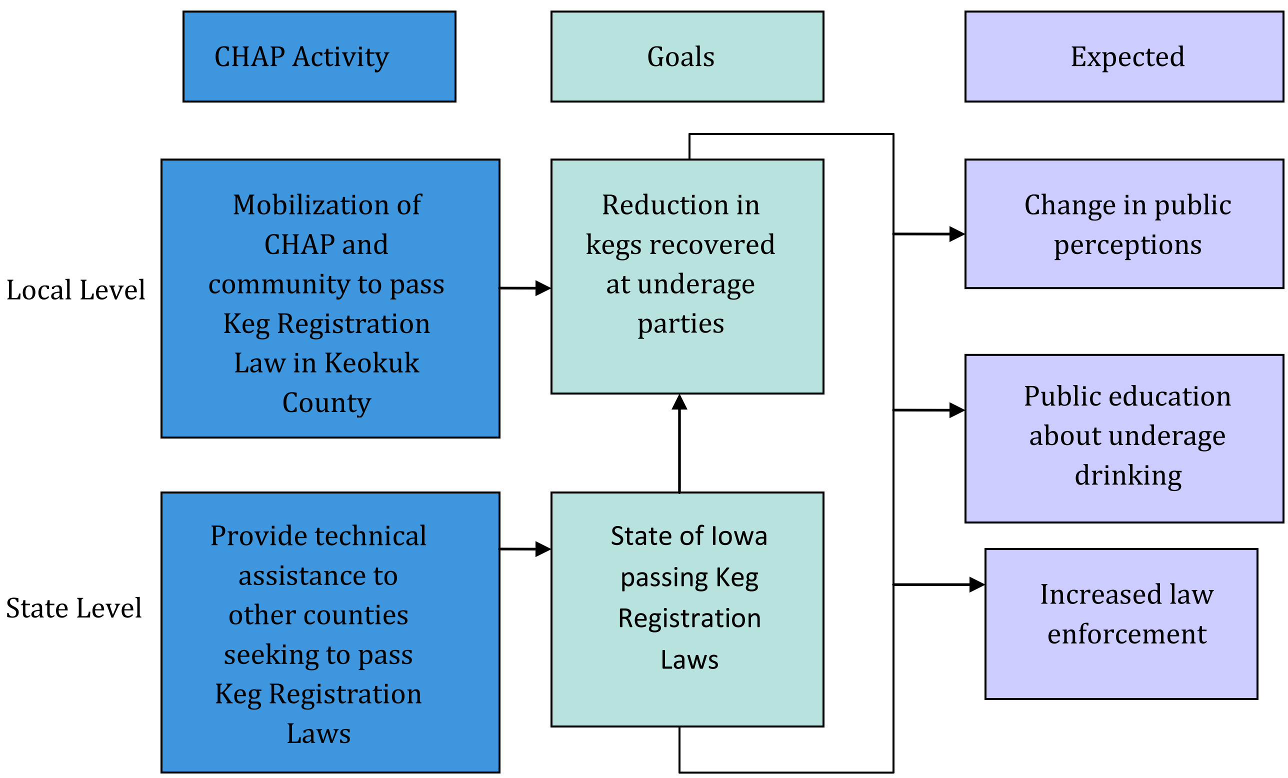


Figure 6. This expected pathway of change model was adapted from the design generated at a AAWG meeting. The model was created to show their expectations for their keg registration initiative.

Figure 7. A media poster, designed by CHAP, shows a Keokuk County Keg Registration Sticker and a newspaper article[27] about the new Keokuk County keg registration law.

The Keokuk County ordinance didn't prohibit someone from purchasing a keg of beer in another county and bringing it into Keokuk County. To improve the effectiveness of the ordinance, the AAWG began work to expand the keg registration ordinance into other counties. The AAWG met with local State of Iowa legislators about drafting a state keg registration law, and legislators supported the initiative. The AAWG also found out that other coalitions in Iowa were lobbying the Iowa Legislature for a state law. The AAWG partnered with the other coalitions in their attempts to get a state law passed. The first attempts at the state level were unsuccessful, so the AAWG began a different approach.

After Keokuk County passed its ordinance, several other counties inquired about it. The AAWG began assisting other counties with the ordinance process. It was thought that once several counties passed local ordinances, the Iowa Legislature would be compelled to pass a uniform law for the whole state. The Sigourney police chief and the Keokuk County attorney began by meeting with the Poweshiek County Board of Supervisors. Poweshiek County passed its own keg registration ordinance, and numerous other counties then began passing keg registration ordinances. The AAWG also assisted these counties by providing information about the Keokuk County process. The Iowa Legislature took notice of the county trend in Iowa and passed a keg registration bill for Iowa in 2007. Governor Culver signed the bill, which became a statewide law in July 2007.

To see whether the community organizing process was successful, the PRC evaluated each community organizing stage and the overall affects of the project. The data sources in the *defining the issue* stage were documents of individual meetings, focus groups, and community forums. The PRC also did a survey. The documents showed AAWG recruited diverse stakeholders and tried to learn what issues were important to the community. The survey showed most people in the community agreed that underage alcohol use was a concern. The survey let the PRC know that AAWG did a good job defining the issue.

To see how well AAWG did in *researching the issue* the PRC interviewed the AAWG members and found that many new stakeholders were brought into the process. In fact, the broad involvement of many groups was one of the biggest strengths members saw that led to eventually being able to pass the ordinance. Also the PRC kept track of the time and products the PRC contributed to researching the issue and shared their findings with AAWG.

In the *plan the issue* stage, AAWG developed a strategic plan. The plan included raising awareness about the issue, working with others who were interested in keg registration, and doing an evidence-based initiative. The goal was to change Keokuk County adults' and youths' ideas about whether underage drinking is socially acceptable. AAWG also worked hard to bring new people who might be opposed to keg registration into the planning process.

In evaluating the *act on the issue* stage, AAWG wanted to see whether pursuing the keg registration project had been successful. Their efforts to pass a local ordinance were successful. Other counties who passed a local ordinance received technical assistance from AAWG.

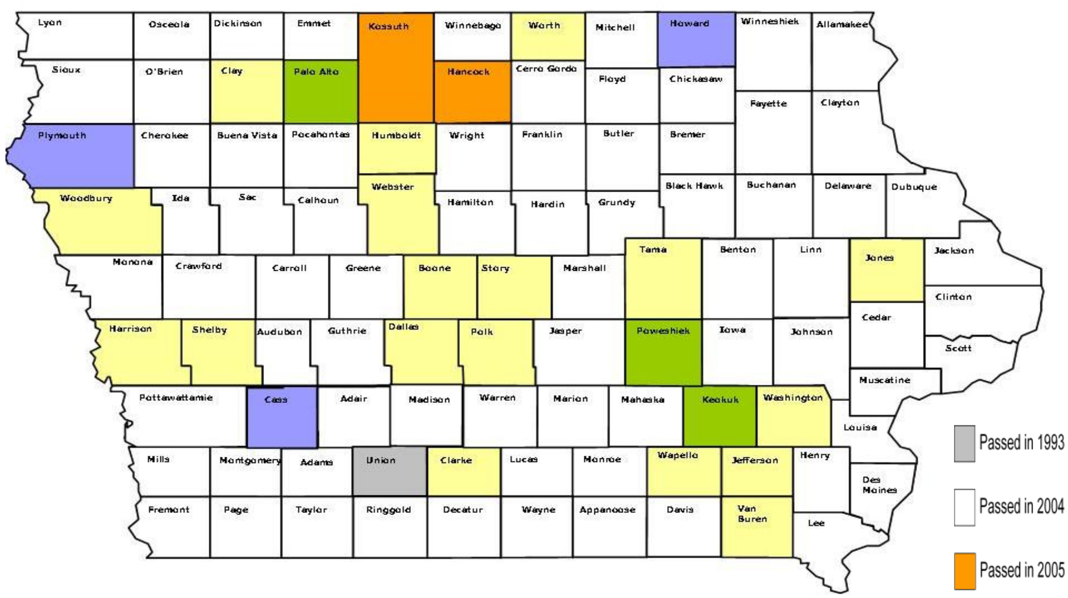


Figure 8. A 2007 map of Iowa prepared by the University of Iowa Prevention Research Center for CHAP showing counties who passed ordinances after CHAP's success in 2004.

The organization's successes have been recognized in the state. The AAWG received the Iowa Governor's Youth Award and was recognized nationally by people who are working on underage alcohol use. Eventually their work helped to get the state bill passed. As the legal counsel for the Iowa State Association of Counties (ISAC) said,

> It was Keokuk County's passage of its keg registration ordinance…that really got the ball rolling in Iowa. Once Keokuk County stepped up, it was not long afterwards that other counties followed. I've worked with Iowa county officials for 17 years, and I've seen how they operate. They are always looking to see what is working in other counties and borrow it, improve upon it. These other counties…took what Keokuk County had done, and embraced it.

In the *evaluate the initiative* stage, AAWG revisited its main goal with the keg registration initiative. The goal was to change adult and youth attitudes toward underage drinking by making it less acceptable. The PRC looked at whether adults were more concerned about teen alcohol use as well as whether more youth thought their parents and other adults would be upset by them using alcohol. In both cases, they found that attitudes had changed. Adults in Keokuk County were more concerned about teen drinking than a similar county without keg registration. More youth felt their parents and other adults would strongly object to them drinking after the project than before it. More youth also thought it would be “very hard” to get alcohol in their community after the project. The PRC also found young people’s use of alcohol was influenced by how they thought their parents and other adults would feel about it.

All of these things strongly suggest that doing the keg registration project changed attitudes in the community about underage drinking and that it was important in reducing use of alcohol by youth. The success of this project has helped AAWG grow its mission. The AAWG has started to deal with other drugs used by youth. It has also grown its ties to other community organizations and received a training grant. Finally, the group’s membership is growing with the addition of many new youth members.

Notes

7

Resources

Introduction

This section suggests places that you can find more information on many of the topics in this manual. The first part of this chapter has general resources about community organizing, followed by specific resources that relate to each chapter.

General Resources

Community Organizing Phase	Community Toolbox Chapter	
Define the Issue	3.3	Conducting Public Forums and Listening Sessions
	3.4	Collection Information about the Problems
Research the Issue	3.6	Conducting Focus Groups
	3.7	Conducting a Needs Assessment Survey
	3.19	Using Public Records and Archival Data
	5.1	Strategies for Community Change and Improvement
Plan the Action	8.1	An Overview of Strategic Planning
	8.5	Developing an Action Plan
	18.3	Identifying Targets and Agents of Change
	19.1	Criteria for Choosing Promising Practices and Community Interventions
Act on the Issue	25.1	Changing Policies
	30.1	Overview: Getting an Advocacy Campaign off the Ground
	33.0	Conducting a Direct Action Campaign
Evaluate the Initiative	36.5	Developing an Evaluation Plan
	37.1	Choosing Questions and Planning the Evaluation
	38.2	Gathering Information: Monitoring Your Progress
	38.9	Gathering and Using Community-Level Indicators
	39.2	Providing Feedback to Improve the Initiative

Community Toolbox

The Community Toolbox is a web-based collection of information developed by researchers at the University of Kansas in order to promote community health and development by connecting people, ideas, and resources. The table of contents for this site can be viewed at the following website: http://ctb.ku.edu. We have listed several sections of the toolbox that relate to methods outlined in this manual in the table above.

Community WorkStation

An interactive feature of the Community Toolbox is the Community WorkStation, which enables CBPR partners to connect to and support each other by exchanging information. This part of the website also includes examples of best practices, success stories, and the means to share data online. The main page for the Community Workstation can be found at http://ctb.ku.edu/en/services.

Community Organizing Action Pack

This resource was developed by The Marin Institute, an organization that works to reduce problems related to alcohol through environmental prevention. The community organization part of the web site includes information about developing an action plan, conducting one-to-one conversations, and organizing planning worksheets. http://www.marininstitute.org/action_packs

Mobilizing for Action through Planning and Partnerships

Mobilizing for Action through Planning and Partnerships (MAPP) is a community-driven strategic planning tool developed by the National Association of County and City Health Officials (NACCHO). Facilitated by public health leaders, this tool helps communities apply strategic thinking to prioritize public health issues and identify resources for addressing them. Through their website, potential and current MAPP users can view the MAPP tool, supplemental resources, and technical assistance for six different phases: organize for success, visioning, assessments, strategic issues, goals/strategies, and action cycle. http://www.naccho.org/topics/infrastructure

Planned Approach to Community Health

The Planned Approach to Community Health (PATCH) was developed by the CDC as a model for planning, conducting, and evaluating community health programs. The PATCH Concept Guide contains information about the process, suggestions for adapting the process for each community, and handout materials. http://www.usmbha.org/Images/Projects/PromoVision/PATCH.pdf

Rural Definitions

Rural is an inexact term that can mean different things to different people. For example, what is considered rural in a state like Iowa may not be the same as what is considered rural in North Carolina. Even though the concept of a rural area is elastic, funding agencies and organizations have to draw the line somewhere. There are three government agencies whose definitions of "rural" are the most widely used. We have included summaries of these definitions in the table below.

Agency/Organization	Rural/Urban Classification
US Census Bureau	An urban area is an area with 50,000 people or more
	An urban cluster is an area with under 50,000 people, but more than 25,000
	Rural places are all territories, populations, and housing units located outside of an urban area or cluster
USDA Economic Research Service Rural/Urban Commuting Areas	The rural/urban commuting area codes classify US Census tracts using measures of population density, urbanization, and daily commuting
	The use of census tracts instead of counties provides a more detailed geographic pattern of settlement classification
	Rural areas are those with primary flow to a census tract that is outside of an urban area or cluster
	More information about these codes can be found at http://www.ers.usda.gov/Data/RuralUrbanCommutingAreaCodes
Office of Management and Budget Metropolitan Statistical Area	A metropolitan statistical area includes one or more counties containing a core urban area of 50,000 together with any adjacent counties that are integrated with the urban core
	Rural areas are defined as all counties outside metropolitan areas based on 2000 US Census data
	A map of Iowa showing these areas can be found at http://www.iowaworkforce.org/lmi/pressrelease/iowamsa.pdf

Chapter 1 Resources

Publicly Available Data

Understanding the type of data available in your area is an important part in developing a community initiative with measurable goals and objectives. We have listed some of the most common sources of publicly available data in the table below.

Data Source	Description
State and County Health Departments	Can help determine specific indicators on a variety of local health issues
State Human Service Departments	Should be able to provide information about participants of Medicaid and food stamp programs
Hospital Records	Area hospitals may be able to give you information about causes of hospitalization and mortality. Depending on where you live, some of the data may not be part of the public record, but it may be possible to arrange to use it in some form.
US Census Bureau	Provides demographic data by state, county, and city/ town http://www.census.gov
Police Records	Can provide information about crime rates and the prevalence of specific incidents such as domestic violence reports and motor vehicle accidents
Chambers of Commerce	May have data about the local business climate, job growth, and unemployment
Nonprofit Organizations	Service agencies such as the United Way or Planned Parenthood generally have records on a variety of different issues and they have often already collected survey data about certain health issues
School Districts	Local school districts can provide about graduation rates, test scores, and truancy rates. For comparative figures across school districts, check with your state department of education.
Centers for Disease Control and Prevention (CDC)	Collect national data on the rates of many diseases http://www.cdc.gov

Community Health Assessment Survey

A needs assessment survey is an effective tool used to ask community members about the most important health concerns in their area. A formal survey involves a pre-determined list of questions that are answered by a specific group of people. Some surveys are very broad and some are more narrowly focused. Listed below are the types of questions that may be included in a community health assessment survey.

1. In the following list, what do you think are the three most important health problems in your community? (circle three)					
	Motor vehicle crashes Mental health issues Teenage pregnancy Domestic violence Firearm-related injuries		Poor diet/lack of exercise Alcohol and other drug use Lack of access to health care Chronic diseases Aging problems		
2. Overall, how would you rate the health of your community?					
	Very unhealthy	Unhealthy	Somewhat healthy	Healthy	Very healthy
3. How would you rate your own personal health?					
	Very unhealthy	Unhealthy	Somewhat healthy	Healthy	Very healthy
4. Have you or anyone in your immediate family been living with any of the following chronic illnesses? (circle all that apply)					
	Diabetes Cancer Heart disease Lung disease/Asthma HIV/AIDS		Alcohol or drug dependency High blood pressure Hepatitis Arthritis Hearing or vision loss		
5. In the following list, what do you consider the three most important factors that define a "healthy community"? (circle three)					
	Community involvement Safe neighborhoods Good schools Access to health care Parks and recreation		Clean environment Affordable housing Healthy behaviors and lifestyles Religious or spiritual values Low death and disease rates		

Some examples of community assessments can be found at the following websites:

http://www.health.state.ny.us/statistics/chac/10steps.htm

http://www.health.state.ny.us/statistics/chac/examples_nycha99.htm

http://www.healthycarolinians.org/pdfs/09CHAguidebook.pdf

http://www.naccho.org/topics/infrastructure/MAPP/Phase3CTSA.cfm

Chapter 2 Resources

Gaining Public Support

In order to gain public support for your community health initiative, you have to make sure that people know the issue exists, understand the importance of the issue, and are interested in doing something about it. Public support is important for a number of reasons:

- Public support lends credibility to your cause
- The more support you have, the more support you're likely to gain in the future
- If you're striving for a political goal such as a new law or policy change, you will need the strength of numbers
- Public support means that the community has taken ownership of the issue

Community Presentations

One effective way to educate and involve people in your area is to make a community presentation. The purpose of this type of presentation is to discuss problems, issues, action plans, or goals for the community. Successful community presentations can increase awareness and understanding of your group, increase community support, and encourage community action for your issues. A successful presentation

- Explains the importance of the issue
- Presents facts that support your argument
- Explains why community members should care about your issue
- Presents possible courses of action
- Provides information about how to get involved

More information about community presentations can be found at the Community Toolbox website's "Table of Contents", "Chapter 4", "Section 5". Go to http://ctb.ku.edu.

Fact Sheets

One of the simplest ways to inform the public about community health issues is to create a fact sheet. A fact sheet is a single sheet of paper listing important facts about a specific issue. Fact sheets can be given to the general public or to a specific audience. They can be handed out at community events, public meetings, or meetings of governing bodies such as a county board of supervisors. Some things to consider when creating a fact sheet are

- Who is your intended audience?
- What sort of information will appeal the most to this group?
- What sort of reaction do you want this audience to have?
- Finding data and facts that support your argument, and verifying this information
- Understanding the opposing point of view and providing information to counter it
- Making sure that your facts come from a reputable source
- Making sure that your facts are current
- Choosing facts that are most relevant and attention-grabbing
- Explaining what your facts mean
- Citing your sources
- Providing information about your group and how other can become involved

An example of a fact sheet is included on the following page.

Lead Poisoning Fact Sheet
Dash County Extension Service

What is lead?
Lead is a natural metal. Historically, lead was used as a pigment in house paint, an additive to gasoline, and as a pesticide. Now lead is used in certain types of batteries, fishing weights, marine paints, bullets, and in the making of some plastics.

What are the effects of lead poisoning?
Young children are most vulnerable to the toxic effects of lead. Long-term exposure to even low levels of lead can cause irreversible learning difficulties and delayed neurological and physical development.

What are the symptoms of lead poisoning?
Early symptoms of poisoning may include loss of appetite, fatigue, irritability, anemia, and abdominal pain. Because of the general nature of symptoms at this stage, lead poisoning is often not suspected.

How can you protect your children from lead poisoning?

- Frequently wash their hands, pacifiers, and other items that may go into their mouth
- Flush tap water for two minutes before drinking
- Use cold tap water to prepare baby formula
- Don't allow children or pets to play in dirt within three feet of the house's foundation
- Wipe dust from flat surfaces with a wet cloth or mop
- Use a doormat to wipe feet or remove shoes to keep dust out of the house
- Remove imported vinyl mini-blinds from areas frequented by small children

Where is lead found?

- Paint: Lead was widely used in most interior and exterior oil-based paint prior to 1950. Children are exposed to lead when they eat paint chips. Lead-based paint is most dangerous when it is peeling, chipping or cracking, or is located on surfaces subject to damage from repeated impacts like door frames.
- Soil and dust: Contaminated soil can show up around the home as a result of peeling, chipping paint, or remodeling. Industries like lead ore mining, solid waste incinerators, and battery recycling facilities can also be sources of contaminated soils.
- Air: Sources of airborne lead include emissions from gasoline combustion, smelters, and battery manufacturers.
- Water: Industrial facilities, urban runoff, and atmospheric deposition are sources of lead in water.

Where can I get more information?
For local information, call the Dash County Extension Service at 555-0987.
For general information call the National Lead Information Center at 1-800-LEAD-FYI.

Information provided by the National Lead Information Center.

Effective Meetings Survey

This survey was developed with CHAP to assess the effectiveness of their partnership meetings in moving forward through the community organizing process.

Meeting: Date:	Total number of members: ______	
1. Does the meeting have an agenda?	Yes	No
2. Was the agenda circulated to attendees before the meeting?	Yes	No
3. What time was the meeting scheduled to start?		
4. What time was the meeting called to order?		
5. Were the minutes from the last meeting discussed?	Yes	No
6. Were action items included in the last meeting minutes?	Yes	No
7. Were the action items from the last meeting reviewed?	Yes	No
8. What time did discussion begin on the first agenda item?		
9. How many people attended the meeting?		
10. How many people arrived late to the meeting?		
11. How many items were on the agenda?		
12. Were any items discussed that were not on the agenda?	Yes	No
13. What was the longest time spent on any one agenda item?		
14. Which items were discussed the longest?		
15. How many times did the discussion stray from topic?		
16. Was it relevant to the topic being discussed?	Yes	No
17. How was this dealt with?		
18. Were there any agenda items not discussed?	Yes	No
19. Did anyone besides the chair initiate agenda items?	Yes	No
20. What time was the meeting scheduled to end?		
21. What time did the meeting actually end?		
22. Were action items set for completion by the next meeting?	Yes	No
23. Were attendees assigned specific tasks in order to complete the assigned action steps?	Yes	No

Chapter 3 Resources

Evidence-Based Strategies

When developing an action plan, it can be very important and often vital to use one or more evidence-based strategies that have been shown to work in targeting your specific health issue. The CDC has compiled a *Guide to Community Preventive Services* on their website that lists what successful researchers and community groups have done in the past to address issues such as nutrition, pregnancy, and diabetes. There is also a specific section for community-based organizations. This guide can be accessed here: http://www.thecommunityguide.org/index.html.

Developing a Strategic Plan

The following information is taken from *A Guide to Strategic Planning for Rural Communities* published by the USDA Rural Development Office. The entire handbook can be downloaded here: http://www.rurdev.usda.gov/rbs/ezec/About/strategic.pdf. A strategic plan lays out the blueprint for change within a community. It takes a community from a pie-in-the-sky vision to specific actions. Below are some of the main reasons for developing a strategic plan.

- To create a vision of what the community wants to become in the future
- To see the big picture of how the community's economy, environment, and people will be changed
- To make sure that everyone in the community shares in its well-being
- To select and agree on some common goals
- To involve as many people and local organizations (universities, medical centers) as possible in the process
- To find out how much time, money, and other resources are needed to create change
- To get the support of federal, state, private, and nonprofit partners

The following chart illustrates of a portion of a strategic plan developed by the community of Oshawa in Ontario, Canada. We have included the objectives and strategies pertaining to one of their main goals. The entire document can be accessed here: http://www.oshawa.ca/strategic.

<table>
<tr><th colspan="2">Oshawa Community Strategic Plan</th></tr>
<tr><td>Goal:</td><td>A Caring and Responsive Community</td></tr>
<tr><td rowspan="4">Objective:
Enhancing health, safety, accessibility, and affordability</td><td>Strategies</td></tr>
<tr><td>Work with Durham Region Police Service to enhance safety, crime prevention, and enforcement
Encourage increased police presence in the community
Increase reporting to the community on safety and crime levels
Investigate opportunities for better coordination of enforcement activities within the city</td></tr>
<tr><td>Support measure to enhance health promotion and care
Continue efforts to enhance access to primary health care
Support the creation of new community partnerships to address community and urban health issues
Investigate opportunities for a medical school in Oshawa</td></tr>
<tr><td>Encourage the development of affordable housing
Advocate for provincial/federal investment in affordable housing
Encourage the development and integration of social housing into existing and new neighborhoods
Encourage the development of a range of different housing types in the downtown area</td></tr>
<tr><td rowspan="3">Objective:
Improving communications, cooperation, and community engagement</td><td>Strategies</td></tr>
<tr><td>Increase communication and cooperation among community groups
Develop new ways of accessing and sharing information about Oshawa community organizations and services
Hold an annual conference of community organizations and agencies in Oshawa
Encourage the development of neighborhood connections and supports</td></tr>
<tr><td>Encourage volunteerism and citizen engagement
Work with other organizations to enhance recognition of community volunteers</td></tr>
</table>

The Community Indicators Handbook
The 2nd edition of *The Community Indicators Handbook* integrates the basics of building an indicator project to meet your community's needs with the best practices of projects around the country, insights into the progress and evolution of the indicator movement, and listings of local, regional, and national organizations for reference. The handbook is available for purchase at
http://www.rprogress.org/cihb.

Sustainability Starts in Your Community: A Community Indicators Guide. This 2002 resource draws significantly on Redefining Progress' *The Community Indicators Handbook* (see above), while incorporating lessons learned from a decade of community indicator projects. It is available for download at http://www.rprogress.org/publications.

Indicators: Measuring, Accuracy, Culturally Significant, Simple. This is a product of the LaSalle Parish Health Profile. It is a good basic summary of what an indicator is, how to relate indicators, how to think about data, what makes a good indicator and what an indicator cannot do for your organization (role of individual and the community). It is available for download at
http://www.dhh.louisiana.gov/OPH/PHP%201999/reg6/La_Salle/indicat.pdf.

How Do We Know We Are Making a Difference? A Community Alcohol, Tobacco, and Drug Indicators Handbook. *Indicatorshandbook.org* is a project of Join Together. This popular publication has been used by community groups nationwide to evaluate activities focused on preventing and reducing harms from substance use (but would be useful for all initiatives). The 2005 edition of the handbook is designed to direct you through the process of planning an indicator reporting program, selecting relevant indicators and measures, collecting local data, and reporting to your target audience. It is available for download at http://indicatorshandbook.org/. Note that this website contains current community indicator reports from around the country and other useful information.

Gathering and Using Community Level Indicators. This source, in addition to an overall introduction, provides real-world situational examples, a checklist and a power point that summarizes major points. It is available for download. See "Chapter 38", "Section 9" in the table of contents at http://ctb.ku.edu.

Chapter 4 Resources

Changing Policies

Policies are the written or unwritten guidelines that government, organizations, institutions, and communities use when responding to issues or situations. They are generally shaped by both logic and people's assumptions about the way things should be and what's good for the community. Changing policies can be an important step in implementing a community intervention. All too often, legislators, policy makers, or local officials may not entirely understand an issue and therefore continue to support a policy that is outdated, ill-conceived, or unfair. Policy change can be the difference between sweeping a problem under the rug and actually cleaning up the problem so it doesn't appear again. Policies are important because

- Policies are the basis for community decisions
- Attempting to change a policy can start a community conversation about important issues
- Changing a policy may help change people's minds and attitudes
- Changed policies have an effect on the next generation
- Policy change is one path to permanent social change

Promoting Collaboration between Agencies and Organizations

This section is about organizations working together to accomplish mutual goals and objectives. When many groups with different views, resources, and skills combine their strengths to solve a problem together, the results can be much more effective than working alone. Some of the different strategies for collaboration are listed on the following page.

Types of Organizational Relationships	
Networking	Organizations have a networking relationship when they *exchange information* to help each organization do a better job. For example, if a school and a community counseling center share information about mental health services, that is a form of networking.
Coordination	Organizations have a coordinating relationship when they modify their activities so that they provide better services to their constituents *together*. If a school and counseling center modify their services so that there are more counselors available during school hours, it is an appropriate example of coordination.
Cooperation	When organizations cooperate, they not only share information and make adjustments in their services; they also *share resources* to help each other do a better job. For example, if the school and counseling center share physical space for evening activities to better meet the needs of neighborhood teens, they are in a cooperative relationship.
Collaboration	In a collaborative relationship, organizations help each other expand or *enhance their capacities* to do their work. A school and community center may apply for grant funding together in order to fund a new program for both organizations.
Multi-sector Collaboration	Multi-sector collaboration is similar to the collaborations described above, but it involves private, public, and nonprofit organizations. Typically these organizations are from different sectors of the community forming a partnership to solve a systemic problem such as a failing educational system or poor business climate.

Chapter 5 Resources

Developing an Evaluation Plan-Getting to Outcomes

Researchers at RAND Health have developed a manual entitled *Getting to Outcomes 2004: Promoting Accountability through Methods and Tools for Planning Implementation and Evaluation.* The basic principles of this model, while designed for substance abuse prevention initiatives, apply to the evaluation of most community initiatives. This manual uses these ten accountability questions to help organization practitioners plan, implement, and evaluate their programs.[18]

1. What are the needs and resources in your organization/school/community/state?
2. What are the goals, target population, and objectives for your school/community/state?
3. How does the intervention incorporate knowledge of science and best practices in this area?
4. How does the intervention fit with other programs already being offered?
5. What capacities do you need to put this intervention into place with quality?
6. How will this intervention be carried out?
7. How will the quality of implementation be assessed?
8. How well did the intervention work?
9. How will continuous quality improvement strategies be incorporated?
10. If the intervention is successful, how will it be sustained?

The full document can be downloaded here: http://www.rand.org/pubs/technical_reports/TR101/.

Developing an Evaluation Plan-Outcome Planning Table

Once the group has determined goals, the table below can help to organize the data collection that will be used to evaluate outcomes. For each goal, determine how long the change may take, what will indicate success, where the data to indicate success will be gathered, and how often this data will be collected and explored. Using this table will ensure that a variety of impacts are considered over the course of the project.

Goals	Change Perspective	Indicators of Success	Data Sources	Collection Frequency
What condition are you seeking to improve?	***Is this a short, intermediate, or long-range goal?***	***How will you know whether or not you have been successful?***	***Where will you get the information to evaluate this goal?***	***How often will you collect this information?***
Reduction in…	Long-range	Smaller percentage of…	State survey	At the beginning and every three years
Increased awareness of…	Intermediate	Greater percentage of…	Survey of residents	Baseline and follow-up
Increase of membership	Short-term	More individuals joining coalition	Membership roster	Baseline and every three months

CDC Framework for Program Evaluation[24]

The six steps in the CDC Framework are:

1. Engage stakeholders
2. Describe the program
3. Focus the evaluation design
4. Gather credible evidence
5. Justify conclusions
6. Ensure use and share the lessons learned

Understanding and adhering to these six basic steps will improve most evaluation efforts. See the tables on the following pages linking Community Toolbox chapters to each framework step. These chapters will help you understand the framework steps and how best to utilize each while working on your organization's initiative from the beginning to the end. When evaluation is done throughout the initiative many of the barriers described in Chapter 5 of the manual may be avoided.

CDC Framework Step		Community Toolbox Chapter
1. Engage Stakeholders		
Understand who they are	36.3	Understanding Community Leadership, Evaluators and Funders
	18.3	Identifying Targets and Agents of Change
	3.8	Identifying Community Assets and Resources
How to involve	7.6	Involving Key Influential's in the Initiative
	7.7	Involving People Most Affected by the Problem
	3.6	Conducting Focus Groups
Working together as a diverse group	20.6	Training for Conflict Resolution
	8.5	Encouraging Involvement of Potential Opponents as well as Allies
2. Describe the Program		
Fully understanding the need, problem, or goal	17.3	Defining and Analyzing the Problem
	3.5	Analyzing Community Problems
	3.7	Conducting Needs Assessment Surveys
	3.10	Conducting Concern Surveys
	3.3	Conducting Public Forums and Listening Sessions
Better explaining activities and components of your initiative	18.1	Designing Community Interventions
	19.2	Understanding Risk and Protective Factors
	19.3	Identifying Strategies and Tactics for Reducing Risks
Ability to describe resources and assets for the initiative	3.8	Identifying Community Assets and Resources
Examples of logic models	1.3	Our Model of Practice
	1.5	Our Evaluation Model
	3.2	Understanding and Describing Your Community
Modify initiatives to fit the local context	19.4	Adapting Community Intervention for Different Cultures and Communities
To learn to explain the initiative to others (so they see your point of view)	39.3	Presenting Evaluating Information to a Community Audience
	32.5	Reframing the Debate

See the table of contents at http://ctb.ku.edu for more details on the following areas.

CDC Framework Step		Community Toolbox Chapter
3. Focus the Evaluation Design		
Clarify the purpose and fine-tune evaluation questions	36.5	Developing an Evaluation Plan
Identify potential users and uses	36.3	Understanding Community Leadership, Evaluators and Funders
Illustrative evaluation questions	1.3	Our Model of Practice
Help identifying evaluation methods	38	Some Methods for Evaluating Comprehensive Community Initiative
	3.12	Conducting Interviews
	3.9	Developing Baseline Measures of Behavior
	8.6	Obtaining Feedback from Constituents
Guidance about making agreements	8.7	Identifying Action Steps in Bringing About Community and Systems Change
4. Gather Credible Evidence		
Support in implementing specific evaluation methods	38	Some Methods for Evaluating Comprehensive Community Initiatives
	3.12	Conducting Interviews
	3.9	Developing Baseline Measures of Behavior
	8.6	Obtaining Feedback from Constituents
5. Justify Conclusions		
Create an illustrative process for considering evidence	1.3	Our Model of Practice
6. Ensure Use and Share Lessons Learned		
Promote the use of what your organization has learned	39.2	Providing Feedback to Improve the Initiative
	39.3	Presenting Evaluating Information to a Community Audience
	45.2	Conducting Social Marketing Campaign
	46.4	Attracting Support for Specific Programs
Learn to share what you have learned with diverse groups	4.5	Making Community Presentations
	6	Promoting Interest in Community Issues
	41.1	Arranging Celebrations

See the table of contents at http://ctb.ku.edu for more details on the following areas.

Community Organizing Indicators

Community organizing indicators measure progress in achieving resident-driven community change. The following list was developed by the NeighborWorks America Resident Leadership organization and includes indicators to measure the impact of community-based projects.

<table>
<tr><th colspan="2">1. Number of residents assuming leadership roles in organization of community</th></tr>
<tr><td colspan="2">• Committees, block clubs, and neighborhood associations that the organization has had a role in forming or supporting
• Officers or committee chairs in community meetings, organizationally sponsored meetings, or in other community organizations as a results of organizing efforts
• Leadership roles in community, such as citizen committees and elected offices, as a result of organizing efforts
• Number and percentage of residents participating on organization’s board of directors</td></tr>
<tr><th colspan="2">2. Number of partnerships</th></tr>
<tr><td>• Government agencies
• Educational institutions
• Nonprofit organizations</td><td>• Faith-based organizations
• Grassroots groups</td></tr>
<tr><th colspan="2">3. Economic impact</th></tr>
<tr><td colspan="2">• Dollar value of funds leveraged and invested in the organization or community
• Dollar value of in-kind resources secured and invested in the organization or community
• Hours contributed by volunteers and how they were used</td></tr>
<tr><th colspan="2">4. Physical community improvements</th></tr>
<tr><td>• Commercial property and/or business district
• Community facilities
• Parks and/or playgrounds</td><td>• Residential property
• Streets
• Vacant and/or dilapidated building demolition</td></tr>
<tr><th colspan="2">5. Shift in power dynamics</th></tr>
<tr><td>• Number of new registered voters
• Number of residents involved in public advocacy or organizing campaigns</td><td>• Number of residents interacting with decision making bodies
• Positive media attention and/or coverage of community</td></tr>
<tr><th colspan="2">6. Institutional change</th></tr>
<tr><td>• Improved public service delivery or public resource distribution in the community
• Crime rates
• Homeownership rates
• Resident stability and/or mobility</td><td>• Property values
• Voting rates
• Unemployment and/or employment rates
• School attendance, dropout, or graduation rates</td></tr>
</table>

Logic Models Overview

Everything You Wanted to Know About Logic Models But Were Afraid to Ask. This article is available for download under the publications and resources section at http://www.insites.org.

Logic Models Guides

W.K. Kellogg Logic Development Guide. Available for download at http://www.wkkf.org/Pubs/Tools/Evaluation/Pub3669.pdf.

Logic Model Workbook from Innovation Network. Available for download at http://www.innonet.org/client_docs/File/logic_model_workbook.pdf. You can create your logic model online using the Logic Model Builder in Innovation Network's Point K Learning Center resources at www.innonet.org. This online tool walks you through the logic model development process, allows you to save your work and come back to it later, share work with colleagues to review and critique, and print your logic model in an attractive, one page presentation view for sharing with stakeholders. For those who prefer to work on paper, a logic model template is located in Appendix A of this workbook.

Logic Models Examples

Logic Model Examples. Multiple real-life examples available from the University of Wisconsin Extension website at this address under the logic model section: http://www.uwex.edu/ces/pdande/Evaluation. This website also includes a section with links to additional tools and courses on logic model development.

Developing a Logic Model or Theory of Change. This website gives examples of logic models that other groups found to be effective. It is available in the table of contents "Chapter 2", "Section 1", at this address http://ctb.ku.edu.

Notes

8

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Notes

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