



Evaluating Participation

A guide and toolkit for health and social care practitioners

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Introduction

This Guide has been developed by the Scottish Health Council as a tool for supporting the evaluation of public involvement and participation in health services. It is a partner to the Participation Toolkit¹ and is a stand-alone guide for evaluating participation. It does not set out to be a definitive guide to evaluation, but aims to provide resources, references and tools to help you to develop your own evaluation.

The Guide aims to:

- introduce some evaluation essentials
- guide the development of a suitable framework for evaluating participation
- provide a set of flexible tools to adapt and use for your own evaluation projects, and
- signpost information and materials for further investigation.

Who is the Guide for?

This guide is for anyone working in the area of community engagement, public involvement or participation whilst it will be of particular interest to those working in health and social care it may be of interest to other sectors. It is designed both to be a useful starting point and to add to the existing resources and tools of the more experienced evaluator.

Using the Guide

You can use the Guide in its entirety, or simply dip into the sections or tools that are most relevant to your needs. The Guide draws on a number of sources (which are referenced at the end of the Guide) so that you can investigate particular aspects of evaluating participation in more detail. The Toolkit section provides a mix of flexible tools and templates that can be adapted and used in your own evaluation projects. The Guide is made up of three sections followed by the Toolkit.

Section 1 Evaluating Participation explores evaluation and participation, in the context of the health and social care services.

Section 2 Evaluation Essentials covers the nuts and bolts of 'how to do' evaluation including evaluation stages, evaluation questions, and a range of evaluation methods.

Section 3 Evaluation Frameworks and Logic Models introduces logic models and how these form an integral part of the approach to planning and evaluation. It also highlights existing models that are relevant to community engagement and participation.

¹ The Participation Toolkit

http://www.scottishhealthcouncil.org/patient__public_participation/participation_toolkit/the_participation_toolkit.aspx

Section 1: Evaluating Participation

NHS Boards need to ensure that people have a say in decisions about their care and in the development of local health services. It is one of the commitments set out in the Scottish Government's Better Health, Better Care: Action Plan to develop a "mutual NHS" where health services meet the needs and preferences of individuals.

“Participation refers to the service user or public involvement processes by which perceptions and opinions of those involved are incorporated into decision making.”²

Involving communities, patients, carers, NHS staff and the public is a very important part of improving the quality of health services. The views, perceptions and feedback on local health services of these stakeholders are invaluable for learning and improvement, and evaluating their involvement will check how well NHS Boards are listening. An inclusive process must be able to demonstrate that the NHS listens, is supportive and takes account of views and suggestions. Stakeholders have to be involved at an early stage and throughout the process.

The Participation Standard has been developed by the Scottish Health Council as a way of measuring how well NHS Boards carry out their public involvement and participation responsibilities. Through developing an evaluation framework and using evaluation practices NHS Boards will be better able to learn from their public involvement activities. This requires an essential understanding of what is meant by evaluation and how to design a suitable framework for evaluating participation.

Evaluation is when information is collected in a systematic way to inform decision-making and enhance organisational learning. Evaluation of participation, therefore, is a process of assessing the way in which a participation project is undertaken (**process**) and assessing the results of that activity (**outcomes**). To ensure we continue to improve how we involve patients, carers and communities and learn from what they say, it is therefore important to evaluate Patient Focus and Public Involvement activity. A comprehensive and methodical approach to evaluations of participation will improve our understanding of where, when, why, and how public participation works and does not work. Evaluation will help stakeholders and practitioners understand what type of participation, under what circumstances, creates what results.

Different sorts of public involvement and participation activities

Participation activity varies, it can involve:

- a single public participation activity or process for example a GP satisfaction survey, and
- a participation program that involves a number of activities spread over the course of months or even years, for example a major service change such as a hospital ward closure.

² A Manager's Guide to Evaluating Citizen Participation, IBM Centre for the Business of Government, Tina Nabatchi, 2012

Benefits and challenges of evaluating participation

“Effective evaluation can enable managers and agencies to improve public participation programs and ensure that they are useful, cost-effective, ethical, and beneficial.”³

Evaluation can help our understanding of public involvement and participation in four main ways, helping to:

- clarify the objectives of the exercise by finding practical ways to measure success
- improve project management by building in review and reflection as the work progresses
- improve accountability by reporting what is done and what has been achieved, and
- improve future practice by developing evidence about what works and what impact different approaches to participation can have.

There are also **challenges** when it comes to evaluation. Some practical barriers include: lack of time, resources, or expertise to conduct the evaluation or a lack of commitment from senior management. Other challenges include:

- Deciding on an appropriate timeframe: should the evaluation take place after the process of participation or should it be ongoing throughout the participation process?
- There may be a need for multiple evaluation activities aimed at short term (process) and medium to long term (outcomes) evaluation activities.
- Medium to long term evaluation activities can be problematic where keeping contact with stakeholders and participants for follow up after the activity takes place.
- Thought should be given to maintaining a register of stakeholders and participants and priming them in advance that a follow-up evaluation will take place. Although this will not guarantee evaluation responses.

Developing an appropriate evaluation framework

There is no single approach or method for evaluating participation. Each participation activity or programme has to be viewed in its own terms, and an evaluation framework or plan designed to fit the purpose, the audience, and the type and scale of the activities or programme. The stages of evaluation (see p11) highlight the practical steps involved, but there are some important principles that should guide an evaluation framework.

- Evaluation should be an integral part of the planning and implementation of participation activities or programmes. This means building in evaluation at the

³ A Manager's Guide to Evaluating Citizen Participation, IBM Centre for the Business of Government, Tina Nabatchi, 2012

start of the project as opposed to evaluation as a separate activity carried out at the end. See section 3 on Logic Models and Evaluation Planning (p18).

- Evaluation should be a structured and planned process based on clear performance criteria, goals and desired outcomes and carried out systematically using appropriate methods, as opposed to relying on assumptions and/or informal feedback.
- Evaluation should, whenever possible, be a participatory activity involving key stakeholders such as professional staff, managers and decision makers, and community participants in a collaborative learning process aimed at improving services. For example: establishing a broader evaluation team; engaging co-workers from a wider stakeholder group to inform the evaluation process such as commenting on survey design and questions.
- Evaluating participation should be considered within its wider context in order to assess the opportunities and risks that might help or limit the evaluation. For example, considering if there are local issues or tensions that might affect public involvement; the community's likely willingness to participate; or whether the activity or programme might unrealistically raise expectations of local change.

Summary

Evaluating participation is a complex activity but it provides the fundamental key to ensuring that public involvement and participation activities and programmes:

- a) generate learning and results, and
- b) improve future participation practices.

The next section of the Evaluating Participation Guide introduces some evaluation essentials.

Section 2: Evaluation Essentials

This section covers the nuts and bolts of ‘how to do’ evaluation. We have highlighted some essential (and generic) aspects of evaluation including:

- explaining some key evaluation terminology
- defining evaluation and exploring evaluation questions
- mapping the stages of an evaluation
- evaluation frameworks for evaluating participation
- exploring who should conduct the evaluation
- discussing a range of evaluation methods, and
- highlighting ethical issues that evaluating participation raises.

Common evaluation terminology

First, evaluation is a minefield of different terms which contributes to some of the confusion that people might have about evaluation. As a quick reference, at the start of this section we have defined some key evaluation terms that are used in this guide and are common to other evaluation approaches. The Jargon Buster⁴ website, produced by an informal partnership of funders, government departments, regulatory bodies and third sector organisations with the explicit purpose to demystify evaluation, is a useful reference tool. There are also glossaries of evaluation and community engagement in the reference section.

Table 1: Key evaluation terms

Evaluation term	Definition
Impacts	Broader or longer-term effects of a project’s or organisation’s outputs, outcomes and activities. Often, these are effects on people other than the direct users of a project, or on a broader field such as government policy.
Inputs	Human, physical or financial resources used to undertake a project such as costs to the participants or costs to the organisers.
Outcomes	The changes, benefits, learning or other effects that result from what the project or organisation offers or provides. Outcomes are all the things that happen because of the project’s or organisation’s services, facilities or products. Outcomes can be for individuals, families, or whole communities.
Outputs	Measures of what an activity did such as – how many workshops, interviews, meetings conducted, how many people attended. Outputs are not the benefits or changes you achieve for your participants; they are the interventions you make to bring about those achievements.

⁴ Jargon Buster <http://www.jargonbusters.org.uk/>

Evaluation term	Definition
Stakeholders	Those that feel they have a stake in the issue - either because they may be affected by any decision or be able to affect that decision. Stakeholders may be individuals or organisational representatives.
Qualitative data	Information about what you do, achieve or provide that tells you about its nature. This is descriptive information rather than numerical information. Qualitative information should tell us about the worth or quality of the thing being measured.
Quantitative data	Information about what you do, achieve or provide that tells you how many, how long or how often you have done it, achieved it or provided it. This is numerical rather than descriptive information.

Defining evaluation

Evaluation involves using information from monitoring and other evaluation activities to make judgments on the performance of an organisation or project, and to use the findings to inform decision-making and enhance organisational learning. In the context of this Guide this means judging the performance of a public involvement and participation activity in terms of a) the participation processes used – **process evaluation** and b) the results and outcomes – **outcome or impact evaluation**. The following table shows the main features of these two types of evaluation.

Table 2: Process and impact evaluation in relation to evaluating participation

Feature	Process evaluation	Impact evaluation
Definition	A systematic assessment of how well a participation activity or programme meets its objectives and target audience.	A systematic assessment of the outcomes, effects, and results (planned and unplanned) of the participation activity or programme.
Purpose	To better understand the components of the participation activity or programme.	To determine whether the participation activity or programme achieved the desired outcomes.
Key questions	What? <ul style="list-style-type: none"> - What was the planned activity? - What happened? - What were the gaps between the plan and the reality? - What worked well? - What were the problems? - What was learned? - What are recommendations for planning future participation activities? 	So what? <ul style="list-style-type: none"> - What were the outcomes or results from the participation activity or programme? - How do these results contribute to improved health services?

Based on Nabatchi (2012, p6)

In addition, evaluation is also defined in terms of when the main evaluation activities take place. This is known as formative and summative evaluation.

Formative evaluation is usually undertaken from the beginning of the project under review and is used to feed into the development of that project. Formative evaluation allows ongoing learning and adaptation in response to interim findings, rather than having to wait until the end of a project to discover something should have been done differently. A formative evaluation, then, would examine the progress of participation against the project objectives and identify unexpected barriers or outcomes as part of a continuous improvement cycle. The benefits of formative evaluation would include improving the participation process as the project progresses as well as receiving feedback from participants while it is fresh in their minds. It is also easier to collect data, so long as this is planned for. A potential downside is that sometimes a clear picture does not emerge on what is working well and what is not as the project is not complete.

Summative evaluation is usually undertaken at the end of the project under review and provides an overview of the entire process. Summative evaluations tend to focus on how successful an activity was and whether it met its objectives in terms of both process and outcomes. The advantages of summative evaluation are that it can stop people from repeating initiatives which have not been successful, and it can uncover information which supports people to build on projects or programmes which have been successful. A potential downside to summative evaluation is that too much time may have elapsed between the participation activities and the evaluation. This may make it difficult to contact participants for their views or those that are contacted may not recollect everything you need to know.

Evaluation questions

Evaluation essentially involves asking questions, and there are three key questions that evaluating participation will be concerned with:

What did we do?

- What were the objectives?
- What methods were used?
- How many people did we reach and how diverse a population were they?

How well did we do it? (process)

- Were the objectives met?
- What worked well and not so well?
- Were the methods and techniques appropriate?
- What could be improved?

What impact did it have? (outcomes)

- Did it achieve intended outcomes?
- What was the impact on services or people whether as patients, carers, communities of interest or geography, service users; or staff?

How you ask these questions will depend on the evaluation method that you decide is most appropriate. For example, there are different ways to ask the question – How well did we do it?

- you may use an **open question** during an interview or focus group and simply let the interviewee or group determine the feedback that they wish to give; or
- you may use a **rating scale** in a survey or questionnaire asking respondents to score particular aspects of their participation; or
- you may use **pictures and/or symbols** as a tool to facilitate communication and gain insights into particular aspects of participation.

Different methods for evaluation are explored in a later section (p14).

Evaluation stages

There are three key stages to most evaluation projects:

1. **Developing an evaluation framework and data collection tools** – this is the evaluation planning stage and is the key to a good evaluation. Evaluation frameworks are discussed in more detail in the next section.
2. **Collecting and analysing data** – this is the practical stage of ‘doing’ the evaluation. A range of evaluation methods are highlighted in this section and the Toolkit includes some useful templates that can be adapted to suit your purpose.
3. **Reporting, sharing and responding to results** – this is the final stage where findings can be shared or fed back to stakeholders and where there is high potential for learning.

These three broad stages are explained in more detail in Nabatchi (p17) and are summarised in Table 3.

The **scale and scope** of these evaluation activities will vary according to the scale and scope of the participation under review, and should reflect the purpose, audience, scale and significance of the participation activity⁵. This can range from a simple feedback form with a few questions to a longer evaluation process using a multi-method approach. As a rule of thumb, an evaluation should take no more than around 5-10% of project resources in terms of time or budget. The World Health Organisation (WHO) advises 10% of project should be devoted to evaluation⁶.

⁵The Queensland Government Department of Communities, 2011, Engaging Queenslanders – Evaluating community engagement

⁶ WHO EUROPE. 1997. Health Promotion Evaluation: Recommendations to Policymakers. Copenhagen: WHO Regional Office for Europe

Table 3: Evaluation stages - important things to think about

Stage 1: Developing an evaluation framework and data collection tools	
<p>Pre-Design Planning and Preparation:</p> <ul style="list-style-type: none"> - Determine goals and objectives for the evaluation - Decide about issues of timing and expense - Select an evaluator(s) - Identify the audience(s) for the evaluation 	<p>Planning is the key to a good evaluation. Planning the goals and objectives for the evaluation should relate to the participation project or action that is the focus for the evaluation. This is also where it is important to set the boundary of the evaluation including overall time scale and budget. Decisions made at the start of the evaluation will guide future decisions about what data to collect, how best to collect it, and will also determine how best to report on the results. Also have a look at the section below on who should conduct the evaluation.</p>
<p>Evaluation Design:</p> <ul style="list-style-type: none"> - Determine focus of the evaluation in light of overall program design and operation - Develop appropriate questions and measurable performance indicators based on program goals and objectives - Determine the appropriate evaluation design strategy - Determine how to collect data based on needs/ availability 	<p>A second level of planning involves designing the evaluation in a way that generates the desired and necessary information, but is also consistent with financial and time constraints of the project. Designing an evaluation strategy means deciding the type of data you want to generate: quantitative, qualitative or a mix of each, and the approach you will use to collect it. For example, questionnaires are good for generating quantitative information whereas focus groups are more likely to generate rich qualitative information. Planning the questions that you will use to gather this information becomes a priority. In the Toolkit section you will find a questions bank and sample survey template. Once you have designed your evaluation tools and questions try them out on a few people to check that the questions are clear and that they mean what you want them to mean.</p>
Stage 2: Collecting and analysing data	
<p>Evaluation Implementation:</p> <ul style="list-style-type: none"> - Take steps necessary to collect high-quality data - Conduct data entry or otherwise store data for analysis 	<p>This is the 'doing' stage of the evaluation. Data should be collected systematically using the methods identified during the planning stage. It is important to be aware of the type of data that you are likely to generate and to think ahead about how you are going to record and store the data. Most often evaluations generate huge amounts of data, so planning at the start will help ensure that what you collect is relevant and useful. This is also the stage where you need to pay attention to ethical issues – see section below.</p>
<p>Data Analysis and Interpretation:</p> <ul style="list-style-type: none"> - Conduct analysis of data and interpret results in a way that is appropriate for the overall evaluation design 	<p>This is the exciting stage of an evaluation where you get to make sense of what the results show. It can also be a tricky stage as different people will 'see' different meanings in the results depending on their perspective. It is a good idea to get different views on the data to check that there is a balanced summary. For example: involve a reference or steering group;</p>

	ask a range of different people to proof the results for meaning and interpretation; and/or involve a group of participants as co-researchers. These measures will add strength and authenticity to your findings.
Stage 3: Reporting, sharing and responding to results	
Writing and Distributing Results:	It is good practice to write up an evaluation project in full so that others can see the robustness behind your results. For sharing your results you should think about the different stakeholders and their needs and interests – you may need to produce a number of different versions of your results for these different audiences, such as shorter executive summaries or holding community events for stakeholders.
<ul style="list-style-type: none"> - Decide what results need to be communicated - Determine best methods for communicating results - Prepare results in appropriate format - Disseminate results 	

Based on Nabatchi (2012) Who should conduct the evaluation?

There are three options available for deciding who should conduct an evaluation. Deciding which option will depend on a number of factors including: the purpose of the evaluation, the resources available (including financial, personnel, skills and expertise), the time available and scope of the project.

Internal evaluations involve people from within an organisation or participation project which may include staff or other stakeholders such as lay personnel or project participants themselves. The evaluation may involve a single staff member or a small evaluation team is formed. Either way it is important to clarify the remit for the internal evaluator.

External evaluations are conducted from outside of the organisation or participation project and may include, for example, a specialist evaluation organisation or research consultancy. Here the remit and responsibility is defined in an evaluation project brief and most often a tender process is used to enable a good match between an external evaluator and the specific evaluation project. In this option there is still a need for an internal contact to project manage the evaluation project and to ensure that good connections are maintained between the external evaluator and the project. Evaluation Support Scotland⁷ provides further guidance on choosing an external evaluator.

A combination or internal/external evaluation approach involves an external evaluation expert working with staff and/or an internal evaluation team to develop an evaluation framework and evaluation materials and/or to collect data. The external evaluator may be contracted to this role or may be involved as a peer-reviewer, from another part of the organisation, to professionally support the project. This collaborative approach is likely to have the added benefit of developing internal evaluation skills and expertise or capacity building. The evaluation process is most often guided by a steering or reference group.

⁷ Evaluation Support Scotland <http://www.evaluationsupportscotland.org.uk/resources/using-external-consultants/>

Table 4: Advantages and disadvantages of different evaluation approaches

Evaluation approach	Advantages	Disadvantages
<p>Internal evaluation is more appropriate for:</p> <ul style="list-style-type: none"> - formative evaluation - small-scale activities - self evaluation 	<p>May increase:</p> <ul style="list-style-type: none"> + willingness to participate + usefulness and uptake of evaluation results + opportunities for learning 	<ul style="list-style-type: none"> - May be biased by the evaluator's experiences with the activity or desire to demonstrate certain results - Staff may lack the relevant evaluation and research skills
<p>External evaluation is more appropriate:</p> <ul style="list-style-type: none"> - for larger-scale activities - if there is a significant evaluation research component - where evaluation skills are lacking internally 	<p>May:</p> <ul style="list-style-type: none"> + bring in more relevant research expertise + provide a more objective evaluation + improve the credibility of the results 	<ul style="list-style-type: none"> - More expensive - Less control over process - External evaluators may not properly understand the context of the program or the needs of the audience

Based on Engaging Queenslanders – Evaluating community engagement (2011)

Different evaluation methods

Deciding which evaluation method to use is very important and somewhat confusing given the range of choices available. Generally evaluation involves a combination of **quantitative** and **qualitative** techniques or methods. Individual methods can also combine quantitative and qualitative such as questionnaires where free text questions can complement multiple choice questions and/or rating scales. In addition, **participative** methods provide alternative ways to engage with participants and are particularly relevant for evaluating participation and the inclusion of a wide range of participants.

The evaluation method(s) that you choose will depend on a number of factors: the evaluation purpose, the scale of the evaluation, the time frame available, and the resources available. Below are descriptions of the pros and cons of different evaluation methods. This is not an exhaustive list as there are many more options available. For example many of the tools highlighted in the Scottish Health Council's Participation Toolkit can also be used for evaluation.

Quantitative methods collect data that is expressed and analysed in the form of numbers. It involves collecting numbers and statistical analysis and is about measurement and judgement. Examples of quantitative methods are surveys and questionnaires.

Table 5: Example quantitative evaluation method

Evaluation method	Pros and cons
<p>Surveys are used to gather views and comments from a sample of local people or service users on a range of issues. You can use surveys to find out what people think about a particular service, including proposed changes, and how services can be improved. A questionnaire-based survey can be used in a variety of formats, for example postal, online, face-to-face and telephone interviews.</p>	<ul style="list-style-type: none"> + Information can be collected from a large group of people + A representative sample of the population may be reached + All respondents are asked the same questions + Postal and online questionnaires can be completed in peoples' own time <hr/> <ul style="list-style-type: none"> - Using postal or online questionnaire, there is no opportunity to clarify what a question means - Postal or online questionnaires usually have a low response rate - There is a risk of excluding people with language and literacy issues

Based on Scottish Health Council Participation Toolkit (March 2012)

Qualitative methods collect data that is expressed and analysed in the form of words. It involves gathering data from what people say and feel, and what is observed and deduced, and provides for description and interpretation. Examples of qualitative methods are interviews and focus groups.

Table 6: Example qualitative evaluation method

Evaluation method	Pros and cons
<p>Focus groups are, essentially, interviews, but involving six to ten people at the same time. Focus groups can help you discover what people really think and feel about any aspect of what you do, generate ideas for new services and help you gauge reactions to any planned changes in services. They are perfect for helping you provide equitable services because they can reveal the diversity and range of views among your client groups, help to find what 'seldom heard' groups think and give a voice to people who don't usually participate or get heard.</p>	<ul style="list-style-type: none"> + This is an efficient way of obtaining a great deal of information + Participants can explore ideas and views in depth + Groups whose views are not normally heard can be targeted + The interaction between the group can lead to interesting themes emerging <hr/> <ul style="list-style-type: none"> - Participants may feel that they need either to conform to the wider group view or to give positive comments to staff if they are present - There should also be a one-to-one option for people who do not wish to speak in front of the whole group

Based on Scottish Health Council Participation Toolkit (March 2012)

Participative methods also gather qualitative data but do so in ways that enable participants to express their views more freely and are more inclusive. For example, if there are problems with language and communication. Examples of participatory methods are World Café and Talking Mats.

Table 7: Example participatory evaluation method

Evaluation method	Pros and cons
<p>World Café is about making conversations work. It promotes discussion and helps to generate ideas and solutions on challenging issues. Can be used as a stand-alone event or as part of a larger conference. Using World Café encourages people to converse in small groups. It allows people to speak or simply to listen. The conversations of several groups are linked and this helps to identify common themes and bring about new insights.</p>	<ul style="list-style-type: none"> + The tool works best with a mix of people bringing different ideas and experiences + This tool is a good way to bring people from different backgrounds together to think about a complex issue and to find imaginative ways forward + Well facilitated, this makes work fun <hr/> <ul style="list-style-type: none"> - Facilitators need to be experienced - If feedback is not analysed immediately after the event, you will risk losing some of the emerging themes and imaginative solutions

Based on Scottish Health Council Participation Toolkit (March 2012)

Ethical considerations

Most evaluations do not require ethical approval from an ethics committee, but if you are unsure then it is worth checking this with local NHS Boards. Even if you do not require formal ethics approval it is important to remember that if you are conducting work with patients, staff and/or the public then an ethical approach is good evaluation practice. Here are some specific areas that you will need to address in any evaluation. Further information can be found in the Scottish Health Council Participation Toolkit⁸ and an ethical checklist has also been included in the Toolkit section.

Confidentiality – the identity of participants should be protected at all times. There are a number of techniques used to achieve this for example: allocating a pseudonym to a case study; using general terms to reflect collective comments such as: community participants’ comments. However, confidentiality needs careful consideration especially in small evaluation projects where the identity of individuals is much harder to protect.

Informed consent – participants in evaluation projects should feel that they are contributing freely and that they can change their mind at any time. This is generally achieved through ‘informed consent’. It is the responsibility of the evaluation project to provide clear information about what’s involved and what will be required of participants. For example, a project information sheet should explain the amount of

⁸ Scottish Health Council Participation Toolkit
http://www.scottishhealthcouncil.org/patient__public_participation/participation_toolkit/covering_ethical_issues.aspx

time involved, the timetable of the evaluation, and how participant comments will be used. In some evaluation projects participants may be asked for signed consent. For example, if there is observation or any video recording.

Data protection – Evaluations are generally concerned with collecting the what, how and why type of information with less need for knowing who said what. Nevertheless, it is a legal requirement that any personal data collected is kept securely and evaluation projects need to work within the requirements of the Data Protection Act 1998 and any procedures set locally by individual NHS Boards. A general rule of thumb is to only collect personal information where it is essential to evaluation purposes.

Feedback to participants at the end is generally considered good practice and may encourage them to participate in future evaluations.

Using evaluation findings to drive improvement

A final and important consideration for an evaluation is how the findings are used to learn and improve practice. Evaluation does not end with the completion of a report, but provides a link to designing future participation activities. Follow-up activities include:

- **Sharing and disseminating** the results with key stakeholders, for example through an event, or further consultation to test out implementation plans. It is important to inform those most affected by changes as a result of the participation activity.
- **Holding a review meeting** to identify a future action plan – it is important to review the findings at different levels to generate positive support for future change, include for example policy and decision makers, managers and staff, local stakeholders and the public as appropriate.
- **Creating an implementation plan** to ensure that learning and results are acted upon.

A template for helping you to plan the use of evaluation findings is included in the Toolkit.

Summary

At the end of this section you should have a general awareness and understanding of some essential (and generic) aspects of evaluation including:

- knowing some key evaluation terminology
- better understanding of evaluation and evaluation questions
- awareness of the stages of an evaluation and who should conduct it
- knowing a range of evaluation methods, and
- awareness of ethical issues that evaluating participation raises.

Section 3: Evaluation Frameworks and Logic Models

This section builds on the previous sections. It introduces logic models and how evaluation forms an integral part of this approach to planning and evaluation. The section also highlights two existing models that are relevant to community engagement and participation.

Logic models

Logic models are becoming increasingly recognised as a useful way to map out and relate programme inputs and activities with desired outcomes and impact.

Programme logic can be defined as ‘a description about how a programme is meant to work characterised by ‘if, then’ connections between inputs, activities and outcomes’⁹. In this context, evaluation is a key tool for assessing these connections and for planning the collection of good evaluation data. Logic models have a number of benefits:

- They recognise that achieving outcomes is likely to cover longer time spans – short, medium and long term.
- Evaluation can be more focused in line with these different time spans.
- Each element of the model gives rise to evaluation questions both process and outcome questions.
- The model provides a map to review the process, activities and outcomes based on what happens in reality and what is learned through evaluation.

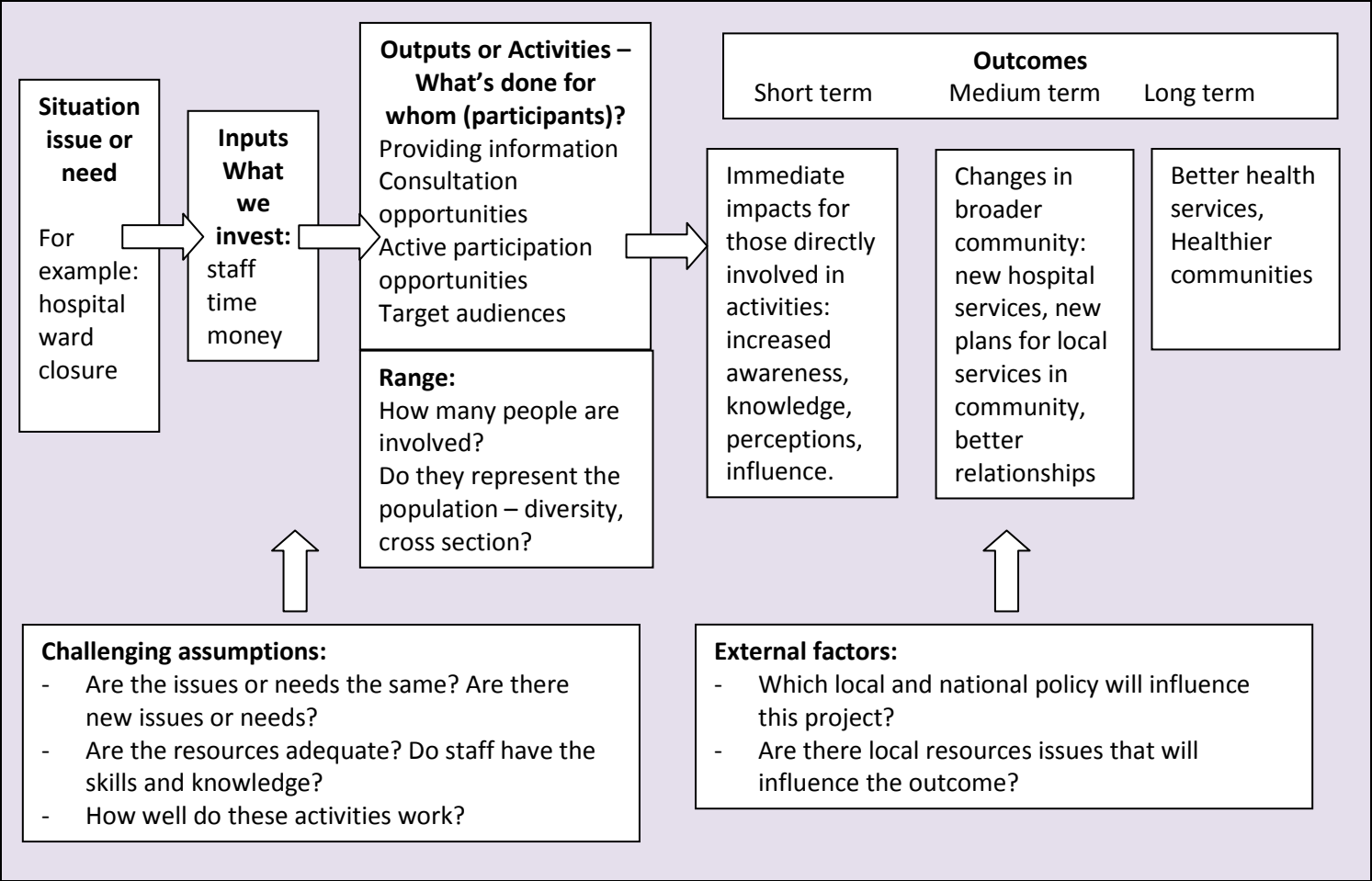
It is a good idea to see a logic model as a work in progress and not spend too long trying to get it ‘right’. The discussions that contributed to its production will be valuable in creating greater ownership and understanding about what is going on. It is more important to be getting on with the activity, but what you do have is a map or reference point to go back to for checking progress and for making adjustments. Another important aspect to be aware of is that the logic model presents a linear sequence, whereas planning and evaluation processes tend to be cyclical. You may need to be flexible and move around between the different elements as your project develops, for example to re-plan participation activities if you find that they are competing with another community consultation.

Logic models also highlight factors that influence how or if the desired change or outcomes are achieved: the **assumptions** that we make about the effectiveness of activities or interventions, and the **external factors** that operate outside the scope of the project yet may determine its outcome such as local and national government policy. Evaluation as part of the logic model design creates the opportunity to question these assumptions: does this activity work? And if not what would be a better approach? And to uncover the external factors influencing the success of a project: Are there local policy changes that will affect the outcome of this project?

⁹ The Queensland Government Department of Communities, 2011, Engaging Queenslanders – Evaluating community engagement, p10

Table 8 shows how these different elements are connected in a simple logic model for a participatory programme.

Table 8: Simple logic model for a participation programme



Based on Engaging Queenslanders – Evaluating Community Engagement (2011)

Using the logic model to develop an evaluation plan

A logic model creates a causal roadmap or a pathway for a participation activity or programme. An evaluation plan can now be designed in relation to the different elements of the model. Here is a generic evaluation plan related to the logic model above. Note it draws on some of the evaluation essentials already highlighted in this Guide.

What are the desired outcomes of the participation activity or programme?

- Increased public awareness and knowledge of hospital ward closure (short term)
- Increased opportunities for public input and involvement (short term)
- Improved relationships between public and health services (medium term)
- Improved public feelings and perceptions of influencing local changes that affect them (medium term)
- Better local health services (long term)

What is the evaluation purpose?

- To determine whether the participation activity or programme achieved the desired outcomes.
- To better understand the components of the participation activity or programme.

Table 9: What are the evaluation questions?

Situation questions:	<ul style="list-style-type: none"> - Is our analysis of the situation, issue or need correct? - Has it changed? - What are the external influencing factors?
Inputs question:	<ul style="list-style-type: none"> - Are resources available and being used as planned?
Activities questions:	<ul style="list-style-type: none"> - Are we doing what we said we would do? - What are the gaps between the plan and the reality? - What worked well? - What could be improved? - What was learned about the activities? - What assumptions should be reviewed? - What are recommendations for planning future participation activities?
Participants questions:	<ul style="list-style-type: none"> - Are we reaching the right people? - What factors are affecting take up?
Outcomes questions:	<ul style="list-style-type: none"> - What difference are we making? - What were the outcomes or results from the participation activity or programme? - How do these results contribute to improved health services? - What external factors have helped or limited this activity?

This starting point for an evaluation plan can now be developed in terms of deciding which evaluation method to use; who should conduct the evaluation and any ethical issues that need to be considered. A checklist for evaluating participation has been included in the toolkit to help take you through the evaluation essentials relating to your participation activity or project.

Other relevant evaluation models – LEAP and VOiCE

There are a number of evaluation models that you may have come across, which provide a framework for guiding your evaluation projects. They all use a consistent evaluation terminology as previously described in this Guide, and they tend to relate evaluation to specific contexts. Two frameworks that are commonly used in community development settings are: Learning Evaluation and Planning or LEAP and Visioning Outcomes in Community Engagement or VOiCE.

LEAP¹⁰ is a planning and evaluation framework for community development. It does not specifically focus on participation but is a useful tool to design and evaluate outcomes and is a type of logic model. The LEAP planning and evaluation cycle is based on seven simple but important questions. Note how similar they are to the questions above.

¹⁰ LEAP www.scdc.org.uk/what/LEAP/planning-evaluation-cycle/

1. What is the need we are trying to address?
2. What specifically needs to change?
3. How will we know if change has taken place?
4. What will we actually do?
5. How will we make sure we're doing it as planned?
6. How successful have we been and what have we learned?
7. What now needs to change?

The LEAP process is well supported through website resources and there is also an online tool that enables organisations to access LEAP for their own evaluation projects. Organisations can register for this tool which then enables them to enter data, track progress and produce reports. More information about the LEAP tool can be found at: www.planandevaluate.com

VOICE¹¹ is based on the National Standards for Community Engagement. Evaluation questions use the national standards format in the VOICE tool to apply the Standards against practice. The National Standards provide a useful framework for developing participation and community engagement practice. The evaluation questions below are particularly relevant for reviewing the participation activity or programme.

Table 10: National Standards for Community Engagement in relation to evaluation

National Standards for Community Engagement	Evaluation question
The Involvement Standard	Did we identify and involve the people and organisations with an interest in the focus of the engagement?
The Support Standard	Did we identify and overcome any barriers to involvement?
The Planning Standard	Did we gather evidence of the needs and available resources and use this to agree the purpose, scope and timescale of the engagement and the actions to be taken?
The Methods Standard	Did we agree and use methods of engagement that are fit for purpose?
The Working Together Standard	Did we agree and use clear procedures to enable the participants to work with one another efficiently and effectively?
The Sharing Information Standard	Did we ensure necessary information is communicated between the participants?
The Working with Others Standard	Did we work effectively with others with an interest in the engagement?
The Improvement Standard	Did we develop actively the skills, knowledge and confidence of all the participants?
The Feedback Standard	Did we feedback the results of the engagement to the wider community and agencies affected?

¹¹ More information on VOiCE can be found at www.scdc.org.uk/what/voice/

National Standards for Community Engagement	Evaluation question
The Monitoring and Evaluation Standard	Did we monitor and evaluate whether the engagement meets its purposes and the national standards for community engagement?
Outcomes meaning the outcomes for the engagement process set at the start of planning the engagement	Were these achieved? Do you think the engagement influenced the design? What could be improved and how could the learning be shared?

Summary

This section has introduced some wider models of planning and evaluation that are in common use and are relevant to community engagement and participation in the health and social care sectors. These models combine the evaluation essentials that were discussed in Section 2 in slightly different ways, which underlines the need for would-be evaluators to be:

- a) confident in their understanding of the evaluation essentials, and
- b) flexible and imaginative in how they apply these in appropriate ways to their own particular evaluation project(s).

The references listed below provide further and more detailed information about evaluating participation. The Toolkit section provides some reference checklists and example templates which can be used to guide evaluation planning.

We hope that you have found this Evaluating Participation Guide useful and feel inspired to develop your skills and knowledge further in designing your own evaluation projects.

We welcome any feedback or suggestions that you may have about this publication. Please contact gary.mcgrow@scottishhealthcouncil.org

Scottish Health Council, 2013

Key References and Further Reading

- **A Manager's Guide to Evaluating Citizen Participation, IBM Centre for the Business of Government, Tina Nabatchi, 2012.**
<http://www.businessofgovernment.org/report/manager%E2%80%99s-guide-evaluating-citizen-participation>

This is a practical guide for programme managers who want to assess whether their efforts to increase citizen participation in their programmes are making a difference. The report is full of practical information and guidance for implementing an evaluation project including a detailed step by step guide. In particular, the guide highlights how effective evaluation can 'enable managers and agencies to improve public participation programs and ensure that they are useful, cost-effective, ethical, and beneficial' (Nabatchi, p4).

- **The Queensland Government Department of Communities, Engaging Queenslanders – Evaluating community engagement, 2011**
www.qld.gov.au/web/community-engagement/guides-factsheets/evaluating/

Developed by the Queensland Government, provides guidance on developing a framework for evaluation, designing data collection tools, interpreting the data and ensuring that evaluation outcomes influence future decision-making. The section on developing an evaluation framework is particularly valuable including key elements of an evaluation framework and how to develop a programme logic model. There is a very useful glossary of evaluation and community engagement terms.

- **Evaluation Support Scotland** <http://www.evaluationsupportscotland.org.uk/>

Evaluation Support Scotland (ESS) works with voluntary organisations and funders so that they can measure and report on their impact. Their aim is to make evaluation valuable, relevant and proportionate. The website is full of useful evaluation guides and information including: how to set, measure and report on outcomes; how to appoint an external evaluator; and also has a database of external evaluators.

- **Jargon Buster** <http://www.jargonbusters.org.uk/>

The Jargon Buster website, produced by an informal partnership of funders, government departments, regulatory bodies and voluntary sector organisations with the explicit purpose to demystify evaluation, is a useful reference tool. There is an alphabetical summary of evaluation terms which includes both short and expanded definitions. This is a valuable resource for promoting a common language and understanding of evaluation.

- **Learning Evaluation and Planning (LEAP)**
www.scdc.org.uk/what/LEAP/planning-evaluation-cycle/

LEAP is an evaluation framework for community development. This does not specifically focus on participation but is a useful tool to design and evaluate outcomes.

- **Making a Difference: a guide to evaluating public participation in central government** www.involve.org.uk/making-a-difference

This guide highlights how evaluation is complementary to public participation and engagement. There is a full account of how and when to plan and implement an evaluation emphasising the need to build evaluation into public participation projects from the outset. Principles of good practice in public participation and public engagement provide a helpful framework for planning participation projects and there is also a glossary of common terms used in public engagement.

- **Scottish Health Council Participation Toolkit**
http://www.scottishhealthcouncil.org/patient__public_participation/participation_toolkit/the_participation_toolkit.aspx

The Participation Toolkit provides a framework for health projects and organisations to guide and plan public involvement and participation activities. The toolkit is full of practical methods to use as part of a participation activity or programme. There is a small section on evaluating participation which provides a useful link to the Evaluating Participation Guide.

- **Visioning Outcomes in Community Engagement (VOiCE)**
www.scdc.org.uk/what/voice/

The VOiCE website is based on the National Standards for Community Engagement.

Evaluating Participation – Toolkit

Includes:

- A checklist for evaluating participation
- Evaluation Question Bank
- Scottish Health Council Ethics Checklist
- Using Evaluation Findings to Drive Improvement – ReviewTemplate
- Example 1 Participation Event Evaluation Template
- Example 2 Event Evaluation Template – focussed on process
- Example 3 Logic Model Template

A Checklist for Evaluating Participation

The following checklist is based on the information provided in this Guide. Use it to plan your own evaluation project and to track progress.

Evaluation task	Your evaluation project	✓
Stage 1: Developing an evaluation framework and data collection tools		
<p>What are the goals and outcomes of the participation activity? What are the success indicators for these outcomes?</p> <p>What is the purpose and objectives for the evaluation? What are the key questions? What methods will you use to collect data?</p> <p>Who is the audience(s) for the evaluation? Who are the key stakeholders? How will they be involved in the evaluation?</p> <p>What is the timetable? What is the budget? Who will conduct the evaluation? How will the evaluation be project managed? Have you addressed any ethical issues?</p>		
Stage 2: Collecting and analysing data		
<p>Have you prepared and tested your evaluation methods? Have you planned for the data collecting methods e.g. focus group event, survey distribution, participatory session?</p> <p>How will you record and store your data?</p> <p>How will you analyse your data and interpret results in a way that is appropriate for the overall evaluation design? Who will be involved?</p>		
Stage 3: Reporting, sharing and responding to results		
<p>How will you communicate the results and to whom? Have you produced a competent report and summary? Have you arranged a dissemination event or discussion to explore the findings? What will you do with the results? How will they influence change?</p>		

Evaluation Question Bank

Choose questions from the question bank to develop your own interviews, focus groups, questionnaires, surveys etc. Each group of questions are grouped under different topics. If using quantitative questions then you may need to think of an appropriate Likert scale. Standard practice tends to be to use a five-point Likert scale, with two positive, two negative and one neutral option.

Process questions:

- Was the process fair?
- Did people feel as though they could be heard?
- Was the process properly run?
- What were the goals of the process? Were they achieved?
- Did the process meet the individual's expectations?
- What was the satisfaction of participants (before and after the event)?
- Was there appropriate information provided? (was it timely, accessible and easy to understand?)
- How were the issues framed?
- What types of issues were discussed?
- What was the planned activity? What happened?
- What were the gaps between the plan and the reality?
- What worked well?
- What could be improved?
- What was learned?
- What are recommendations for planning future participation activities?

Impact questions:

- What were the participant's motivations for coming to the program?
- Did participants change their attitudes?
- Did participants learn anything?
- Did participants understand the goals of the activity?
- Were relevant actors missing?
- How much did the participant's attitudes shift before and after the program?
- Did participants believe the activity was worthwhile?
- What was the impact on: services; patients involved; patients receiving services; and staff?

Outcome questions:

- What were the outcomes or results from the participation activity or programme?
- How do these results contribute to improved health services?
- Were there any unforeseen consequences that were a direct result of the participation (i.e. groups being formed, palpable civic action etc)?
- Did the participation process affect a policy decision?
- How was the information generated by the participation process used by policy makers?
- Did participants end up attending other, similar participation activities?

Participant profile:

- What was participants' previous experience in civic engagement (first time participants)?
- How many participation processes has the individual attended?
- What was the demographic characteristics of participants?
- How many participants?
- Are we reaching the right people?
- What factors are affecting take up?

Satisfaction questions: (based on Nabatchi p31)

Satisfaction with the **process**:

- How satisfied are you with the fairness of the participatory process?
- How satisfied are you with your opportunity to participate in the process?
- How satisfied are you with the issues addressed in the process?
- How satisfied are you with the diversity of people in the process?
- How satisfied are you with the diversity of views and opinions in the process?

Satisfaction with the **outcomes**:

- How satisfied are you with the fairness of the outcomes?
- How satisfied are you with your level of input on the outcomes?
- How satisfied are you with your level of influence over the outcomes?
- How satisfied are you with the degree to which the outcomes represent broader community interests?

Satisfaction with the **facilitator/s**:

- How satisfied are you with the performance of the facilitator?
- How satisfied are you with the neutrality [objectivity] of the facilitator?
- How satisfied are you with the fairness of the facilitator?
- How satisfied are you with the way you were treated by the facilitator?
- How satisfied are you with the way others were treated by the facilitator?

Satisfaction with the **information** provided:

- How satisfied are you with the information you were provided about the process?
- How satisfied are you with the degree to which the provided information helped you understand the process?
- How satisfied are you with the degree to which the provided information prepared you to participate effectively in the process?
- How satisfied are you with the degree to which the provided information prepared others to participate effectively in the process?

Satisfaction with the **discussions**:

- How satisfied are you with the quality of the discussions?
- How satisfied are you with the civility of the discussions?
- How satisfied are you with the way you were treated during the discussions?
- How satisfied are you with the degree to which people were respectful of differing viewpoints?
- How satisfied are you with the degree to which the discussions were open, honest, and understandable?

Scottish Health Council Ethics Checklist¹²

			Details
1	Have you ensured that this work has not been done before?	yes/no/NA	
	Have patient, carer, members of the public or staff been involved in the design/development of the project?	yes/no/NA	
	Will you ensure that potential recruits are not currently involved in any other surveys or Patient Focus and Public Involvement work?	yes/no/NA	
2	Are there any expected benefits to participants?	yes/no/NA	
	Have any potential hazards been minimized? Including unwitting disclosure of medical condition or personal circumstance	yes/no/NA	
3	Will participants be assured that participation is voluntary and that they can refuse or withdraw at any time?	yes/no/NA	
4	Have you ensured that no participant is excluded on the grounds of sexual orientation, age, gender, religious belief, ethnic group or disability?	yes/no/NA	
5	Will potential participants receive verbal or written information about the project?	yes/no/NA	
	Will information be provided in languages other than English?	yes/no/NA	
	Will information be provided in formats other than standard type (e.g. Braille, large font) if requested?	yes/no/NA	
	Will informed consent be obtained - either verbal/written?	yes/no/NA	
6	Will participants be reimbursed for any expenses incurred?	yes/no/NA	
7	Will you ensure that all identifying data is removed and that all records (paper and computer) are anonymised	yes/no/NA	
	Will data be kept in accordance with the Data Protection Act (1998)?	yes/no/NA	
8	Is there an intention to publish or disseminate this work?	yes/no/NA	
	Will participants receive feedback?	yes/no/NA	
	Will results be presented in a way that does not identify individuals?	yes/no/NA	
9	Will any reports/feedback include recommendations for improvement?	yes/no/NA	
	Will the outcomes be monitored and evaluated?	yes/no/NA	

¹² This checklist was developed by Dr Fiona Wardell, Healthcare Improvement Scotland

Using evaluation findings to drive improvement – Review Template

An evaluation review can be carried out by the person responsible for the overall evaluation project, but is most effective when it involves a mix of people connected to the evaluation, for example: the evaluation team, managers and staff from related services, and local people. The aim of an evaluation review is to ensure that learning points and actions are identified and implemented or taken forward appropriately.

Use the following template to plan, check and/or audit actions from evaluation findings.

Tip – it is a good idea to ask participants at the review to rate their perception of the overall effectiveness of the participation activity – marks out of 10 (10 = highly effective). This provides an overall sense of whether the group are reviewing a successful project (or otherwise), and will reflect the range of different views.

Review meeting

Key questions	Summary of responses
What did we do? - What were the objectives? - What methods were used? - How many people did we reach? - How diverse a population were they?	
How well did we do it? (process) - Were the objectives met? - What worked well and not so well? - Were the methods and techniques appropriate? - What could be improved?	
What impact did it have? (outcomes) - Did it achieve intended outcomes? - What was the impact on: services; patients involved; patients receiving services; and staff?	
What actions and/or changes would drive improvements? - In local services? - For future participation activities?	

Implementation plan

What actions and/or changes will be taken forward from the participation activities?	Who is responsible for these actions?	By when?

Example 1: Participation Event Evaluation Template

Title of participation event:

Introductory information:

The XXXX would like to find out about your involvement in XXXX. You do not have to participate if you do not wish to. No personal data that identifies you will be published and the views you express will remain anonymous. Any data that does identify you will not be shared outside the project without your consent.

Please take a few minutes to complete this questionnaire.

1 Which participation event did you attend?

XXXX XXXX

2 How well do you feel you understood the following aspects of the event?

	Fully understood	Partially understood	Didn't understand	Not sure
Background of XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Purpose of XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Process of XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How options or decisions were reached	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If there was anything you didn't understand, what could have been done to help you improve your understanding?

3 Were you provided with the support you needed to participate effectively?

	Yes	No	Not applicable
Before the event	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
During the event	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If no, then what could be done better next time?

4 How much of an influence do you feel you had over the following aspects of the event?

	A strong influence	Some influence	No influence	Unsure
Development of XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Development of XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Weighting and ranking of XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Scoring XXXX	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please tell us why you feel this way?

5 Did you feel that your views were listened to during the event?

Yes No Not Sure

Please tell us why you feel this way?

6 Were you made aware of how and when you will receive feedback from the event?

Yes No

If yes, were you satisfied with the project's approach?

7 Please indicate below, your role in relation to the event:

Parent or Carer
Voluntary or Support Group
Public Partnership Forum
Staff Member
Other (please specify)

8 Please let us know if you have any other comments or suggestions on the event?

9 If you would like to receive feedback on the progress of XXXX then please provide your contact details below.

Example 2: Event Evaluation Template – Focused on process

Please take a few minutes to complete this questionnaire. This will help us to improve the way we do things in future.

1 Overall, how would you rate this event?

Very Good	Good	Average	Poor	Very Poor
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2 How would you rate this event on the following aspects?

	Very Good	Good	Average	Poor	Very Poor
Overall topic/agenda	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Speakers/presentations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Networking opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Venue accessibility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Venue facilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Food served	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3 Did this event meet your expectations?

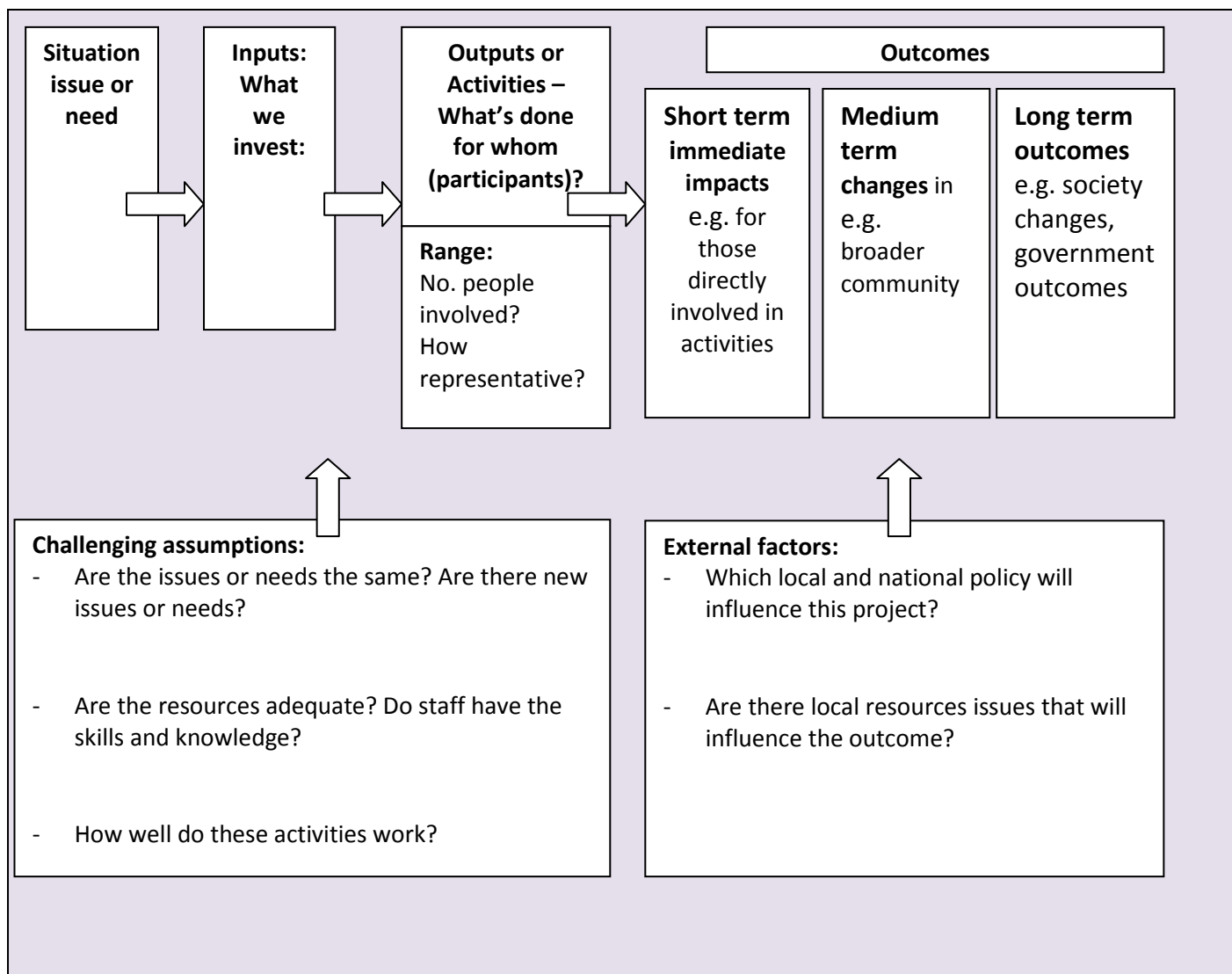
Yes No

Why do you say this?

4 What did you value most about this event?

5 How could this event have been improved in any way?

Example 3: Logic Model Template



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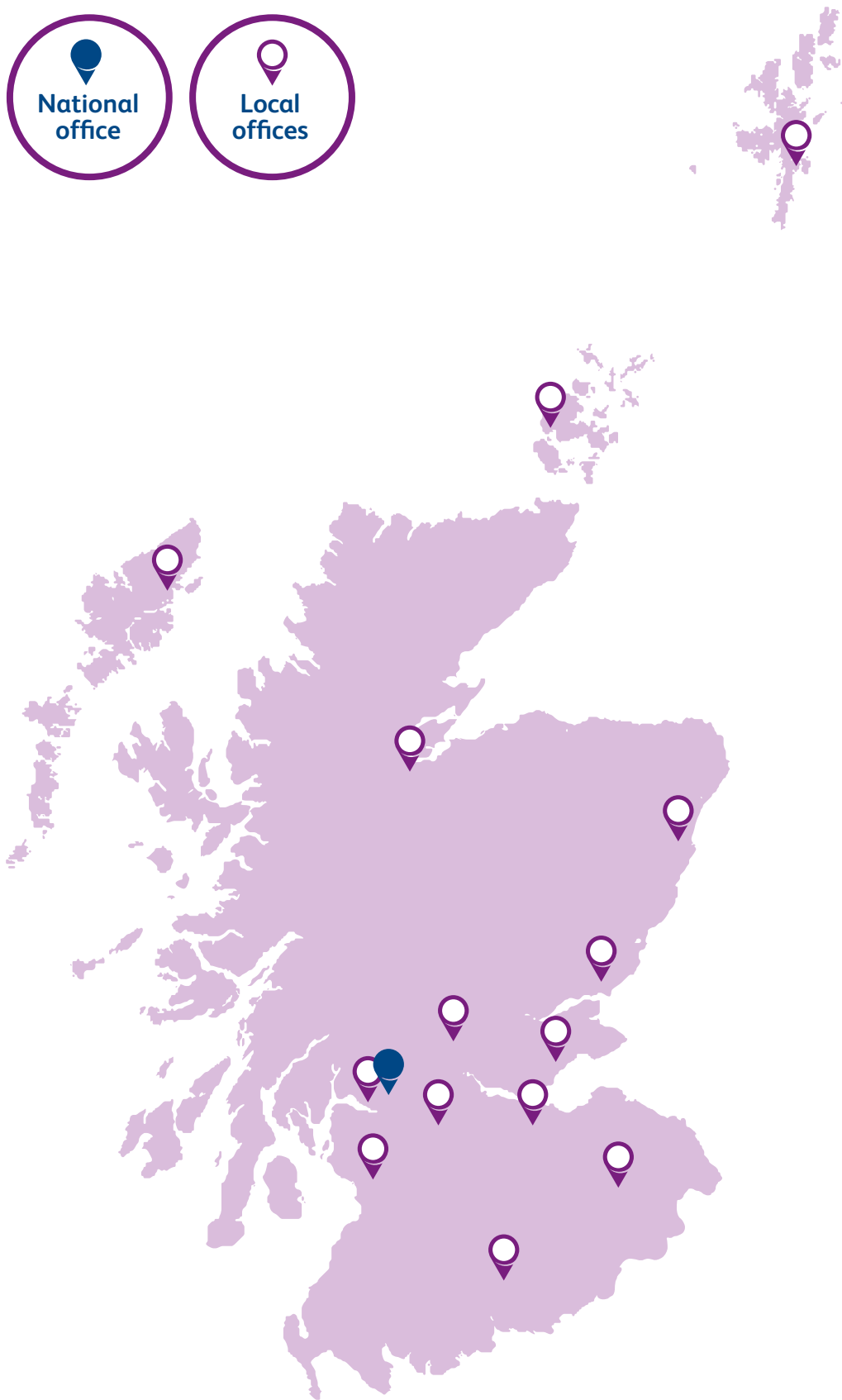
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