

the social research unit



# An Independent Evaluation of Includem's IMPACT Project: II

## Interim Report: November 2014

**Prepared for:** IMPACT Public Social Partnership Governance Group

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# EXECUTIVE SUMMARY

## Background

Includem have commissioned the Social Research Unit to undertake an independent 2-year evaluation of the IMPACT project. This includes the Glasgow Youth Justice Gangs Initiative (14-18 year olds) and Includem's Reducing Reoffending Change Fund Public Social Partnership (16-21 year olds). The current report provides the interim findings and reflections of the evaluation thus far. This report is the second instalment of a three part series and functions as a 'living document'. It builds upon the findings of the first report released earlier this year in [June, 2014](#) and will continue to develop and grow over the course of the evaluation.

## Highlights

This section provides a high level overview of the key findings:

- Interim analysis of offending data suggests a significant reduction in **frequency** of offending for those involved with the IMPACT project for the period six month after the intervention<sup>1</sup>.
- Interim analysis of offending data suggests a significant reduction in **severity** of offending for those involved with the IMPACT project for the period six month after the intervention.
- Severity of offending at baseline appears to have increased, suggesting a refinement of the referral pathways.
- Building upon the recommendations around fidelity monitoring, the IMPACT project activities and associated measures have been mapped against key fidelity implementation components. Fidelity must be balanced against practitioner autonomy to ensure responsive and need-led support with young people. Next steps involve understanding the 'core' and 'adaptable' elements of the IMPACT model. This will include exploration of whether it will be feasible to link IMPACT fidelity data to offending or outcome data.

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<sup>1</sup> Please note: At this stage, it is not possible to say whether reduction in offending severity or frequency is the result of involvement with Includem's IMPACT project.

- Estimated total incidence of crime per individual fell in the region of 50% on average in the 6 month period following the participation of individuals in Includem compared to the 6 month period before being on the programme<sup>2</sup>.
- Estimated costs per crime for the severity of crime fell marginally by around 10% to around £1,900 in the 6 month period following participation in Includem compared to around £2,100 in the 6 month period before participation in Includem.
- Estimated social and economic costs of crime per offender fell by over 50% from approximately £56,000 for the 6 month before participation in Includem to around £27,000 for the 6 months after being on the Includem programme.

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<sup>2</sup> These findings should be read in conjunction with the caveats given in the statistical significance section within Costing Analysis pg. 15

# FOREWORD

## Reflections from the author

The first instalment of the *Independent Evaluation of Includem's IMPACT Project: Report Series* was released earlier this year in June, 2014<sup>3</sup>. This report was accompanied by a launch of the IMPACT project (previously know as *the GANGS project*), hosted by Includem. The launch provided a platform for dissemination of the initial evaluation findings in June 2014 with key stakeholders. The attendees reflected a range of experience and expertise across different fields and included Glasgow Elected Members; Police Scotland; Health; Scottish Prison Service; Justice Authority; Glasgow Alcohol and Drug Partnership; Scottish Government; Glasgow City Council; Robertson Trust; Skills Development Scotland; IRISS; CYCJ and representation from the Sheriff Court Social Work Office - among others.

This enabled a rich discussion of the the IMPACT project, existing evaluation methods and review of the evidence collected on the project so far. Feedback included additional insight from Includem's project workers aiding interpretation - the *why* - of the initial pre and post offending data; identification of opportunities for extension and development of the evaluation methodology in future projects, such as in-depth exploration of the counterfactual through longitudinal follow-up interviews with a robust comparison group; and recommendations around Includem's fidelity monitoring.

## Context, context, context

It becomes important to prefix the *IMPACT Report Series (I)* with an acknowledgement of the wider societal context and motivational drivers of key partners. This section is further punctuated with important reminders when undertaking real-world evaluations and interpreting findings for the IMPACT project thus far.

- Methodological caveats.** Includem, and their key partners explicitly acknowledge and recognise the limitations of a pre- and post- design (Initial Findings - June, 2014; Interim Findings - November 2014). While the information gathered and analysed is valuable, the pre- and post- design does not allow stakeholders to conclude that any reductions in offending are the direct result of involvement with the IMPACT project. Police Scotland have made the commitment to source a robust comparison group of young people (October Report, 2015). This evaluation design is made possible by an effective working partnership developed between IMPACT, Includem and Police Scotland. This will allow exploration of the counterfactual 'What would have happened if IMPACT wasn't involved?' and represents a key step along the *innovation to proven impact pathway*.

<sup>3</sup> An Independent Evaluation of Includem's IMPACT Project - The Initial Findings Report, June 2014 can be accessed [here](#).

- **Transparency, accountability and impact.** Services and commissioners alike have responsibility to demonstrate impact. Voluntary services have a responsibility to evidence their proposed activities and outcomes, demonstrating a tangible impact using the most appropriate methods for their practice. Similarly, commissioners have a responsibility to account for and justify the allocation of available funds. Although this is necessary and right, it is important to explicitly acknowledge these pressures, and in turn, the associated risks. In particular, the risk of “*over claiming*” what the evidence suggests. Includem are more than aware of this risk and seek to pre-emptively challenge and address this issue. This involves, amongst other activities, Includem commissioning an independent charity to rigorously evaluate their service and working effectively with Police Scotland to identify a closely matched comparison group to help increase IMPACT’s standards of evidence.
- **Substance Misuse.** The issue of substance use for those involved with IMPACT requires a clarification. According to project worker assessment, there was small number of young people who were experiencing **serious** alcohol and/or drug addiction whose alcohol and/or drug use did not change over the course of the programme (n = 3). There were however, a larger number of young people detected for drug offences (n = 11) contained within the sample for the June 2014 evaluation report: and a higher number of young people involved with IMPACT since 2013 identified via project worker assessment, whose offending was related to alcohol or drug use (n = 21).
- **Effect of Inequality.** Emerging evaluation findings and service recommendations must be framed within an explicit and wider recognition of the fundamental economic health and social inequalities faced by the young people supported by IMPACT and recognise the wider societal influences and pressures experienced including cultures of violence in their communities.

‘If I see something happen to someone... I have to do something ... I’m not that sort of person just to not do anything ... ’ Young person

‘I know in this community ... there’ll be times when you’ll [the young person] need to do something ... [otherwise] ... you’ll [the young person] be seen as mud in that community ...’ Project Worker

Includem recognise the powerful, and sometimes harmful, community influences that are *outwith* the young persons control. Project workers must have a sensitive and realistic understanding of the young persons circumstances and community pressures. This awareness however, runs parallel to activities which support the young person build their sense of autonomy around what they can control. *Continued from the extract above:*

‘ ... but there will be other times ... sitting in the house .... where you [the young person] can make the choice ....’ Project Worker

- **Outcomes.** The IMPACT project is clear in its primary objective to reduce the frequency and severity of young peoples offending, with a specific focus on violent offending within the community. However in achieving this objective , as the logic model shows, there are multiple and interlinked personal , social and societal factors which impact. Includem maintain that the most excluded young people must access their rights as young people and as citizens and that this includes entitlement to high aspirations. However, for example where access to employment is concerned, setting unrealistic expectations in areas of achievement which are beyond the young persons control, or Includem’s control, can deny the reality of community assets and set up young people to fail. This is a challenge which Includem are grappling with as an organisation for all the young people worked with.

# WHY EVALUATE?

Evaluations arguably perform the following functions:

- (i) Demonstrate impact
- (ii) Improve practice
- (iii) Enable transparency and accountability

There must be clarity around why the evaluation is undertaken, how data is being collected and how the data will be used. The evaluation function must be clearly communicated at all levels and with key stakeholders such as young people, IMPACT project workers, assistant workers and Police Scotland. If communication of data value and function is lost a number of risks arise. The table below provides a summary of the barriers and associated evaluation risks in the event of a communication disconnect:<sup>4</sup>

Data 'providers'	'Data users'
Time consuming	Wrong/improbable information
Pointless	Missing data
Questions don't make sense	Not sufficiently comprehensive for evaluation
Suspicion	In analysis 'unfriendly' format

If there is a clear understanding for what the data is to be used for and in what format is most useful, including limitations and benefits of different types of data, those on the ground (i.e. project workers and team managers) facilitate insight and expertise that can flow upwards becoming operationalised. In other words, transparency brought about by clarity of purpose and underlying motivations at all levels has the potential for bottom-up innovation.

The evaluation purpose and application of the data will continue to be efficiently and clearly communicated as the project evolves to troubleshoot against the potential risks above.

<sup>4</sup> Ivana La Valle, National Children's Bureau Research Centre

## Integrating and sustaining evaluation

Evaluations should not be perceived as 'add ons'. Rather, they should be an integral part of the service that evolves *with* the service. Strong evaluations build capacity for evaluation. This can involve implementing useful and sustainable processes, utilising existing data whilst recognising the limitations of the data and additional work needed before the information is 'fit for purpose'. Evaluators may advocate new and validated measures where valuable information can be produced that results in a deeper/better understanding of the service/project. New measures however, must be implemented in close collaboration with those on the group involving additional training and transparency as to the reasons for their inclusion.

## Characteristics of effective evaluations

The following key stages have been identified as necessary for an impactful and useful evaluation:<sup>5</sup>

- Exploring evaluation requirements and expectations with key stakeholders (commissioner, provider, users etc).
- Development of a co-productive and strong relationship with the service/project
- Assessing what informations service/project can realistically provide and what will be meaningful
- Piloting monitoring tools *including a timely and clear feedback mechanism*
- Adequate training and support to projects
- Collecting *long term* outcome data and data from a comparison group

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<sup>5</sup> Ivana La Valle, National Children's Bureau Research Centre

# METHODOLOGY

## Evaluation Methodology: Getting ‘under the skin’

It is argued in this report, that evaluations should involve a meaningful co-production between the researcher, service provider and client. If co-production is lacking, there is a real risk the evaluation findings are not fully utilised. The evaluation will simply become one of many burdensome transactions that do not lead to the betterment of practice. The problem is encapsulated by *‘that which is done to us, but not with us, is not for us’*. As such, the intent of the present report is to encourage ongoing engagement with the evaluation and continual critical reflection of the IMPACT service that will include Includem and the young people involved with the service. A mixed methods approach is therefore employed consisting of both a qualitative and quantitative approach. This allows the evaluation to get ‘under the skin’ of Includem and the IMPACT project. It enables an exploration of Includem’s driving values, the organisational processes, IMPACT’s relationships with other agencies, and detailed review and analysis of the data collected.

## The Qualitative Branch

This has involved undertaking in-depth interviews with IMPACT’s stakeholders. In particular, joint interviews with the young person and their workers were conducted<sup>6</sup>; one-to-one staff interviews with the IMPACT practitioners and Includem’s operational staff; partnership interviews with Police Scotland; and observations of PSP governance groups, referral and review meetings. Seven interviews with young people have been conducted so far<sup>7</sup>. The interviews with young people were conducted at various stages of their involvement with the IMPACT project. It included those who were about to exit Includem, those who were undergoing transition from IMPACT into another team at Includem (e.g. Transitional Support), those who had been previously involved with Includem and were now re-referred, those in the early stages of engagement and those who had maintained a high level of sustained engagement for a number of months.

## The Quantitative Branch

So far, *the IMPACT Report Series I and II*, involves a description of pre- and post- offending data collated by Police Scotland. The sample comprises 63<sup>8</sup> young people for whom six month follow-up data can be obtained. The data collated includes

<sup>6</sup> Note: difficult to find spaces to conduct interviews within the community.

<sup>7</sup> Additional interviews will be conducted over the course of the evaluation, with additional interviews undertaken by Ipsos MORI as part of the national evaluation of the Reducing Reoffending Change Fund.

<sup>8</sup> Please note: only 61 are included within the analysis as the referral dates and exit dates were missing for 2 young people.

historical cases as early as 2010 and only includes those for whom data is available for six months after completion of the programme<sup>9</sup>.

The third instalment is due in October '15. It will incorporate additional comments and reflections from the IMPACT team and include data from a closely matched comparison group of young people involved in violent offending within the community. Discussions are also ongoing exploring the feasibility of obtaining the following data for the October '15 report (i) health data on engagement with services from NHS Scotland and (ii) actual sentence served information from the prison service (iii) Justice Analytical Services, Scottish Government will also provide a costing analysis for those young people who exited the IMPACT project around March '15 and will include a closely matched comparison group within the October '15 report.

## Costing Analysis

Justice Analytical Services, Scottish Government have undertaken an analysis of recorded crime data from those involved in the Includem programme to estimate the associated economic and social costs. In brief, it will detail that if offending is reduced by X, there will be a saving of £Y and includes a number of caveats around its use.

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<sup>9</sup> Please note: although the young people will have exited the IMPACT team, they may still be involved with Includem as part of transitional support or another team. It is hoped this data will be obtained and factored into the analysis of offending data within the October 2015 report.

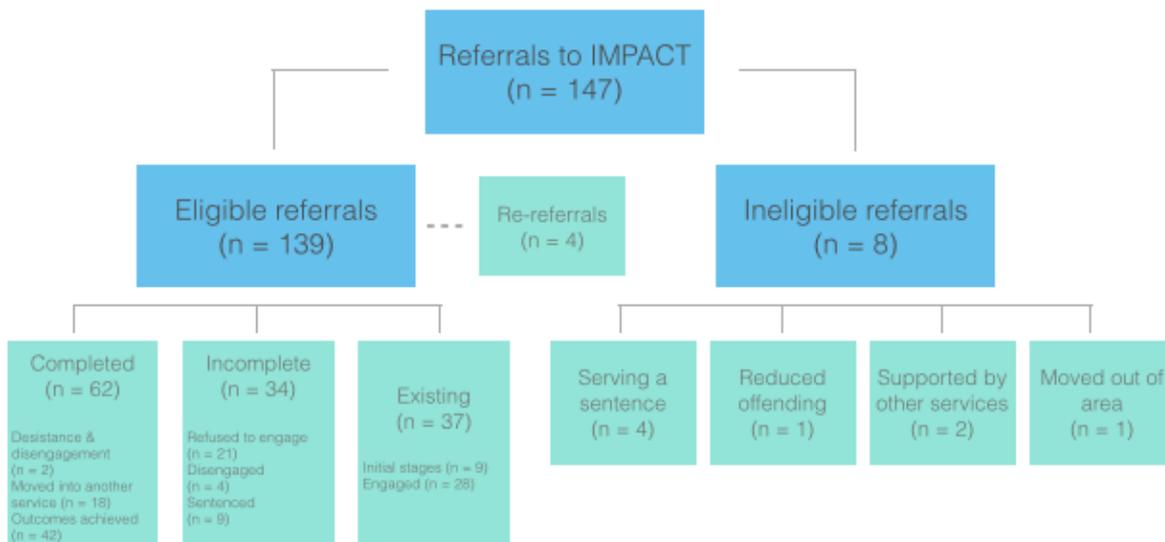
# OFFENDING DATA

‘It’s about the reduction of violence, its always been about the reduction of violence’

Includem

The first instalment of the IMPACT evaluation report series released earlier this year, highlighted the referral pathways for those young people who might benefit from the IMPACT programme. The consort diagram below provides an illustration of the approximate numbers of young people who have moved through this referral pathway since IMPACTs (previously known as the GANGS) inception in 2010 until October 2014. Please note, the consort diagram is a *broad* approximation of the numbers who have moved through the IMPACT project. For instance, the total number of referral to the IMPACT team will far exceed 147 as indicated below. Initial referrals, if ineligible, were not routinely recorded during the early stages of the Includem-Police Scotland partnership. As the partnership developed however, the referral pathways refined enabling IMPACT to rigorously record all referrals, including reasons for ineligibility. A particular area for development is the nature of coding those young people who exit the programme. As the consent diagram highlights, there are arguably two types of disengagement. Those who exhibit a reduction in offending and ‘drift’ from the programme vs. those who disengage from the programme whose offending has not reduced despite intensive engagement efforts. Further clarity around exit codes

would enable consistency of recording and will further support routine in-house review and evaluation activities of impact.



The refined referral pathway, further allows the inclusion of an up-to-date ‘eligible waiting-list’. This wait-list held by Police Scotland with the updated figures, could be shared with IMPACT on a monthly basis to allow assessment of demand vs. capacity and inform evaluation propositions.

Pre and post monitoring of offence data has been undertaken for those young people who have been involved with IMPACT since 2010. Sixty-three young people were identified for whom it was possible to collate offending data upon exit from the programme during a six-month period<sup>10</sup>. The table below provides summary characteristics of the sample included within the analysis.

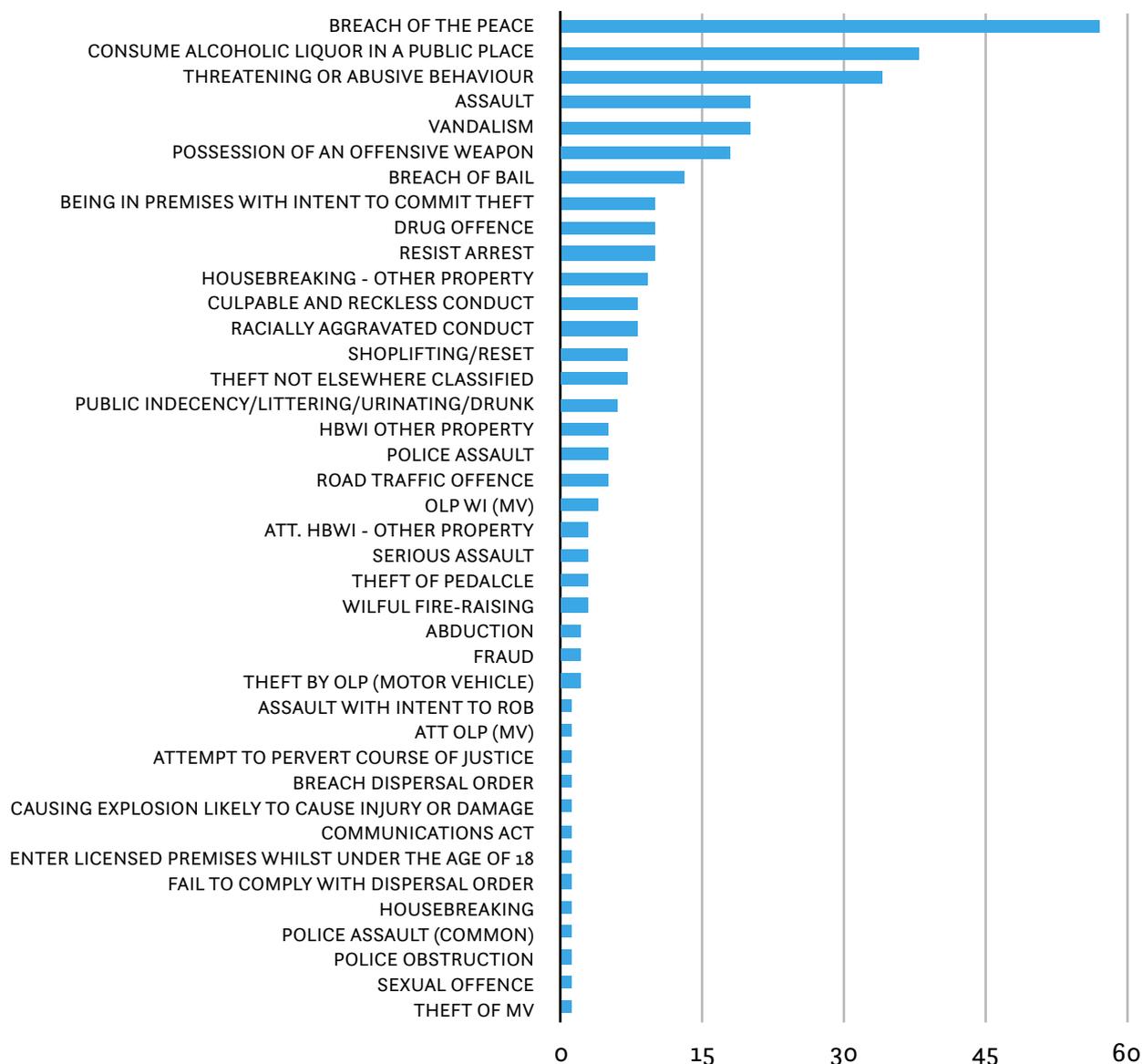
Summary characteristics	Total sample = 63
Gender	<b>Male = 61; Female = 2</b>
Age	<b>Average = 16 years; Range = 11 years - 18 years</b>
Length of involvement*	<b>Average = 8 months; Range = &lt; 1 month - 2 years and 7 months</b>

\*Please note: length of involvement starts from the referral date, not point of first contact.

<sup>10</sup> Please note: two of these cases were excluded from analysis as the exit dates from the IMPACT project pre-date their referral date.

The graph below summarises the offences for the period six months previous to referral onto IMPACT. The most prevalent being breach of the peace; consumption of alcohol in a public place and threatening or abusive behaviour. The most prevalent behaviours identified within the June '14 cohort were breach of the peace; consumption of alcohol in a public place and vandalism.

Offences Pre-IMPACT November 2014



Violent offences (assault, serious assault, police assault, abduction, weapon possession etc.) combined sits at approximately **38%** of all offences committed during this period.

It could be tentatively argued baseline figures reflected a more refined referral pathway. That is, those displaying aggressive or violent behaviour are more likely to be referred by Police Scotland and accepted by IMPACT than in previous years or in earlier stages of the project.

In order to calculate reductions in severity and frequency of offences pre- and post-intervention, a variation of the Frequency, Recency, Gravity Score (R.F.G) developed by Smith (2013) was used.

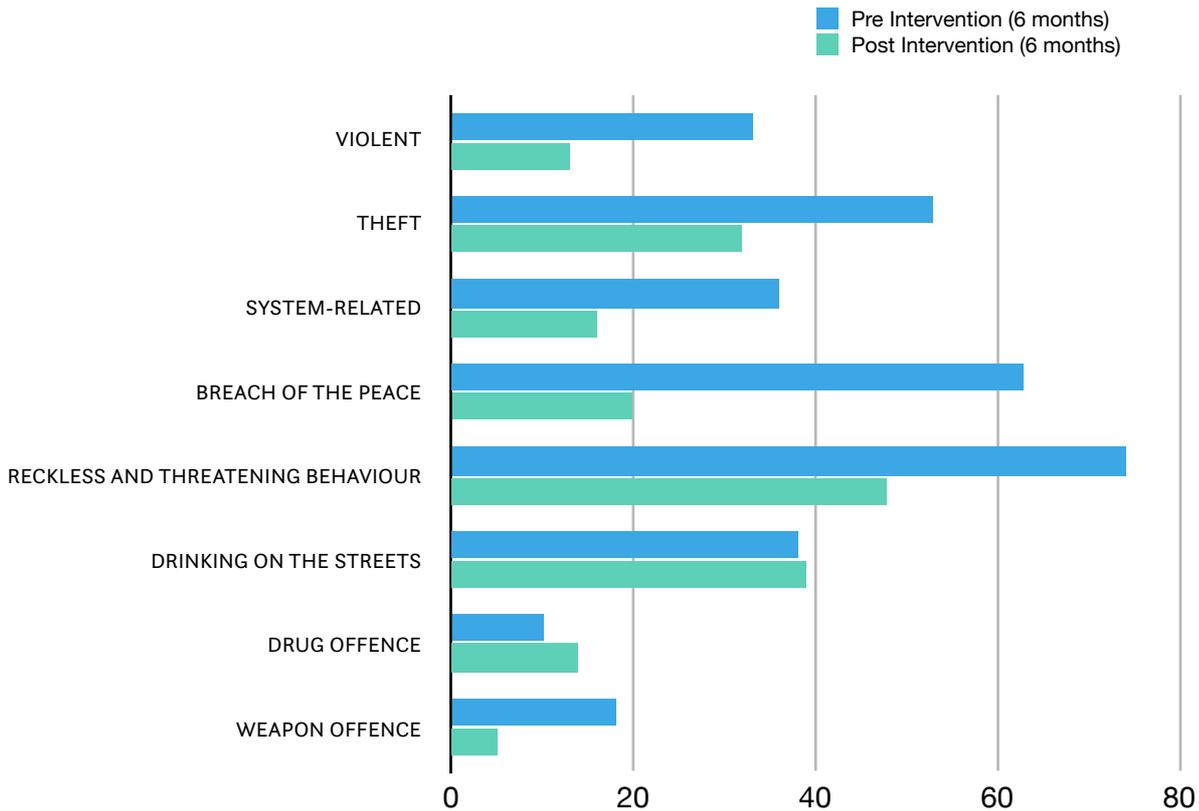
Non-parametric tests revealed a significant reduction in the **average** gravity of offence committed for the period six months after IMPACT compared with the six months before involvement with Includem. In particular, 49 young people

demonstrated a positive change, none remained the same whilst the remaining twelve revealed a negative change.

Non-parametric tests revealed a significant reduction in the **maximum** gravity of offence committed during the period six month after IMPACT. compared with the six month before involvement with Includem. In particular, 41 young people demonstrated a positive change, ten remained the same whilst the remaining ten revealed a negative change.

Non-parametric tests revealed a significant reduction in the **frequency**<sup>11</sup> of offences committed for the period six month after IMPACT compared with the six month before involvement with Includem. In particular, 44 young people demonstrated a positive change, whilst twelve yielded a negative change and five remained the same.

The graph below provides a broad summary overview of 'Offence Types' pre and post intervention for the entire sample.



In terms of next steps, the data will be put to the IMPACT team and Includem operational staff for interpretation and context. The additional data gathered will be incorporated ahead of the October report 2015.

<sup>11</sup> Note: this is for total offences recorded, not total number of crime reports.

# COSTING ANALYSIS

Estimates of economic and social costs of crime associated with those participating in the Includem programme

Prepared by the Justice Analytical Services, Scottish Government, November 2014

## Background

The Scottish Government has undertaken an analysis of recorded crime data from those involved in the Includem programme to estimate the associated economic and social costs. This analysis provides estimates of the impact on wider society from changes in offending behaviour from before and after participation of individuals in Includem.

Changes in the costs of crime were derived using data on:

- recorded crime gathered before and after individuals participated in the Includem programme; and,
- costs for particular crime types, based on UK Home Office estimates of economic and social costs of crime at 2012-13 prices.

The estimates of economic and social costs of crime include costs for:

- the anticipation of crime (e.g. defensive expenditure such as household alarms and insurance administration);
- the consequences of crime (e.g. value of property stolen/damaged, lost output and victim support); and,
- in response to crime (e.g. police, health services, prosecution, court, legal aid, criminal justice social work, and prisons).

The analysis also took into account the fact that recorded or cleared up crime tends to be an underestimate of the levels of “actual” crime incidence since more of certain crimes go unreported than others, e.g. all homicides tend to be recorded whereas only a low proportion of shoplifting crime is. Such estimates are produced using “multipliers” that gross-up recorded or cleared-up crime levels to what are considered to be estimates of actual crime incidence. The multipliers required in this approach are developed from various sources of crime data such as the Scottish Crime and Justice Survey which publishes data on levels of crime that are experienced by the public and not just those that are reported to the police. Such an adjustment increases the overall cost of crime, but is likely to offer a truer reflection of the costs of crime to society more generally.

## Data

Anonymous, individual, cleared-up offending data was provided by Police Scotland for a sample of 46<sup>12</sup> individuals who had been on the Includem programme, giving information on offences committed (6 months prior to joining the Includem programme and offences committed in the 6 months directly following being on the programme).

## Estimation of Economic and Social costs of Crime

### From cleared-up crime levels to estimates of actual incidence of crime

A summary of the numbers of cleared-up crime/offences per individual by period is given in Table 1 below.

**Table 1**

Total average number of recorded crimes per individual and proportion of crime by crime type in the 6 months before and after individuals had been on the Includem programme.

	Before	After
Non Sexual Crimes of Violence	2.5%	0.8%
Sexual Crimes	0.5%	0%
Crimes of Dishonesty	18.6%	23.0%
Fire-Raising, Vandalism etc.	10.6%	4.1%
Other Crimes	16.1%	23.8%
Miscellaneous Offences	51.8%	48.4%
Total	100%	100%
Total average number of recorded crimes per individual	4.3	2.7

*Figures may not sum to 100% due to rounding*

Using these data on offending, as described above, grossed-up estimates of actual crime incidence per individual were derived using cleared-up crime to estimated incidence of crime multipliers to take account of the under-reporting of crime. These are given in Table 2 below.

**Table 2**

Total average number of crime incidence per individual and proportion of estimated incidence of crime by crime type in the 6 months before and after individuals had been on the Includem programme

<sup>12</sup> Please note: the costing analysis here relates to the offending data for young people detailed within the June 2014 Report. The costing analysis and outcome analysis within the October 2015 report will include the comparison sample and relate to the same young people involved within the IMPACT project.

	Before	After
Non Sexual Crimes of Violence	1.7%	0.4%
Sexual Crimes	0.1%	0%
Crimes of Dishonesty	40.3%	61.1%
Fire-Raising, Vandalism etc.	40.1%	17.7%
Other Crimes	2.7%	4.5%
Miscellaneous Offences	15.1%	16.4%
Total	100%	100%
Total average number of recorded crimes per individual	26.7	14.4

Figures may not sum to 100% due to rounding

### Estimates of the economic and social costs of crime

Using the estimates of the incidence of crime/offences per individual in Table 2 above, it was then possible to use the Home Office derived cost of crime figures to give a number of cost estimates for the crimes committed by those in the sample.

Table 3 gives the estimated cost of an average crime committed by individuals before and after being on the Included programme. This may be taken as an indication of the change in the severity of crime between the two periods concerned.

**Table 3**

Estimated average economic and social cost per crime committed by those on Includem

	(£ 2012/13)*	
	Before	After
Average value of crime	£2,102	£1,885

\*Figures at 2012-13 prices

Table 4 gives the average cost of crime per offender, by crime type in each of the 6 month periods before and after being on Includem. This is based on the total economic and social costs implied by the estimated actual crime incidence associated with those in the sample.

**Table 4**

Estimated economic and social cost of crime per offender for the 6 months periods before and after being on the Includem programme

(£ 2012/13)

	Before	After
Non Sexual Crimes of Violence	£10,259	£122
Sexual Crimes	£70	£0
Crimes of Dishonesty	£24,534	£17,863
Fire-Raising, Vandalism etc.	£11,497	£2,737
Other Crimes	£1,562	£1,429
Miscellaneous Offences	£8,240	£4,953
Average value of actual crime	£56,162	£27,105

\*Figures at 2012-13 prices; Individual figures may not sum to totals due to rounding

## Findings

- Recorded crime/offences per individual (Table 1) fell by over 33% in the 6 month period following the participation of individuals in Includem compared to the 6 month period before being on Includem.
- Estimated total incidence of crime per individual (Table 2) fell in the region of 50% on average in the 6 month period following the participation of individuals in Includem compared to the 6 month period before being on the programme.
- Estimated costs per crime for the severity of crime (Table 3) fell marginally by around 10% to around £1,900 in the 6 month period following participation in Includem compared to around £2,100 in the 6 month period before participation in Includem.
- Estimated social and economic costs of crime per offender (Table 4) fell by over 50% from approximately £56,000 for the 6 month before participation in Includem to around £27,000 for the 6 months after being on the Includem programme.

NB. These findings should be read in conjunction with the caveats given in the statistical significance section below.

## Statistical Significance of the results

A test for statistical significance of the difference between crime/offending levels before and after individuals' participation in Includem was undertaken. The test indicated that the crime/offending rate was significantly lower in the period after being on the programme compared to that before being on the programme. Thus, it is possible to be reasonably certain there has been a change in behaviour of those participating in the programme between the two periods in question.

It is not, however, possible to attribute the observed change to individuals' behaviour to their having been on the Includem programme. Crime/offending rates are driven by and may change as a result of many factors. Given that individuals only exit the Includem programme if their offending behaviour has reduced, they have disengaged from the programme or have moved away from the area where they lived, the sample is automatically populated by individuals who are more likely to have a reduced likelihood of offending and thus the observed reduction in offending may be greater than might ordinarily be the case. Other factors might include changes in police behaviour or random fluctuations in individuals' behaviour. All

these factors will have a potentially substantial impact on offending rates observed and thus lead to an over or underestimate of costs.

In addition to the question of attribution, the analysis assumes that all recorded crimes for each individual are treated as separate incidents. There may be certain cases whereby the Crown Prosecution Service may combine charges which may mean court costs are reduced and the overall costs of crime may be overstated.

Finally, the analysis assumes that each individual was at liberty in each of the periods under examination. There are 3 cases at least whereby the data suggest that the individuals concerned may have ended up in custody for part or all of the 6 month period prior to or post being on Includem. The costs of crime for the period before or after an individual was on Includem may, therefore, be understated.

## Further Work

In order to interpret the results of the analysis undertaken above more fully, further work to assess the contribution of Includem to the reduction in crime/offending before and after being on the programme is suggested in three areas:

- Police Scotland could be asked to provide a comparator control group dataset for individuals with similar characteristics to those in the Includem data set who have not have any support or assistance in modifying their re-offending behaviour.
- Information from could be sought on all those in the Includem data set to establish if an individual involved ended up with custodial prison sentence in the 6 month period following their participation in Includem.
- The sample used in the analysis could be made larger to mitigate some of the statistical uncertainty relating to the sample size. For example, data on all individuals who have participated in Includem might be examined.

# FIDELITY AND OUTCOMES

## ‘Are you delivering what it says on the tin?’

Fidelity is defined as how well the programme is being implemented compared with the design. In other words, are you delivering the programme as intended? The core dimensions of implementation fidelity are conceptualised as the following<sup>13</sup>:

- (i) Adherence
- (ii) Dose/Exposure
- (iii) Quality of Delivery
- (iv) Participant Responsiveness
- (v) Programme Differentiation
- (vi) Treatment Integrity

The existing prevention science literature reveals high implementation fidelity produces better outcomes than low implementation fidelity. As such, clear and concise guidance around the programmes core fidelity components and associated measures is key if the intended outcomes are to be achieved.

As such, what does fidelity implementation look like in the context of the IMPACT project? Includem are involved in the continuing refinement of their fidelity measures (referred to internally as *Key Performance Indicators*) and online monitoring systems, ‘MAPS’.

## ‘What is unique about IMPACT?’

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<sup>13</sup> Mihalic et al.

The table below maps the essential fidelity implementation components onto the activities of the IMPACT project and sets out potential fidelity measures using existing data collected by Includem.

Fidelity Component	Definition	Application to IMPACT	Measure
Adherence	Delivery of the core components. This includes appropriate staff training and supervision; right materials; suitable location/context	24 Hour Helpline; Staff Supervision*; Out of Hours Support; Community-based; Includem's cognitive behavioural manual, A Better Life (Core elements: 'This is my Life', 'This is my Future' including Change Theory**); 1:1 Contact; Small team of workers for one young person; Partnership with Police; Goal-orientated/Purposeful Contacts; Expectation of missed/unmet contacts; Police-Includem home visits/doorstep	Contact Logs; Supervision Sessions; Support Plans; Exit Reports; ABL folder/ABL evidence
Dose/ Exposure	Frequency and intensity of contacts is sufficient/as specified.	Minimal: Delivery of 1 A Better Life Session per week; Commitment from young person of 2-4 contacts per week Ideal: Initial engagement 3-4 contacts per week	Contact Logs; Supervision Sessions; Support Plans
Quality of delivery	The skilfulness of the project worker/ assistant project worker when implementing the programme	Within IMPACT young people may be reluctant to engage with the project and more specifically some activities within a Better Life. It will require project worker persistence and skills to adapt the activities/ manual to help build participant responsibility. Furthermore, project workers sensitivity and skill managing the balance between persistency and respecting a young persons choice to accept support.	Your View/ Supervision Sessions

\*Staff Supervision: Reflective practice playing a key feature.

\*\*Theory of Change: Pre-contemplation; Contemplation; Preparation; Action; Maintenance; Relapse

Fidelity Component	Definition	Application to IMPACT	Measure
Participant Responsiveness	The extent to which participant are engaged by or involved in the programme activities. Two elements: Participants awareness and participants application***.	Within IMPACT, this could include an increased awareness of risks of offending and strategies to help avoid offending in the future. The next step being subsequent application of those strategies in their daily lives. * (enabled by Support Plan set by the YP); Young person ownership of the goals/plans	Your View; Supervision Sessions; Contact Logs
Programme Differentiation	The unique features of the programme i.e. what sets IMPACT apart from other 'mentoring' programmes?	This is arguably one of the most contentious element of fidelity within an IMPACT model. Project workers require flexibility of delivery in order to respond appropriate to the young persons needs. For instance, ABL would be put on hold in a crisis. Or if there was a particular incident the week or the day before, a skilled and responsive project worker would use this as an opportunity to build on learning i.e. 'a teachable moment'. However, while this flexibility must be acknowledged, this does not mean that there can be no core structure. Particularly if activities within modules build on the previous learning.	Supervision Sessions; Support Plans; Contact Logs
Treatment Integrity	Delivered to the right population by project workers/ assistant workers who are appropriately trained.	Detailed referral pathways developed with Police Scotland support the identification of young people causing violence within the community. Project workers should also receive timely training ahead of supporting young people and access to the relevant materials (i.e. ABLs); ABL training, Shadowing project workers; Child Protection training;	Living or updated consort diagram, including summary of key characteristics ?; Supervision and training

\*\*\*Lichstein, Riedle & Grieve, 1994

The Includem practice is going through a development process identifying these core elements. For instance, it is stipulated that ABL session must be delivered once per week. The logic underpinning the stipulation of IMPACTs core components must be carefully understood.

The natural progression of defining the core components is to test out the relationship with key outcomes. The connection between fidelity data and impact/outcome data further allows exploration of the core programme elements underlying change. Fidelity measures however, need to monitor the right information, in the right way at the right time.

### ‘Encourage reflective practice, minimise bureaucracy and build capacity’<sup>14</sup>

Measures of fidelity must be practical (i.e. not too time consuming to complete), valid (i.e. measuring the core aspects of fidelity it posits to measure) and enable analysis at an aggregate or group-level. It is important to note however, that existing literature highlights a curvilinear relationship between fidelity adherence and outcomes. It is argued, the collection of adherence data runs the risk of becoming a tick-boxing exercise which adversely impacts upon delivery and this outcomes. That is, rigid adherence to the programme comes at the expense of quality and responsiveness to participant needs. Project workers must be able to administer the programme with fidelity whilst being able to maintain flexibility and responsiveness to participant needs. Which again, begs the questions - what are the core and adaptable elements? This understanding should accompany robust measures of fidelity quality.

The collection of robust and accurate fidelity information will allow exploration of some of the relationships between fidelity and outcomes. It will allow IMPACT to unpack the ‘key ingredients’ of the practice model. For example, how much of the programme does a recipient/participant need to receive before there is a tangible impact upon specified outcomes? If IMPACT were to be replicated elsewhere, what are the essential components or necessary building blocks?

Quasi-experimental designs or evaluations should be accompanied by essential information about fidelity implementation. This data aids the interpretation of crucial outcome as to whether the programme is effective (or not).

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<sup>14</sup> Beth Anderson, Office for Public Management

# PROGRESS AND NEXT STEPS

## Next instalment: October Report 2015

The *Independent Evaluation of Includem's IMPACT Project: Interim Report, November 2014* provides a platform to identify areas for further development ahead of the comprehensive and next instalment of the independent evaluation in October 2015. Moving forward, the independent evaluation of Includem's IMPACT project will involve the collation and analysis of the following data:

- Existing administrative data held by Police Scotland on youth offending across Greater Glasgow will be used to source a closely matched comparison group of young people who did not receive support from Includem services. An initial trial period, undertaken by Police Scotland, helped identify issues with the existing data-matching protocol. Procedures will be reviewed and refined in consultation with key partners to ensure consistency and transparency of approach. The data-matching parameters will specify (among other dimensions) that young people should not have been involved with any Includem service and should be similar in both demographic profile (e.g. age and gender) and offending profile (e.g. nature, frequency and timeframe of offences). Once agreed, the refined data-matching procedures will be included within the appendices of the final October 2015 report. The methodology will also highlight the limitations of retrospectively matching against historical data. Nevertheless, whilst the matching will include a number of caveats, the development of this innovative method represents the product of a strong working partnership between Includem and Police Scotland. This approach has the wider potential to act as a model for other charities to help build-up a stronger evidence-base.
- Conviction data, ideally including dates of **actual** sentence served, will be a valuable source of contextual data. It has the potential to aid interpretation of the offending data and enable exploration of imprisonment rates across the IMPACT group *and* comparison group (e.g. Are the imprisonment rates comparable? If offending is lower in one group, can imprisonment data offer any insight?). At present, it is unclear whether this is a feasible option. It would appear this information is held across different agencies - conviction data held by the Crown Office and dates of actual sentence served held by the Scottish Prison Service. Guidance and support will be sought from the Includem's Public Social Partnership Governance Group.
- Health data is being sought for those involved with IMPACT including whether there has been contact with CAMHS and/or Addition Services and the number and nature of A&E admissions. This is progressing following authorisation from the Caldicott Guardian<sup>15</sup> and support of Health partners on Includem's Public Social Partnership Governance Group.

<sup>15</sup> A Caldicott Guardian is a senior person responsible for protecting the confidentiality of a patient and service-user information and enabling appropriate information-sharing.

- The report will also include Costing Analysis provided by Justice Analytical Services, Scottish Government involving the comparison data and those young people who exited IMPACT as of March '14. It will also further incorporate the suggestions of future work as proposed by Justice Analytical Service, Scottish Government as detailed on page 19.
- Over the next few months, the evaluation will explore feasibility and appropriateness of inviting young people to help interpret the report findings, offering further insight. This will be done slowly and sensitively in close contact with project workers as to which young people are in a position to fully and safely engage. Careful consideration will need to go into whether this will be appropriate. It will most likely involve capacity building beforehand<sup>16</sup>.

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<sup>16</sup> This will draw upon experience from within Includem, and their recent young person participation initiative with Snook, service design agency.

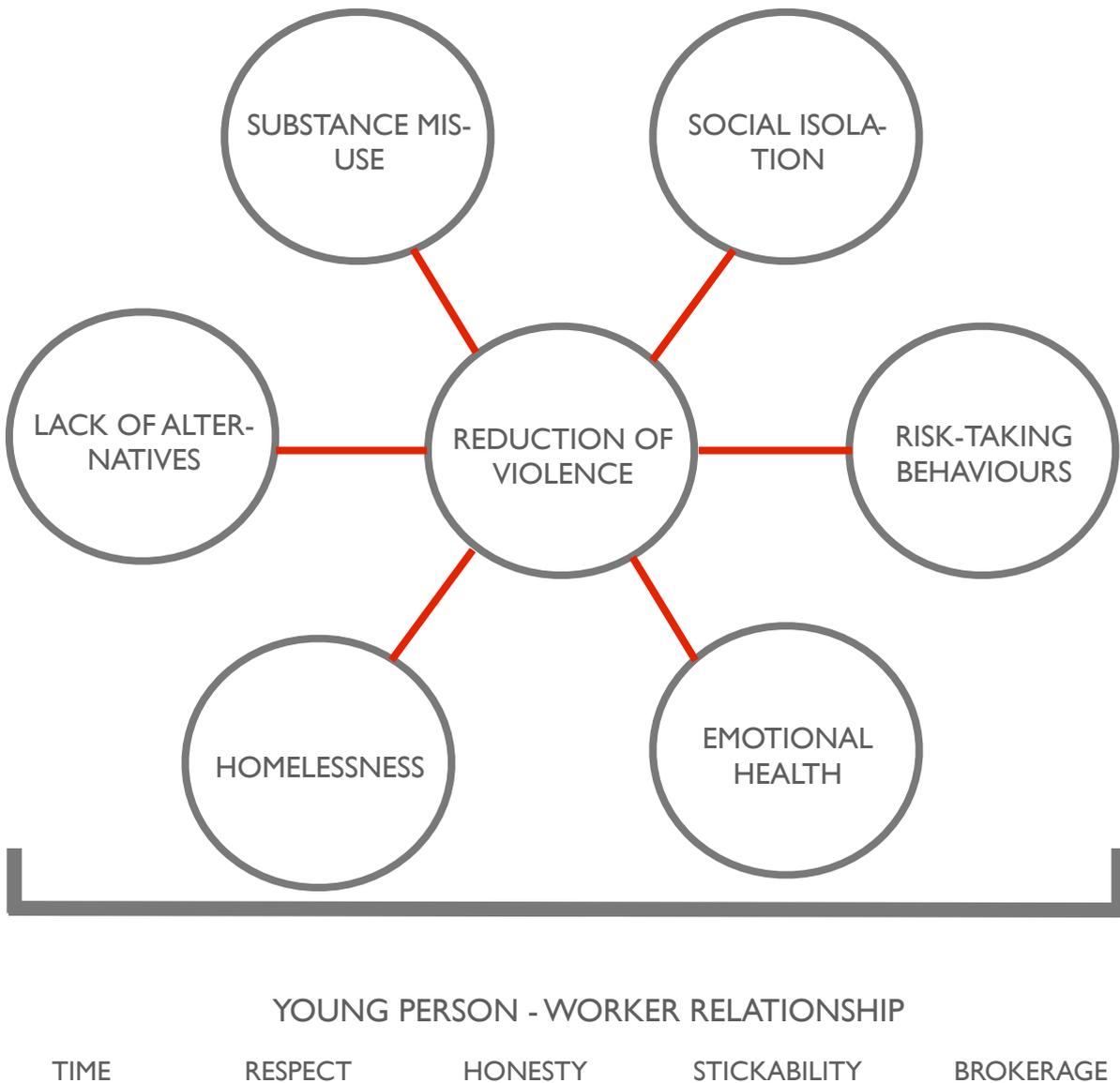
## Appendix I. Flow Diagram: IMPACT Referral

The following diagram provides a high level illustration of the key agencies involved and broad criteria in the identification of young people who might be eligible for referral onto the IMPACT team. The process is dynamic and has evolved to establish reasonable and proportionate inter-agency data sharing between police, social work and Includem to best support young people and reduce the victims of crime.



## Appendix II. IMPACT's Logic Model

The diagram below is intended to function as a simple visual illustration of IMPACT's core components, with the reduction of violence at the heart of the project and framed by the quality of the young person-worker relationship.

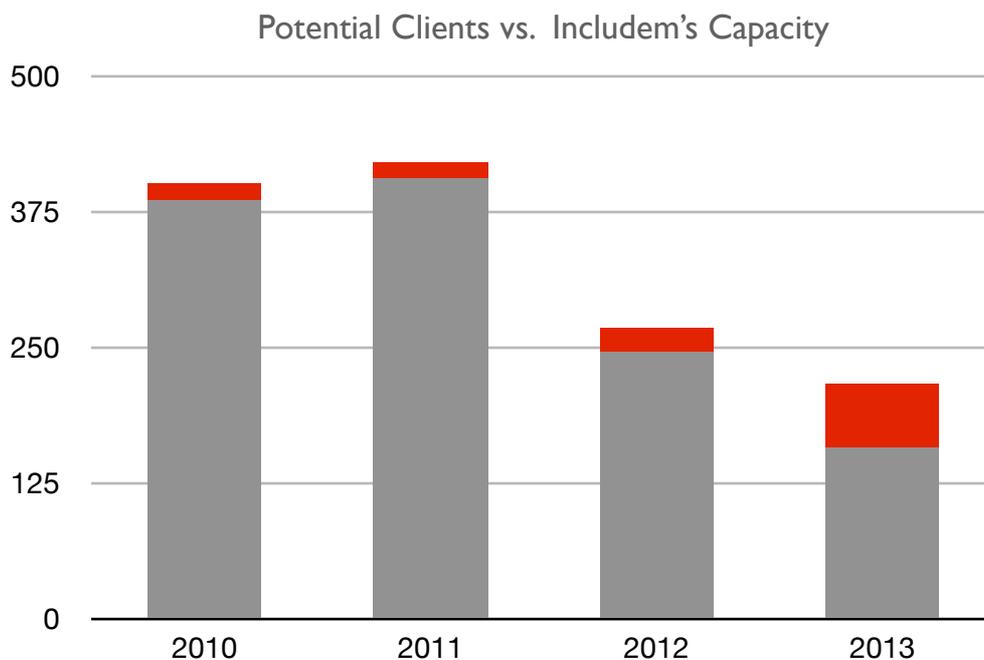


## Appendix III. Potential Demand vs. Includem's Capacity

Police analysts collated the figures contained in the graph below retrospectively for each year since 2010. Police analysts screen for potential eligible young people by applying the following broad matrix criteria;

- **Geography:** place of residence is coded as Glasgow
- **Age:** between 14 to 21 years of age
- **Gravity:** more than one violent crime and/or more than one weapon crime
- **Frequency:** reached the highest banding for frequency of offending
- **Recency:** charged more than once in the last six months and at least once in the six months prior

Please note: as this information is not routinely recorded for evaluation purposes, police analysts have retrospectively applied these matrixes for those young people. These matrixes are a variation of the criteria above, as it only codes those aged 14-21 years residing in Glasgow and who have had more than one violent crime, or more than one weapon crime, or one violent and one weapon crime, or had a gang related offence in the last year. This retrospective data collated would suggest **demand far exceeds resource**. A closer examination of those identified by police analysts in this first round however, will reveal some of these potential clients may not be suitable for referral to IMPACT. As such, those cases identified will progress for review by police and social work agencies.



## Appendix IV. Content, Form and Function

If we were to take a deeper dive into the existing data collected by IMPACT, the table below represents the initial data matrix of available information on what IMPACT collects and how this information is used.

Data	Format	Description	Fidelity monitoring	Practice tool	Outcome measure	Other	If other...please specify
Your View	Self-report	Feedback from YP in questionnaire format about the service and relationship with project workers/assistant workers	✓	✗	✗	N/A	N/A
RRCF Dataset	Practitioner-report	Practitioners assessments of young persons progress in various domains of behaviour, offending, substance misuse etc.	✗	✗	✓	✓	Accountability for funders. Function requires further clarification. Is arguably an outcome measure, however it's appropriateness, timeless and capacity to sensitively monitor change needs further exploration.
Offending Dataset	Existing administrative data	Police Scotland provide offending for 6months prior and 6 months post involvement with Includem	✗	✗	✓	N/A	N/A
Exit Reports	Practitioner-report	A function of reflective practice at the end of the case, looking at the whole practice across the whole period that that young person. The content is being refined by IMPACT.	✓	✓	✗	N/A	N/A
Young person and practitioner interviews	Self-report	Interviews with young people re: their progress, relationship with project workers, motivations for involvement with Includem etc.	✓	✗	✗	✓	In order to developing a deeper understanding of Includem activities, including individual perceptions of any change in their lives in order to help inform any service improvement activities.
Podcasts	Self-report	Interview with young people that are recorded and edited into a short audio clip	✗	✗	✗	✓	Conference, website and other communication materials for (potential) funders
Crimepics	Self-report	Provides an assessment of prosocial attitudes towards crime	✓	✓	✗	N/A	N/A
Wellbeing web	Practitioner and self-report	Used as a discursive device for practitioners to address particular behaviours and help build the practitioner-YP relationship	✓	✓	✗	N/A	N/A
Contact Logs	Practitioner-report	Detail the content of what happened during the contact with the young person	✓	✓	✗	N/A	N/A
Support plans	Practitioner 'and young person-report'	A plan of action agreed by both the project worker and young person as to specific goals the young person hopes to achieve (with the necessary support provided)	✓	✓	✗	N/A	N/A