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A methodological paper
to inform the future
evaluation of CLG-funded
Local Authority
Preventing Violent
Extremism work

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Table of Contents

EXECUTIVE SUMMARY.....	3
1. INTRODUCTION	5
2. THE PREVENT PROGRAMME.....	6
2.1. Violent extremism: the policy environment.....	6
2.2. The ‘architecture’ of PREVENT	6
2.3. Implications for the national evaluation	7
3. THE NATIONAL EVALUATION OF PREVENT ACTIVITIES	9
3.1. Purpose of the national evaluation.....	9
3.2. Focus of the national evaluation	10
3.3. Evaluation questions	12
3.4. What data will the evaluation need to generate?	14
4. THE OVERALL APPROACH TO THE NATIONAL EVALUATION	20
4.1. Two principles for the national evaluation	20
4.2. The evaluation approach	22
5. EVALUATION OPTIONS	28
5.1. Option 1: The social experiment option	28
5.2. Option 2: Understanding causal pathways.....	32
5.3. Option 3: A spotlight on the local context.....	37
5.4. Option 4: A participative evaluation	41
5.5. Comparing the four options	46
6. CONCLUSION	47
ANNEX 1: GLOSSARY	48
ANNEX 2: THE PREVENT STRANDS.....	54
ANNEX 3: NI 35 - BUILDING COMMUNITIES RESILIENT TO VIOLENT EXTREMISM	55
ANNEX 4: A DRAFT PREVENT LOGIC MODEL	58
ANNEX 5: TYPES OF PVE PATHFINDER ACTIVITIES.....	60

EXECUTIVE SUMMARY

Following the events of 7th July 2005, preventing violent extremism has become an important national policy objective. As an integral part of the government's counter-terrorism strategy, PREVENT aims to tackle the causes of violent extremist behaviour at the individual and community level. By 2011, a total of £51million will have been spent on the strategy's five strands (challenging ideology, disrupting extremism, supporting individuals, increasing resilience, addressing grievance) and two 'enablers' (developing evidence, improving communication).

Understanding the difference this funding has made is crucial for national and local learning on how to prevent violent extremism. A national process and impact evaluation of CLG funded Local Authority-led PREVENT activities is therefore planned. This will capture evidence and learning at project, Local Authority / group of Local Authority and national level around responses to violent extremism, indicators, factors contributing to violent extremism and successful practice. To deliver robust data, the evaluation design must consider the complicated and complex nature of PREVENT as expressed, for instance, in the involvement of different groups and organisations in the delivery of PREVENT at local and sub-local level, the sensitive nature of the subject, the knowledge gaps about 'what works' and the comparatively underdeveloped thinking on outcome measures.

Against this background, a broadly theory-based approach to the national evaluation, which draws on up-to-date subject knowledge on violent extremism and prevention elsewhere (e.g. crime) as well as on evaluation theory, is recommended as best able to generate robust evidence. This approach needs to be supported by three core methods required for any PREVENT evaluation: understanding attitudes, behaviours and actions of different communities in their local contexts (*life-world analysis*); *stakeholder consultations* to develop a shared understanding of evaluation needs and outcomes, to capture hypotheses on how and why outcomes and impacts will be generated and to offer a critical review of evaluation results; a *value for money assessment* of PREVENT activities. Developing a model of *how* PREVENT will make a difference (logic mapping) and use of different – qualitative and quantitative - methods to strengthen research results (triangulation of data) should be the principles on which the national evaluation rests. Overall, a commitment to securing buy-in of Local Authorities, local communities and delivering organisations combined with support for consistent data collection locally (e.g. the production of local self-evaluation guidelines) and a collaborative generation of meaningful outcome and impact indicators will be necessary. Within these parameters, four possible design options are imaginable.

The **social experiment option** would answer the overall evaluation question: "What measurable changes were there in outcome?". It would focus evaluation activities on comparing, over a period of time, groups of individuals that have participated in PREVENT with identical groups that have not in order to test predictions about behaviour change expressed in the initial logic map. As a design choice for a national level evaluation this option is least appropriate and feasible: methodologically it is unlikely to deliver sound results, it would struggle to meet the sensitivity needs of the policy domain and would also not meet some key data needs

of evaluation stakeholders. Experimental approaches could therefore only be considered to assess outcomes of individual projects or activities.

A second design option could be a focus on **understanding causal pathways**. It would answer the overall evaluation question “how has PREVENT led to the observed outcomes and impacts?”. This option would focus on a comprehensive and repeated use of two of the core methods (stakeholder consultations and life-world analysis interviews with Local Authorities, delivery organisations and community representatives) and supplement these with additional methods as appropriate (e.g. good practice case studies, analysis of monitoring data, etc). The data collected would be used to construct a comprehensive ‘theory of change’ by developing the initial logic map. Delivery mechanisms would be seen as contributing to success or failure of PREVENT activities so that process and impact evaluation would support each other. This option would take a comparatively ‘top down’ approach to understanding the impact of PREVENT funding, and would therefore be weaker on delivering the detailed contextual knowledge desired by evaluation users. It might also struggle to engage Local Authorities, deliverers and communities into the evaluation which might exacerbate any difficulties in collecting comprehensive activity and project data.

The third evaluation option would put a **spotlight on the local context**. Here, case studies would be the main evaluation method: all evaluation activity would be geared around understanding the combination of factors that, locally, have generated the outcome and impact of PREVENT activities. This would mean gathering evaluation data through a sizeable number of case studies and using a variety of other methods (including document analysis, analysis of monitoring and other performance data, exit polls, experimental work) in order to generate evidence that would answer the overall evaluation question: “What works for whom, where and under what circumstances?”. The detailed local investigation foreseen by this approach is likely to generate rich and meaningful data.

The fourth evaluation option could take a **participative** bottom-up approach to generate evidence about what works in context, getting individuals from Muslim communities, delivering organisations and / or Local Authorities involved as much as possible in all stages of the evaluation process. The role of the national evaluation team would be centred around training, filling gaps in expertise and collating local data in order to deliver a ‘national’ picture of outcomes and impacts – an interpretive task that would be undertaken jointly with those local individuals involved in the evaluation. These evaluation activities would take place in a carefully constructed sample of localities receiving PREVENT funding to make it practically and financially feasible. The participative approach would be highly effective in dealing with any sensitivity issues and, through the logic mapping, would also have a framework that contributes to learning at the national level. This could be a very interesting evaluation choice, though might be perceived as more risky than the other options because of its reliance on getting local stakeholders involved.

The most promising approach to the national evaluation of CLG funded Local Authority PREVENT activities would either be Option 3 or Option 4. The final choice would depend on the overall question that is to be answered and where ultimately the main wished-for purpose is (strong focus on what works in context or in bottom-up buy-in and participation by local stakeholders).

1. INTRODUCTION

This report is a methodology paper to inform the future national evaluation of CLG funded Local Authority-led PREVENT activities. It aims to “provide advice and expertise on a range of possible evaluation approaches, scoping out their strengths, weaknesses, appropriateness and feasibility for evaluating the funding as a whole.” The paper covers both impact and process evaluation, considers possibilities for an economic assessment and discusses issues around indicators. Its main audience is CLG, though content and recommendations may also be useful for Local Authorities considering an evaluation of their activities funded through PREVENT.

The methodology paper and recommendations are rooted in the principle of utilisation-focused evaluation, where the application of evaluation findings is central to design choices. The content of this paper has therefore been informed by a small number of interviews with individuals from government departments, Local Authorities, government offices and other agencies as well as discussions with the commissioners of this paper in CLG.¹ Attribution and methodology challenges arising from the nature of CLG funded Local Authority-led PREVENT activities have also been considered. The paper is structured as follows.

Chapter 2 gives a high-level overview of PREVENT with a view towards highlighting issues relevant to the planned evaluation and therefore this methodology paper. Following a summary of the policy context for the programme, it offers an analysis of structure and delivery mechanisms. On the basis of this scenario-setting, the chapter will conclude by outlining some of the practical and methodological challenges the national evaluation is likely to face.

Chapter 3 discusses the four key issues that need to be clarified in advance of beginning the evaluation work to ensure that the evaluation results can be used: the purpose and focus of the evaluation, the questions to be answered and the kind of data to be generated (including how to measure outcomes and impacts).

Chapter 4 explains the overall framework within which the national evaluation should be located. The recommended approach consists of two principles (triangulation and logic mapping) and is a theory based approach which brings together subject knowledge and evaluation knowledge to guide the national evaluation.

Following this, **Chapter 5** presents four evaluation options: ‘the social experiment’, ‘understanding causal pathways’, ‘spotlight on the local context’ and ‘a participatory evaluation’. For each option, the essential characteristics are introduced, followed by a discussion on the methodology mix that would be used, an assessment of the strengths and weaknesses and a discussion of some practical considerations (cost, capacity, timescale and others).

Chapter 6, finally, briefly summarises each approach and offers recommendations.

A glossary of evaluation terms used in this report is available in **Annex 1**.

¹ The project team wishes to thank all individuals interviewed for their time and contributions.

2. THE PREVENT PROGRAMME

2.1. Violent extremism: the policy environment

The PREVENT strategy is firmly placed within wider counter terrorism policy known as CONTEST developed after the 7th July London bombings and as such is part of a long-term measure to pursue, prepare for, protect against and prevent similar violent extremist attacks by British Citizens in the UK. It is based on the understanding that a security response alone is not enough to avoid terrorism, but that preventative activities are similarly, if not more, important. Based on extensive debate and discussion with British Muslim communities, a CLG strategy was developed, rooted in CLG's role to build strong communities, confident in themselves, open to others, and resilient to violent extremism.² The strategy included an action plan, priorities for immediate action and areas for development.

While tackling violent extremism is seen as a national priority, the nature of the challenge was seen to vary from locality to locality. Working with local communities, particularly Muslim communities³, to deliver local solutions was seen as the most effective way to deliver the PREVENT aims. The Local Government White Paper made clear that preventing violent extremism is a major concern for Local Authorities as they are most in touch with the local context. PREVENT thus works on the assumption that Local Authorities can and do work in partnership with communities (of all ages and backgrounds) to challenge and expose the ideology that encourages indiscriminate violence.

The PREVENT strategy therefore operates at three interrelated levels: (1) national security policy; (2) central government departments and national agencies; (3) the policy agendas of local communities – a key context for the evaluation design to consider.

2.2. The 'architecture' of PREVENT

The PREVENT strategy tackles the causes of violent extremist behaviour at the individual and community level. The strategy is based upon the theory that violent extremism is caused by:

- An ideology which justifies terrorism by manipulating theology as well as history and politics;
- Radicalisers and their networks which promote violent extremism through a variety of places, institutions and media;
- Individuals who are vulnerable to the messages of violent extremists;

² CLG (2007) 'Preventing Violent Extremism: Winning hearts & minds'.

<http://www.communities.gov.uk/publications/communities/preventingviolentextremism>

³ In developing this action plan, the CLG drew on the recommendations from the Preventing Extremism Together working groups; debates with local communities; roundtable meetings with theologians, academics, practitioners and community groups; and the views of key partners including the intelligence agencies, the police, local government and other government departments.

- Communities, which are sometimes poorly equipped to challenge and resist violent extremism; and
- Grievances, some genuine and some perceived, and some of course directed very specifically against government.

PREVENT responds to these causes of violent extremism with five interlocking strands - challenging ideology, disrupting extremism, supporting individuals, increasing resilience and addressing grievances. The strategy also identifies two enablers to smooth implementation: developing evidence and improving communications. These enablers are perceived to be the 'cogs' upon which the PREVENT strategy moves forward and learns from.

Initially PREVENT work was funded through the Pathfinder Fund (PVEPF) launched in October 2006, which offered ringfenced funding to Local Authorities during 2007/08. From 2008/09 onwards, CLG funding for Local Authority PREVENT activities will be provided through area-based grants. The table below shows the expected funding and range of the preventing violent extremism work in the coming years.

Table 2.1: Preventing violent extremism funding until 2011

Year	£	No of LAs reached	Number of projects
2007/08	6 m	approx. 70	267
2008/09	12 m	79	?
2009/10	15 m	82	?
2010/2011	18 m	94	?

To date, approximately 70 Local Authorities have been supported by CLG to tackle violent extremism at a community level. The aims of the pathfinder fund in 2007/08 were to build on the experiences of Local Authorities who have tackled, and are tackling, violent extremism; and to encourage others to follow their lead by listening to their communities, working with schools and mosques, forging partnerships between police, community and faith groups. Local Authorities are encouraged to bid for project funding to put in place a wide range of initiatives which meet the five aims of PREVENT. Multi-stakeholder partnerships are seen as crucial for the implementation of PREVENT due to the knowledge of the local context they bring. A mapping study, carried out for CLG in 2008, offers a comprehensive overview of the type of projects funded by Local Authorities in England.⁴

2.3. Implications for the national evaluation

This high-level overview suggests that PREVENT is both a complicated and complex strategy.⁵ It is complicated because it is implemented by numerous agencies in different locations and, through its different strands, brings together a number of assumptions about what needs to be in place to make the strategy work. It is complex because the issue it addresses requires creative rather than formulaic solutions, context matters to success and there is a degree of uncertainty about outcomes and impacts (see the discussion below). In addition to creating measuring

⁴ CLG (2008) *Preventing Violent Extremism Pathfinder Fund. Mapping of project activities 2007/08*

⁵ For an excellent discussion of this issue see: Rogers, P (2008) "Using Programme Theory to Evaluate Complicated and Complex Aspects of Interventions" *Evaluation*, Vol. 14 (1), pp 29-48

challenges (see section 3.4.2), these features are likely to create practical and methodological challenges for the national evaluation.

The multi-actor delivery of PREVENT activities locally may be a major challenge for data collection and / or consistency. Experience from the mapping study has shown that collecting accurate data on PREVENT activities from Local Authorities can be challenging, among others because attributing activities to particular strands of the strategy has proven difficult. Whilst a PVE tracker is now in place (developed by the Home Office), the completion of this is not compulsory and data capture may not be comprehensive. Moreover, data collected outside the PVE tracker is likely to differ both in format and content. Whilst evaluation of local projects is expected, the precedence of the pathfinder year suggests that scope and quality of these exercises may vary significantly. Unless the national evaluation produces self-evaluation guidance for Local Authorities, and succeeds in getting this used, local information may not be comparable and be patchy. A further potential challenge to consistent and accurate data capture might be a certain reluctance by Local Authorities to declare spending, which from 2008/09 onwards will no longer be ringfenced, as addressing the PREVENT agenda in case this affects relations between local communities.

The central role of Local Authorities in the implementation process of PREVENT (in particular the distribution of funding and capturing of data) means that the national evaluation will need to secure their buy-in. It would therefore benefit from a figurehead from a Local Authority, the LGA or Government Office endorsing national level evaluation. A further tool to secure buy-in could be an advisory group made up of individuals representing different constituencies and with an ability to influence these. Local Authorities also tend to be very busy, so spending more time on evaluation than already done may be resisted. It will therefore be important to market the evaluation appropriately, perhaps also by making it clear what Local Authorities, as well as their local communities, gain by participating (e.g. information leading to improved implementation through good practice case studies). In this sense, the local capacity building purpose of the PREVENT evaluation will need to be given due attention. A participative approach to the evaluation could therefore be a productive approach.

The second set of challenges comes from the complex nature of the strategy and the significant knowledge gaps, including understanding what works best locally and how effective activities are in reducing the risk in the long-term. The national evaluation will need to offer insight into the factors and mechanisms that support successful projects locally. To achieve this, buy-in from local communities, including Muslim communities and the delivering organisations from the Voluntary and Community sector, will be extremely important, so that they are able to contribute their specific insight into the causes of violent extremism, and how to respond to them effectively. The evaluation will therefore need to be constructed in a way that avoids this data collection being seen as monitoring, but rather as a genuine opportunity to contribute to a sensitive piece of work which will help participants learn and which also gives something back to local communities.

3. THE NATIONAL EVALUATION OF PREVENT ACTIVITIES

To date, little evaluative activity of Local Authority-led PREVENT activities has taken place at the national level, though in 2008 two studies are beginning to offer some insight into activities undertaken and outcomes achieved. The mapping study of pathfinder projects offers an overview of activities and evaluations undertaken locally; the learning and development exercise offers a first overview of “what works, what doesn’t and what looks promising”.⁶ From 2008 onwards, a national evaluation of CLG funded Local Authority PREVENT activities is planned. It will cover the period from 2008/09 to 2010/11 when funding is provided through area-based grants and will take place independently of, and in addition to, evaluation work undertaken by Local Authorities. It is currently envisaged that the national evaluation will have the following uses:

- Improving the policy response to violent extremism, including the allocation of funding;
- Gain a better understanding on indicators, in particular the usefulness of NI35;
- Contributing to a growing understanding about the factors that contribute to violent extremism and how these factors can be minimised/tackled;
- Facilitating learning from successful practice between localities.

Considering these multiple uses, the diverse audience and the parallel local evaluation work, it is important for the design of the national evaluation to be very clear about four fundamental questions:

- What is the **purpose** of the national evaluation?
- What is the **focus** of the national evaluation?
- What are the **evaluation questions** that are to be addressed?
- What **data** will the national evaluation need to generate?

Unless these issues have been worked through, there is a real danger that the evaluation will not meet the needs of those stakeholders looking to use its results. The section below therefore offers some thoughts on each of these questions.

3.1. Purpose of the national evaluation

Across government departments, Local Authorities and other agencies (e.g. the police) there is much interest in the planned national evaluation of CLG funded Local Authority PREVENT activities. However, the key audience for the evaluation will be CLG and the Home Office, with Local Authorities emerging as a very important secondary audience. For these stakeholders, the national evaluation will need to serve three main purposes:

- **Knowledge generation.** The evaluation results need to provide context-related learning, which can be shared, on what works and what does not work for

⁶ HMIC and Audit Commission (2008) *Preventing Violent Extremism. Learning and Development Exercise. Report to the Home Office and Communities and Local Government*

preventing violent extremism, and relate this back to the activities carried out and how they were delivered. This knowledge purpose is important, not the least because there remains an evidence gap in this field, be this the causes of violent extremism or effective means of preventing it. The national evaluation will be able to make a contribution to reducing this and thus contribute to better policy making in future. The main audience for this purpose would therefore be CLG and Home Office as well as other national stakeholders in government departments and elsewhere who are involved at a strategic level in the PREVENT agenda. The evaluation would be used to inform future policy responses. In addition, this knowledge purpose would also be useful for Local Authorities and those advising them on the implementation of PREVENT activities.

- **Accountability.** In view of intense media and government interest in PREVENT, the evaluation will need to investigate how the money invested in PREVENT was spent (including in which strands it was spent), and whether it was spent 'well'. This is even more so as neither CLG nor Home Office have much of a lever over what Local Authorities do from 2008/09 onwards: the area based grants mean money will not be ringfenced; at local level the agenda will compete with other issues that may appear more immediate than PREVENT. The evaluation will therefore need to give a sense of where the funding was spent, who was targeted and what was achieved. The main audience for this evaluation purpose is CLG, as key funder of PREVENT activities, and the Treasury. Local Authorities will produce their own monitoring and evaluation evidence to justify spending to their local and national stakeholders.
- **Local capacity building.** The national evaluation should generate information that will provide clear and practical advice and guidance to support the local delivery of PREVENT activities. This would need to include the identification of good practice that can be shared between localities, information on how to identify the causes of violent extremism, examples of meaningful indicators to measure progress, benchmarking information that allows local actors to understand what practitioners in localities with a similar demographic profile have done. Local Authorities and their partners (e.g. Voluntary and Community Sector organisations delivering PREVENT activities) would be the main audience for information generated from this evaluation purpose. In addition, it would also be useful for the LGA and IDeA who support Local Authorities in the implementation of their PREVENT activities. These stakeholders would use the evaluation results to inform the way they select and implement PREVENT activities.

These three purposes for the national evaluation of CLG funded Local Authority PREVENT activities are not mutually exclusive; they are all addressed by the evaluation options proposed in Chapter 5. However, as different evaluation approaches emphasise different purposes it will be useful to clarify where the emphasis of the national evaluation should be.

3.2. Focus of the national evaluation

Focusing the national evaluation means being clear about what exactly is to be evaluated.

The national evaluation of CLG funded Local Authority-led PREVENT activities will have both an impact and a process element. Both are important if it is to meet its main purposes: because there are some major 'unknowns' in this new policy field, understanding the difference PREVENT has made is as much about understanding

how it is implemented (ie the process) as it is about what it has achieved (ie the outcomes and impacts). Indeed, for some of the anticipated users of the evaluation results it is even more important to understand how Local Authorities implement PREVENT activities than to know about the outputs, outcomes and impacts and how they interlink.

Further, the national evaluation will have to cover three levels: the national level, the Local Authority / or group of Local Authority level and the project level. Table 3.1 below shows the focus the evaluation at each level.

Table 3.1: Three levels for the national evaluation of PREVENT

Level of evaluation	Focus
National level	Gauge the overall impact and effectiveness of funding
Local Authority / group of Local Authority level	Explore the effectiveness of programmes of work
Project level	Assess different types of initiative

Table 3.1 suggests that the 'object of evaluation' (ie what is to be investigated) is potentially wide. It covers:

- All eligible localities in England at a sub-local, local, Local Authority group level and national level.
- A relatively long time period: 2008/09 to 2010/11.
- All strands and aims of PREVENT as they are being implemented through CLG funded Local Authority activities.

In view of this scope, and considering that Local Authorities may carry out their own evaluation work, the national evaluation is an important opportunity to investigate wider lessons for the programme that emerge from local activities. It should therefore focus on the following aspects:

- At the **national level**, the evaluation can contribute to the body of knowledge on violent extremism, the causes thereof and how to prevent it. An integral part therefore needs to be the surfacing (and unpicking) of the explicit and implicit assumptions of key national stakeholders on these issues. By linking these to the experiences at the local and sub-local level, the national evaluation will support thinking on the shape of future initiatives. Taking a national focus also offers an opportunity to investigate what impact the move from a themes-based programme (the PVE pathfinder fund) to an objectives-based one (as delivered through the area based grants) has had on the ability of Local Authorities and deliverers to carry out PREVENT activities. The process evaluation should investigate the usefulness and effectiveness of any support instruments offered to Local Authorities to implement PREVENT.
- At the **Local Authority / group of Local Authority level**, the national evaluation should focus on a comparative investigation of what is being done locally: the activities selected and delivered, partnerships created, PREVENT objectives addressed and groups / individuals targeted. A key focus therefore should be on producing contextualised learning on what works. This would also need to include looking at programmes of work run by (groups of) Local Authorities to examine whether and how different projects complement each other, and thus what makes a successful programme of work. Furthermore, the inter-relation

between PREVENT and the local cohesion agenda would need to be explored, as well as the relative added value of pan-Local Authority initiatives.

- At **project level**, the national evaluation should focus on pulling together and analysing monitoring and evaluation information collected locally in order to build up a picture of the relative impact and, if possible, value for money of different kinds of activities in different localities. This may also include a basic data collection activity so that a comprehensive picture of activities can be built up. The national evaluation will further need to use appropriate research methods to test the effectiveness of different activities in different contexts. Whilst it is out of the scope of a national evaluation to evaluate PREVENT projects themselves, it could have a useful role in designing an evaluation strategy and instruments for local projects. This would need to be flexible enough to accommodate the big variations between projects and could possibly take a 'toolkit' approach.

Overall, the focus of the national evaluation must be to take a cross-cutting and comparative view of PREVENT activities. However, the emphasis of investigation might shift during the evaluation period. Initially, the national evaluation might focus on pulling together lessons from the Local Authority / group of Local Authority level on the process dimension of the evaluation, e.g. the composition and functioning of the local partnerships. In the later stages the focus of the evaluation is likely to shift towards generating evidence on outcomes and, if possible, impacts.

3.3. Evaluation questions

The evaluation questions must reflect both the main purposes of the national evaluation and address the focus of evaluation at the three levels. The boxes below provide the most relevant evaluation questions, separated into impact questions and process questions.⁷

Box 1: Questions for impact evaluation

Evaluation questions for the **impact evaluation** of PREVENT

National level

- What are the main outcomes from Local Authority PREVENT activities?
- What contribution have CLG funded Local Authority PREVENT activities made to any changes observed?
- Were there unintended outcomes resulting from CLG funded Local Authority PREVENT activities?
- How appropriate and relevant are the assumptions on the causes of violent extremism, and how to prevent it, underpinning PREVENT?
- How appropriate is the focus on the Muslim communities?
- Which strands of the PREVENT strategy are covered by Local Authority PREVENT activities, and why?
- Does the PREVENT strategy work?

Local Authority / group of Local Authority level

- Are some Local Authorities more effective in achieving outcomes than others, and why?
- What transferable lessons have been learnt?

⁷ These have been amended and adapted from the list of questions included in the tender brief for this paper. The questions in the boxes below have been generated by the project team through interviews with a range of possible users of the evaluation, a review of local evaluation reports and the recent mapping study of PVEPF activities.

- What effects did activities funded through PREVENT have on local communities and the local cohesion strategy?
- How did the central, national or international context pay out in the local area and how did this affect what they were able to do and what they were able to achieve?
- What obstacles are there to implementing the PREVENT agenda locally, and how were these addressed?
- What was the added value of PREVENT funding to Local Authorities?
- What is the added value of funding a combination of projects locally? Are some combinations more effective than others for achieving the desired outcome?

Project level

- What activities are most effective for preventing violent extremism?
- What is the value for money of local CLG funded PREVENT activities?
- What added value does PREVENT funding offer to those designing and implementing projects locally?

The focus of the process evaluation is on understanding what works in terms of delivering PREVENT activities, and also on understanding the processes that mean activities get mainstreamed into other policy areas. The box below offers a list of evaluation questions for the process evaluation.

Box 2: Questions for process evaluation

Evaluation questions for the **process evaluation** of PREVENT

National level

- Has the programme been implemented as intended?
- How useful and relevant was the support provided to Local Authorities from central government and agencies?
- How consistent are the initiatives delivered with the goals of the programme?
- To what extent is the programme genuinely delivered through communities?
- Were initiatives delivered to intended recipients?
- How well were resources managed?

Local Authority / group of Local Authority level

- What combination of projects are being funded in Local Authorities / groups of Local Authorities, how is funding distributed between these projects and why?
- How do Local Authorities make funding decisions on PREVENT projects?
- What processes were used in making decisions about, implementing and reviewing the success of local activities?
- What factors contribute and prevent information sharing between projects, local authorities and other stakeholders?
- How far has PREVENT funding led to the creation of new partnerships at local level, or to strengthening existing ones, working on preventing violent extremism?
- How important is partnership working for the delivery of PREVENT activities?
- How is information about availability of funding disseminated?
- How are projects selected locally? What is the decision-making process?
- How sustainable are PREVENT activities?
- What tools and support from central and regional levels (e.g. from the idea, LGA, forums, networks) would help implement PREVENT activities?
- What is the most appropriate funding period for PREVENT activities?
- What resources are needed locally to implement CLG funded PREVENT activities successfully?

- How has the shift from a themes based pathfinder programme to an aims based strategy affected local authorities' ability to deliver PREVENT activities?

Project level

- How are project ideas generated?
- Are gatekeepers involved, and in what role?
- What is the role of local partnerships in this process?
- What organisations are involved in delivering PREVENT projects locally, and what is the benefit of their involvement?
- What are the main groups targeted by PREVENT projects?
- What approaches to 'recruiting' target groups work best?

3.4. What data will the evaluation need to generate?

Research activities carried out as part of the national evaluation of CLG funded Local Authority-led PREVENT activities will therefore need to be focused on generating information and evidence to satisfy the multiple uses, purposes, levels and questions. In doing so, it should satisfy the data preferences of evaluation users as well as move forward thinking on outcome and impact measures.

3.4.1. Data preferences

Potential evaluation users do not appear to have contradictory preferences for data generated through particular methodologies. Those who were interviewed to prepare this methodology paper indicated an interest in the following information:

- There seems to be a demand for the kind of rich and 'granular' information that is generated by qualitative methods (e.g. focus groups, in-depth interviews, case studies), originating in a desire to understand 'what works, where'. Potential evaluation users are particularly interested in case studies of projects and experiences that give a qualitative picture of activities across the country. This would need to include case studies of 'successful practice', for instance on the composition of partnerships, how to engage and communicate with 'hard-to-reach' people and how to recruit participants in PREVENT activities from the Muslim community. Case studies should also provide detailed information on which groups were targeted and why.
- Those involved in implementing PREVENT activities in particular are interested in a 'benchmarking' of localities in terms of the demographic and socio-economic make-up of their communities. This could be used to help identify needs locally, to transfer successful practice between contexts and thus also to support decision-making on funding.
- Users of the national evaluation are also interested in value for money data relating to different types of PREVENT activity. On the one hand, this would contribute to local accountability (e.g. by providing an 'external' measure against which project bids could be assessed locally). On the other hand, forward planning would be helped by better knowledge on what level of investment is needed to make different activities work. Information on what activities have been mainstreamed (ie removed from project status and integrated into statutory service delivery) – possibly using data about numbers moving into employment, reductions in reoffending rates – would also be welcome.

A final dimension is the presentation of evaluation findings. If findings are to be useful for Local Authorities, for instance, their presentation cannot be too academic. Rather, findings would need to be presented in an easily digestible (and operationalisable) way, for instance by using diagrams and bullet point lists.

3.4.2. Measuring outcomes and impacts

Measuring outcomes and impacts has two main dimensions which need to be considered: what to measure (ie what indicators or proxy indicators to select) and how to measure (ie what methods to use).

Deciding what to measure

Knowing what outcomes and impacts an intervention is intended to achieve is clearly an important precondition for defining relevant indicators. Yet, thinking on success criteria (outcome or impact), on which performance indicators could be built, remains underdeveloped, not only at national but also at project⁸ level. The aspiration to measure outcomes and impacts therefore sits in a context where there is a high degree of uncertainty about what the strategy is to achieve in detail.⁹ This, together with the relative knowledge scarcity on causes of violent extremism and effective means to address them, would suggest that drawing up outcome and impact indicators should benefit from the knowledge and experience of a good cross-section of national stakeholders, local deliverers and representatives from the Muslim community.¹⁰ With the help of this group a set of success factors could be identified early on in the evaluation (for instance using a focus group approach), on the basis of which a number of core performance measures could be developed.¹¹ Data for these indicators could subsequently be collected through evaluation activities and local research, possibly assisted by suitable evaluation software.¹² Using this approach would have the advantage that outcomes and impacts are judged by a core set of criteria the meaning of which is shared and commonly agreed. Even though we would recommend this approach for the national evaluation of CLG funded Local Authority-led PREVENT activities, the paragraph below discusses some possibilities for core outcome and impact measures.

Generally, outcomes can be immediate, intermediate and ultimate (these would then be impacts).¹³ As PREVENT is a new policy instrument, the assessment of outcomes and impacts is constrained by how far implementation has progressed. In order to begin to understand intermediate and ultimate outcomes (ie impacts), the timescale of the national evaluation would need to far exceed the end of the funding period (ie

⁸ HMIC and Audit Commission (2008) Preventing Violent Extremism. Learning and Development Exercise. Report to the Home Office and Communities and Local Government, p. 49

⁹ This is, in fact, a common feature of complex social interventions. See: Rogers, P (2008) "Using Programme Theory to Evaluate Complicated and Complex Aspects of Interventions" Evaluation, Vol. 14 (1), pp 29-48

¹⁰ The section in the Learning and Development Exercise on measuring progress in PREVENT represents a good start for this.

¹¹ This kind of participatory approach to outcome criteria and indicator definition has been used, for instance, for the evaluation of a youth development programme and fostering (Huebner, A.J. (1999) Examining Fourth Generation Evaluation: Applications to Positive Youth Development" Evaluation, Vol. 5 No. 3, pp. 340-358); Moro, G et al. (2007) "Focus Groups as an Instrument to Define Evaluation Criteria" Evaluation, Vol. 3 No. 3, pp. 340-357)

¹² For instance SPEAK (Strategic planning, evaluation and knowledge networking) <http://www.speak.ie/>

¹³ See: Kautto, P and Similae, J (2005) "Recently introduced Policy Instruments and Intervention Theories" Evaluation, Vol. 11 No. 1, pp. 55-68

go beyond 2011). The collection of data on immediate and intermediate outcomes as implementation progresses will help an understanding of what was achieved, and – equally importantly – what the pathways are towards ultimate impacts.

Possible outcome and impact measures

Even though we would recommend that indicators be developed as an integral part of the national evaluation activities, it is instructive to contemplate what possible useful metrics might be. Generally it would seem useful if metrics would be at least as much about quality (of activities, collaboration, belonging) as about ‘hard’ outcomes (e.g. reduced crime).

At **individual / project level**, it would seem that some outcome and impact indicators could usefully be proxy metrics looking at the development and application of personal skills (e.g. confidence, listening skills and increased ability to argue against violent extremism) as well as measuring belonging. This would offer information on a number of desired outcomes and impacts. In addition, there is an opportunity to include some outcome measures from the national citizenship survey at this level (marked with an (*) in the table below).

Table 3.2: Examples of possible core outcome indicators at individual level

Immediate outcomes	Intermediate outcomes	Impacts
<ul style="list-style-type: none"> • Increased level of confidence • Improved ability to stand up for oneself • Better listening skills • Improved ability to articulate arguments against violent extremism • Faith leaders better able to engage with young people and local communities 	<ul style="list-style-type: none"> • Greater security in one’s faith • Acted against violent extremism* • Reduced support for violent extremism* 	<ul style="list-style-type: none"> • Security of in one’s identity as British Muslims • Feeling part of a community, locally and nationally

At **Local Authority / group of Local Authority level**, outcome and impact indicators would need to measure both the achievement of organisational objectives in relation to PREVENT as well as attempt to look at outcomes and impact on a particular area. National Indicator (NI) 35 - Building communities resilient to violent extremism¹⁴ is clearly an important measure, in particular as it is part of some Local Authorities’ Local Area Agreement (LAA). NI35 is often referred to as a process indicator and measures issues around a Local Authority’s ability to respond to violent extremism. In particular its first element (‘Understanding of, and engagement with, Muslim communities) seems to tap into a desired outcome identified by a number of stakeholders. At the same time, NI35 does not appear to look at the outcomes of these processes. The national evaluation therefore offers the opportunity to explore what these might be (see table below for some possible examples).

Table 3.3: Possible outcome and impact measures at Local Authority level

Immediate outcomes	Intermediate outcomes	Impacts
<ul style="list-style-type: none"> ▪ Local Authorities have a fuller understanding of who the credible partners 	<ul style="list-style-type: none"> ▪ Better trust between local communities and Local Authorities as well as 	<ul style="list-style-type: none"> ▪ Communities know more about each other ▪ Fewer people charged

¹⁴ See Annex 3 for the full indicator.

<ul style="list-style-type: none"> ▪ in the area are ▪ All relevant organisations in the locality included in PREVENT partnership and local action plans ▪ Project ideas emerge organically from within the community ▪ New and creative approaches developed ▪ A wider group of people positively engaged 	<ul style="list-style-type: none"> ▪ their partners ▪ Communities fully engaged in PVE agenda ▪ Information sharing between partners improved ▪ Local Authorities and partners better trained to identify extremists 	<ul style="list-style-type: none"> ▪ with a hate crime / violent extremism related offence ▪ Sustained decrease in the level of tension reported for the area ▪ Reduced police presence
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At national level, outcome and impact measures could provide a framework for collecting data on a mix of PREVENT activities and other data collected nationally.

Table 3.4: Possible outcome and impact measures at national level

Immediate outcomes	Intermediate outcomes	Impacts
<ul style="list-style-type: none"> • Projects are evenly distributed across all strands of the PREVENT strategy 	<ul style="list-style-type: none"> • Improved understanding of effective activities to prevent violent extremism • Ability to discuss violent extremism openly in a manner that is not offensive to any community • Fewer calls to Muslim Youth Helpline relating to identity, abuse, discrimination and bullying 	<ul style="list-style-type: none"> • Reduction of religiously motivated crime • National threat level reduced

Measuring challenges

Measuring outcomes and impacts of CLG funded Local Authority-led PREVENT activities is likely to face significant methodological challenges.

First, there is no baseline. PREVENT has been operating since 2007 as a pathfinder programme, and activities funded through area-based grants will have started when the national evaluation commences. There has been no national evaluation during the pathfinder year, and local evaluation activities varied in scope and quality¹⁵; violent extremism questions will be included in the citizenship survey only from early 2009 and there is no firm timeframe for any local survey work. Any attempts at measuring outcomes and impacts will therefore not start from an understanding of what the 'before' scenario was and not be able to give an absolute measure of the outcomes achieved. Using a before and after design to measure outcomes would therefore produce results of limited value.

Moreover, for an intervention as complex as PREVENT, a before and after design creates significant attribution challenges. Whilst it would measure change, it would not be able to say that this change was due to PREVENT, or exclusively due to

¹⁵ CLG (2008) Preventing Violent Extremism Pathfinder Fund. Mapping of project activities 2007/08

PREVENT. Too many other factors could have influenced the change observed.¹⁶ This is also the main difficulty with trying to measure PREVENT outcomes through the citizenship survey. Whilst answers to the violent extremism questions may change, it will be impossible to attribute these changes to PREVENT activities with any degree of certainty. This is a problem even local citizenship-type surveys are likely to face, especially if carried out at Local Authority, rather than neighbourhood or ward, level. Though closer to the delivery of PREVENT activities, timing of the survey and sampling would still create similar attribution challenges. Overall, it would therefore seem that the greatest benefit of using local survey data (as well as the national level citizenship survey) for a national impact evaluation might be as a benchmark against which more detailed work on the outcomes of PREVENT activities at sub-local level could be compared.¹⁷ However, this suggests that some thought would have to be given to their timing as it could, for instance, be interesting for the national evaluation to factor in the overall 'distance travelled' in an area by the end of the funding period. This would suggest that local surveys would benefit from being run at least twice (for instance once in 2009 and once in 2011).

Experimental methods¹⁸ have been designed to address attribution challenges and allow for a measuring of outcomes, but for the evaluation of PREVENT their usability will be limited. First, experimental designs require comparators (individuals, communities, areas) that have not benefited from an intervention. True randomisation is likely to be impossible, but even a matched quasi-experimental design at community or area level is likely to be increasingly difficult, as a rapid expansion of PREVENT may make it increasingly difficult to find comparators. In theory, comparators can be constructed artificially by withholding 'treatment' from a community or area, but this is clearly unethical in the case of PREVENT. Second, for experimental designs to be valid, there needs to be a certain stability in the comparator area or community. For instance, the introduction of new policing measures would introduce changes into the comparator area or community and thus reduce its value as a counterfactual. In a strategy like PREVENT, where learning at all levels is rapid and the capacity to act on this exists, the probability that a comparator area or community becomes subject to a PREVENT intervention appears therefore high.

However, not all attempts at measuring outcomes would need to be abandoned. It could, for instance, be possible to develop quasi-experimental designs to test the outcome of particular activities on individual participants. This approach could be explored for one-off activities (e.g. workshops, discussion forums, sports events) or longer cohort-based training or other activities that may last several months. This would require a close collaboration between evaluators and individuals and organisations implementing these PREVENT activities in the selection of activities and participants to ensure that the method is applied rigorously. The more often such experiments are carried out for similar activities in different localities, the more

¹⁶ In particular: the multitude of issues, organisations and strategies that surround and impact on PVE issues nationally; the impact of international events on attitudes; the possibility that, as a result, local responses to the PREVENT challenge may adapt and evolve during the funding period.

¹⁷ There would, of course, be a number of other benefits especially for the Local Authority, e.g. being able to track changes over time, if the survey is repeated, and use this data for local policy-making.

¹⁸ See section 6.1 Option 1: The social experiment option for a more detailed discussion (p. 28).

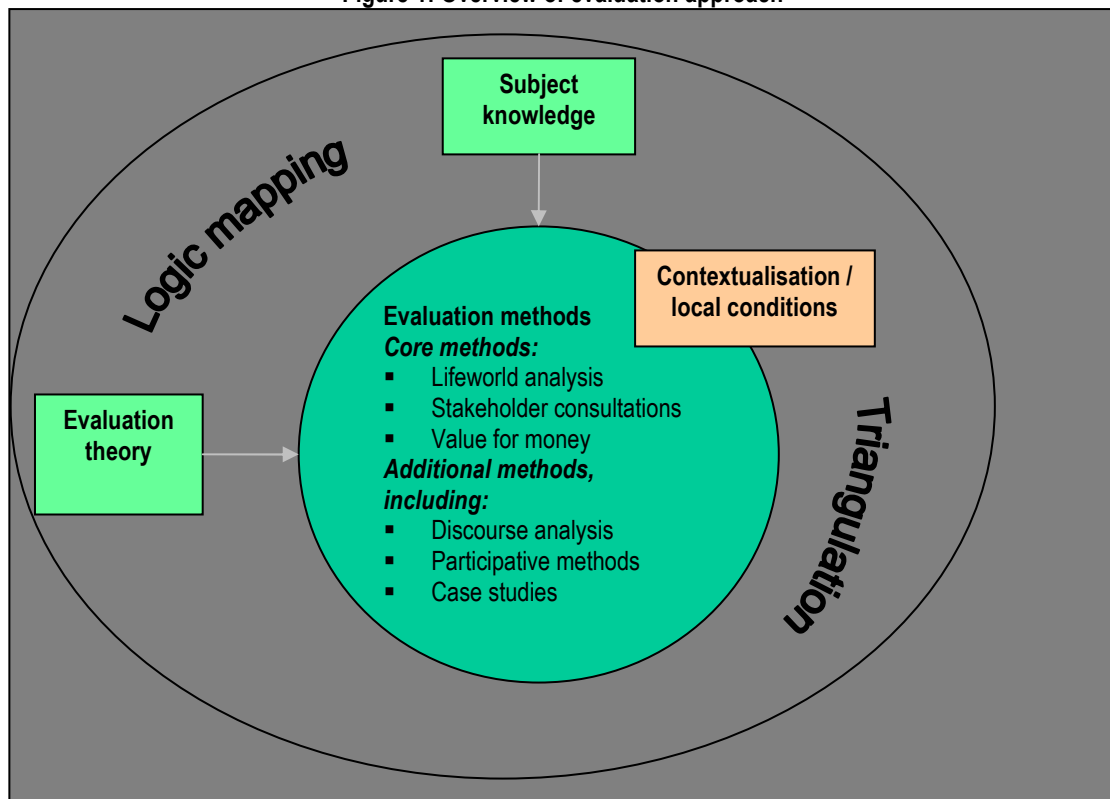
confidence the evaluator would have in the validity of results. In addition, tools such as exit surveys could be used to measure self-reported outcomes.

These approaches would measure outcomes rather than impacts. Indeed, the greatest challenge to measuring impacts is likely to be time. Considering the results PREVENT seeks to achieve (including, for instance, resilient Muslim communities, greater tolerance, changed attitudes), it seems unlikely that the full impact of activities funded will materialise by 2011. Any attempts at measuring impacts is therefore likely to only produce a snapshot picture of the status quo rather than a fixed achieved end result. Measuring impact of PREVENT at this stage therefore means measuring the 'distance travelled' towards the ultimate impacts. It is also at this level that attribution challenges are particularly pronounced. Whilst, for instance, data on religiously motivated crime would pick up changes in behaviour, it would be impossible to say that these were due to PREVENT activities from these figures alone. The solution to this challenge is to focus evaluation activities on understanding the causal chains that lead outputs to turn into outcomes and finally produce impacts (see next chapter). Indeed, evaluators have developed such theory-based approaches especially for social interventions like PREVENT that are complex and where impact pathways are uncertain.

4. THE OVERALL APPROACH TO THE NATIONAL EVALUATION

In order to address the requirements and challenges outlined above, we recommend that the national evaluation of CLG funded Local Authority-led PREVENT activities is based on a broadly theory based approach which rests on the principles of logic mapping and triangulation (see Figure 1 below).

Figure 1: Overview of evaluation approach



4.1. Two principles for the national evaluation

Reflecting the complexity of the programme, the evaluation of PREVENT needs to be based on two principles: logic mapping and triangulation of data.

4.1.1. Principle 1: Developing an intervention logic for PREVENT

The national evaluation should be underpinned and guided by the initial creation and ongoing development of an intervention logic (see Annex 4 for a draft model). This is a method of systematically linking key components of an intervention to produce a causal chain from inputs (ie what is being invested) to output (ie activities undertaken or target groups reached) to outcomes (ie short and medium-term results) through to impacts (ie long-term results and ultimate impacts). The intervention logic for PREVENT should therefore have the following components:

- **Context** refers to the national and international political situation that has motivated the creation of PREVENT and continues to drive its development. For

instance, one key contextual factor for preventing violent extremism activities is the threat to the UK from national and international terrorism. This context is likely to change until 2011, so it will be important to periodically revisit the logic model to ensure these changes, and their impact on PREVENT and activities funded by it, are captured.

- **Rationale** refers to the reason why PREVENT was created and the reasons for its shape and format. One rationale for the local delivery of CLG funded PREVENT activities, for instance, is that the nature of the extremist challenge varies from context to context. The rationale for PREVENT should link to the contextual factors driving PREVENT.
- **Inputs** are the human and financial resources involved in the implementation of PREVENT (e.g. CLG funding, trainers, support to local authorities by the IDeA).
- **Outputs** are the goods and services produced by an intervention (e.g. training courses for Imams, forums and other events).
- **Outcomes** are the likely or achieved short-term and medium-term effects of an intervention's outputs (e.g. Imams are better equipped to deal with young people).
- **Impacts** is a term used to describe the effects of a programme on society. Impacts are the positive and negative, primary and secondary long-term effects produced by an intervention, directly or indirectly intended or unintended. For instance, direct and intended outcomes of PREVENT could be changed attitudes in the Muslim population; intended indirect impacts could be greater tolerance and cohesion among local communities. Unintended negative indirect impacts could be the strengthening of far-right groups, for instance.

Articulating the assumed links between the resources spent and the outcomes and impacts expected in this manner will have a number of benefits, both for the design of the national evaluation and subsequent development of the PREVENT strategy:

- The joint development of an intervention logic would pool the collective knowledge of key stakeholders (e.g. CLG, Home Office, LGA, Local Authorities, police, etc) on outcomes and impacts. It would therefore help sharpen thinking on these issues and also highlight any differences of opinion.
- Through this, the logic model could also frame the discussion on indicators (see chapter 3). The results of the evaluation would in turn support further development of outcome and impact measures.
- The format of the intervention logic requires stakeholders to make connections between context, rationale, input, output, outcomes and impacts. Logic mapping would therefore allow hypotheses about what constitutes effective action to be surfaced and then systematically tested with the help of the evaluation. As the evidence base around effective measures to preventing violent extremism is still limited, developing a logic model in the way proposed would contribute to developing this.

4.1.2. Principle 2: Triangulation of data

The second principle that should underpin the national evaluation of CLG funded Local Authority activities on preventing violent extremism is data triangulation. In social research, triangulation refers to the observation of a research issue from at least two perspectives. Most often, it refers to applying different methodological approaches to the same research questions, often also qualitative and quantitative

methods. Triangulation of data involves combining data drawn from different sources and at different times, in different places and from different people. It therefore allows for the synthesis of evidence of different types and from different sources, drawn from research activities, in order to arrive at research conclusions.

Triangulation generally leads to stronger evaluation results, because findings in particular from primary research activities are being cross-checked with each other so that points of convergence are being identified. Therefore, the national evaluation of CLG funded Local Authority-led PREVENT activities should draw on the following data:

- Primary data, acquired, for instance, through case studies implemented by the evaluation, in-depth stakeholder interviews, focus groups, any survey work undertaken and other activities.
- Secondary data, including evidence drawn from existing studies and databases;

A multi-methodological approach to the national evaluation of CLG funded Local Authority PREVENT activities should therefore be adopted.

4.2. The evaluation approach

Underpinned by these two principles, we recommend that the PREVENT evaluation take the following approach:

- Embedded in the knowledge and theory on the subject of preventing violent extremism on the one hand; and the knowledge and theory gained from the evaluation of complex social programmes / interventions on the other.
- A set of core methods which should form part of any national evaluation independent of its ultimate shape.

4.2.1. A theory based approach drawing on subject and evaluation knowledge...

A theory-based approach would draw on two kinds of knowledge.

First, subject knowledge on violent extremism would need to be considered and, where beneficial, knowledge on preventative work in other areas (e.g. crime prevention or re-offending initiatives) as well as theories of behaviour change generally. Whilst the particular focus of PREVENT is a relatively new field where the existing body of knowledge is currently not yet very strong, any evidence on violent extremism (be this individual theoretical or conceptual work, systematic reviews or meta-analyses) as it exists to date and emerges will need to inform the national evaluation. Concretely, this should, for instance, include academic and theoretical work on extremism, any evaluation work done by Local Authorities or projects themselves, other grey literature (e.g. policy and strategy documents) and the rapid evidence assessment CLG is looking to commission in 2008. The benefits of drawing on this subject knowledge are that:

- Up-to-date knowledge, models and concepts on the formation of violent extremist thought and actions, and how to prevent it, will inform decisions on the most effective methods and the design of research tools so that evaluation outcomes are sound.

- The national evaluation makes a contribution to understanding causes of violent extremism and effective ways of preventing it.

The second kind of knowledge that should inform the national evaluation is knowledge and theory gained from undertaking evaluations of complex interventions in other social policy domains. Evaluators have developed a sophisticated understanding of the approaches that can be used to assess the outcomes and impacts of an intervention in complex social settings where many factors interact. Of particular interest are the following:

- The ‘theory of change’ approach focuses on a systematic and cumulative study of the links between activities, outcomes and context of an initiative. It involves the specification of an explicit theory of how and why a programme or project might cause or have caused outcomes and impacts and the use of this theory to guide the evaluation.¹⁹ Drawing up, and developing, a logic model as described above will generate such a theory as a direct result of the evaluation. Because ‘theory of change’ focuses on understanding implementation pathways, it can also be a useful framework for collecting and interpreting process evaluation data.
- Realist evaluation assumes that the impact of an intervention is different in different contexts because in each (social, geographic, administrative) setting a different combination of factors is at work that is responsible for generating outcomes or impacts. This perspective is useful for the PREVENT evaluation, not the least because one of the rationales for local implementation is that the challenge of violent extremism varies from context to context. A realist perspective would help identify what successful responses in different settings look like.
- The third approach from which the national evaluation would benefit is a ‘constructivist’ dimension. This means unpicking the social context and origin of the concepts and assumptions made by key stakeholders and deliverers involved in PREVENT. Constructivist evaluation therefore places much emphasis on engaging individuals in the research activities so that results reflect their perceptions of reality. It would mean producing evaluation results that those involved in implementing PREVENT can identify with and feel a sense of ownership about.

As the implementation of PREVENT is complex, the national evaluation can benefit from borrowing ideas from all of these approaches, and the methods proposed in this paper represent these different perspectives. It is likely that mixing elements from these models will produce greater insight into the outcomes and impacts, and why they were produced, than sticking rigorously with only one of these models.

4.2.2. ... combined with a set of core methods

Within this broad theoretical framework, the evaluation of Local Authority PVE activities needs to draw on a set of core methods. These can then be modified and supplemented by additional methods, depending on the evaluation approach chosen. The core methods for the impact evaluation that are recommended to be used in all instances are: lifeworld analysis, prospective methods and value for money assessment.

¹⁹ DTI (2006) Evaluating the impact of England’s Regional Development Agencies: Developing a Methodology and Evaluation Framework, DTI Occasional Paper NO 2

Life-world analysis

The importance of context for the shape (and therefore outcomes and impact) of Local Authority PREVENT activities is a recurrent theme in policy documents and also the interviews undertaken to prepare this methodology paper. In the latter, the phrase 'local narrative' was mentioned: this is the idea that the reasons for doing something, and what is to be achieved, need to be linked to the local context. Any national evaluation of CLG funded Local Authority PREVENT activities therefore needs to include a life-world analysis as part of the initial set of activities carried out in the early stages of the evaluation (perhaps as part of a wider 'scoping' phase preceding methodology refinement and tool development).

The concept of 'life-world' draws on a philosophical tradition that emphasises the role of environment and culture in shaping people's beliefs, attitudes and perceptions. Essentially it suggests that these are formed not just through 'individual' factors like personality but through social interaction with other people (this is also known as 'communicative practices'). Beliefs, attitudes and perceptions are not fixed and stable but are constantly being re-shaped through social interaction and 'everyday life'.²⁰ Life-world also argues that a significant amount of 'communicative practices' involves 'symbolic' meanings that are hidden below the surface.²¹ In community settings, understanding how communicative practices and the life-world operate frequently entails getting to grips with what are called 'front stage and backstage behaviours'. These two concepts distinguish between what is permissible in the 'public' space (the 'front stage') and what is actually condoned in private (the 'back stage'). Public – or 'front stage' – behaviours are typically defined, particularly in communities that are close-knit and have strong hierarchical social structures, by 'social gatekeepers', for example religious leaders. Back stage behaviours can often differ significantly from this.²²

The main objective of life-world analysis is to capture, analyse and interpret the different constructions of meaning attributed to social processes, behaviours and actions by different social actors in varying settings and at different points in time.²³

²⁰ Schutz and Luckmann, 1973.

²¹ As Garfinkel (1984) puts it "meaning depends on shared and unstated assumptions". Imagine a typical everyday exchange of 'communicative practice' between a teenager and parent. The parent asks 'Where are you going?' The teenager replies 'Out'. On the surface, this five-word communication does not look very promising for analysing how parent-teenager interaction operates. The researcher would need to unearth and deconstruct the shared and unstated assumptions behind the word 'Out'. To the parent, 'out' could mean a number of things that reflect underlying assumptions about what the values, attitudes and behaviours of their offspring are – for example interpreting 'out' as 'hanging out with that hoodie down the road and getting into trouble'. For the teenager, on the other hand, 'out' is likely to mean a whole range of other things, for instance 'having fun with my best friends.'

²² Take the example of the evaluation of an initiative called 'Multi Action in the Community' that the Tavistock Institute was commissioned to do. This initiative was intended to explore ways in which HIV/AIDS prevention strategies could be tailored to suit the cultural and social circumstances and needs of people in black and ethnic communities. Four pilot projects were funded, involving the Chinese, Sikh, Muslim and Caribbean communities in four UK cities. In three of the pilots, the 'official' community view was that HIV/AIDS was not a problem since there was no intravenous drug use, homosexuality, pre-marital sex or extra-marital sex happening in the community. In fact, we found that such practices were active in all the pilot communities. In order to arrive at this conclusion, the evaluation had to use data gathering and research techniques that could identify 'hidden' meanings and behaviours. These included observation of social behaviours in everyday life, and in 'backstage' settings (for example gay clubs).

²³ Examples of the use of the approach across a range of social settings and issues include research into innovative learning environments (Taylor et al, 1997); developing artificial intelligence systems (Ayre et al, 1997);

Life-world analysis anchors evaluation in the everyday life, as well as the 'backstage life' of community settings. In the case of violent extremism, life-world analysis can identify:

- How attitudes and behaviours around extremism vary within different community sub-areas;
- How they are formulated through everyday interactions;
- The role that social gatekeepers play in the process;
- What is happening in 'backstage' and private spaces.

Life-world analysis is particularly interested in the ways in which home life, the family environment, 'street life', peer groups and peer interactivity supports the processes through which extremism germinates and evolves.

Life-world analysis can take the form of a short or long-term evaluation activity. Any evaluation design for the national evaluation of CLG funded Local Authority PREVENT activities will need to include the short-term activities as a 'rapid appraisal'.²⁴ The aim of a rapid appraisal method is to identify and map the social and cultural dynamics shaping violent extremism that need to be explored and to identify key priorities and strategies. It typically consists of:

- An 'Environmental audit';
- Observation and/or participant observation;
- Interviews with a range of key local, community and regional stakeholders.

The environmental audit will provide a broad overview of the distinguishing characteristics of the different neighbourhoods and communities represented within the geographical boundaries of the areas served by PREVENT. Typical questions addressed by the audit could include:

- What sub-territories make up the area as a whole?
- What are the profiles of the people who live in these sub-territories?
- Who are the 'social gatekeepers'?
- What tensions if any exist between and within the sub-territories?
- Where are the key 'backstage' places where opinions and attitudes are formulated?
- How do the above shape the way in which the PREVENT Programme is operating and what its outcomes and impacts are likely to be?

The audit could be supplemented by direct observation of 'street life' and behaviour in different 'frontstage and backstage' settings. It can also include the use of video to record relevant social interactions. Participant observation involves a greater involvement by the evaluator in recording how social interaction and communication goes on, for example by actively participating in relevant social and cultural activities

exploring the meaning of disability (Mulderij, 1996) and understanding the causes and implications of rioting in Pakistani communities in the UK (Hussain and Baggley, 2003).

²⁴ The 'long-term' version needs to be an integral part of a participative evaluation design as discussed in Option 4 in the next Chapter.

within the community. Interviews with key stakeholders – particularly community gatekeepers – supplement these data gathering procedures, for example by exploring in detail why particular practices go on and what they mean.

Prospective methods

The second core method that any national evaluation of CLG funded Local Authority PREVENT activities will need to include are prospective methods. Typically, prospective methods encapsulate evaluation methods such as: stakeholder consultations, concept mapping, logic models, Delphi methods and road mapping. These are known as ‘interpretive’ methods, since they largely involve the collection of qualitative evaluation data.

Generally, prospective methods are ‘forward looking’. However, they apply not only before the initiative being evaluated has started (ex-ante evaluation)²⁵, but also whilst the initiative is operating (on-going or formative evaluation), and after the initiative has finished (summative evaluation). Here, the input of prospective methods is threefold:

- Interpreting the outcomes of a programme or initiative;
- Taking a view of what the likely impacts of the programme are, and
- Suggesting possible improvements for the future.

Any national evaluation of CLG funded Local Authority PREVENT activities will at a minimum need to include **stakeholder consultation**. Stakeholder consultation is a participative technique for involving stakeholders in policy and programme evaluation. In the case of PREVENT, stakeholder involvement will be particularly important at the beginning of the national evaluation, and in particular for the development of the initial programme logic map. A focus group or workshop approach would be particularly suitable for this, to support the development of causal chain hypotheses through a dialogue and also to build the shared understanding of the evaluation needs and outcomes required by a diverse group of people with differing interests.

In addition, stakeholder consultation can help provide a critical reflection and review of evaluation results, either at some stage in the ongoing evaluation, when key milestones are reached, or at the end of the evaluation to elicit opinions about what the outcomes are and what they might mean for the future. Data collection methods include surveys of stakeholders by interview, questionnaire or focus group.

Economic assessment

The economic evaluation of PREVENT activities should take the form of a value for money assessment.²⁶ This normally involves looking at three areas:

- Economy: Are resources utilised well?

²⁵ See Annex 1: Glossary

²⁶ A cost-benefit analysis would be politically difficult (it would involve attaching a monetary value to the risk of *not* reducing the number of individuals involved in violent extremist acts), does not offer information on how inputs become outputs/ outcomes (which could be crucial for understanding the effectiveness of a PREVENT activity) and fails to acknowledge any negative impact or unmeasured positive impact that an initiative may have.

- Efficiency: Are outputs (services and products) achieved in an affordable manner?
- Effectiveness: Extent to which objectives have been achieved? What results were produced? Are the costs of achieving programme outcomes minimized?

A value for money assessment seems a constructive approach to the economic assessment of PREVENT as it permits a degree of subjective interpretation: contextual, organisational, implementation and other issues can, and should be, taken into account. This is important for PREVENT where context is likely to matter significantly for the development and implementation of an activity. Thus, the fact that a value for money assessment “not only measures the cost of goods and services, but also takes account of the mix of quality, cost, resource use, fitness for purpose, timeliness, and convenience to judge whether or not, together, they constitute good value”²⁷ makes it sufficiently flexible to allow contextual factors to feed into the assessment. This in turn allows for a more meaningful benchmarking of ‘performance’ of one set of activities against similar activities elsewhere for a comparative dimension.

Whilst it would be expected that the national evaluation carry out this value for money assessment, Local Authorities could be trained as part of the evaluation activities so that they are able to carry out this work themselves during the evaluation or after is completed.

²⁷ <http://www.admin.cam.ac.uk/offices/secretariat/vfm/guide.html>

5. EVALUATION OPTIONS

The four options for the national evaluation of CLG funded Local Authority-led PREVENT activities all build on the core foundation outlined in the previous chapter. They are underpinned by the two principles of logic mapping and triangulation, and also draw on both subject knowledge and evaluation knowledge. All options would also include the three core methods: life-world analysis (rapid appraisal), stakeholder consultations and a value for money assessment. However, each uses in addition to these a combination of further methods to produce evaluation options that each have a slightly different focus. In particular, the options differ from each other in the degree to which they are carried out ‘top down’ by a national evaluation team, or are participative (ie involve individuals from Local Authorities or deliverers in the evaluation activities). Below we explain what four different evaluation options for PREVENT might look like. These have been drawn up to illustrate the different questions they would answer and the different audiences they would serve by combining different evaluation methods. Table 5.5 comparing the different approaches in terms of the most prevalent methods used can be found at the end of this section.

5.1. Option 1: The social experiment option

Option 1 would focus the bulk of evaluation activities on carrying out a series of social experiments. An elaborate set of longitudinal panels / cohorts would be constructed, designed to test the predictions about behaviour change expressed in the initial intervention logic (or theory of change). Separate research activities would have to be carried out for the economic and the process evaluation. The latter could take a case study approach, focusing, for instance, on areas where similar activities have led to different outcomes.

Option 1 therefore focuses on answering the top-level evaluation question for the national evaluation: “What (measurable) changes were there in outcome?”. The main audience for Option 1 would therefore be CLG as well as the Treasury as the evidence generated would primarily serve an accountability purpose.

As we have begun to discuss in section 4.4.2, this option would have significant methodological weaknesses if used as an approach for the national evaluation. The discussion below elaborates on this further, and we would therefore recommend considering experimental designs only for an outcome assessment of individual projects or activities.

5.1.1. Overview of the approach

This evaluation approach would focus on collecting as much ‘hard’ evidence as possible from the implementation of PREVENT activities in order to assess what impact they have had on participants. In addition to the core methods, Option 1 would focus on social experiments as the main method for the impact evaluation. It would seek to understand PREVENT, and the changes associated with it, not by taking it apart and trying to work out what its constituent parts do, but by analysing the effects of activities over time.

This option starts with the development of a more detailed programme logic, or theory of change, using the core methods of stakeholder consultations (once, at the beginning) and life-world analysis (in particular the interviews with local, regional and community stakeholders carried out as part of this core method).²⁸ Following this, it would:

- Use the initial 'theory of change' to: i) specify the relationships, interactions and variables that will be studied; ii) predict the behaviours and outcomes of the study population; iii) deepen understandings of PREVENT and the specific activities that will be studied.
- Apply a 'pre-test-post-test' research design (i.e. surveys of participants before and after getting involved in an intervention).
- Involve a cohort drawn from the study population who participate in a real-time, ongoing data collection process (i.e. a representative selection of the population being studied).
- Can be used to develop prescriptive strategies that are rooted in an evidence base derived from examination of real behaviours.

Specifically, this option would involve:

- Selecting a representative sample of people actively participating in PREVENT activities.
- Selecting a representative sample of people with similar profiles who are not engaged in PREVENT activities.
- Developing a clear 'theory of change' model that has specific hypotheses and specific expectations about what outcomes and impacts will be realised via the programme. For example, the model could incorporate the hypothesis that 'radical behaviour is associated with isolation from other cultures'. It could predict that the implementation of a programme to involve 'isolated' members of a sub-group within a community in social and cultural activities with other sub-groups would have outcomes that could be measured by indicators like increased tolerance.
- Collecting evaluation data at different points in time, through, for example, attitude surveys, from the 'treatment' cohort (i.e. those involved in the programme) and the 'control' cohort (i.e. those not involved).
- Analysing the data to test whether the hypothesis can be substantiated and adjusting the initial theory of change accordingly.

²⁸ Take the example of adolescent contraceptive use. This involved a longitudinal study of a cohort of 375 low-income African-American adolescent girls over a period of six months. At the start of the study (time 0) each participant was given a urine test to test for pregnancy and was asked to complete a self-administered questionnaire on sexual behaviours, attitudes to contraception and attitudes to pregnancy. Six months later, a follow-up pregnancy test was administered to the same cohort, together with a similar questionnaire on sexual and contraception behaviours and on attitudes to pregnancy. A statistical regression model was developed at the outset of the study to calculate odds ratios of inconsistent contraception (i.e. the model identified which members of the cohort were less likely to adopt contraception strategies on the basis of existing statistical evidence on how things like income affect contraception behaviours). This model was then compared with the actual behaviours of the cohort on the basis of the evidence collected. The main result of the study was that adolescents who were inconsistent contraceptive users at follow-up were more likely to have reported a desire for pregnancy, previous inconsistent contraceptive use, less frequent communication with their partners about prevention issues and an increased number of lifetime sexual partners at the baseline assessment. Of equal importance was the finding that a previous pregnancy or sexually transmitted infection did not influence future contraceptive behaviours.

The life-world analysis would deliver important contextual data for this option. It would remain at the level of the 'rapid appraisal' but would place much emphasis on the observation work and the interviews with community gatekeepers as key informants not only for the initial theory of change map, but crucially also for the social experimental surveys.

The process evaluation would have to be undertaken separately from this outcome assessment. However, its results could inform the interpretation of the social experiment data. For instance, where outcomes of the same activity in two different areas vary, 'method of implementation' could be one of the factors that would need to be considered if an explanation is sought. The life-world analysis would be an important initial source of information on implementation mechanisms. Further case study based work could be undertaken if delivery mechanisms are seen as a possible factor explaining differences in outcomes of similar activities between contexts.

The value-for-money assessment would largely rely on performance management and monitoring data collected by Local Authorities themselves as well as the outcome data. Further, the case study work on processes would offer opportunities for the collection of additional context-related data on value-for-money.

5.1.2. Assessment of strengths and weaknesses

The table below summaries the strengths and weaknesses of this approach.

Table 5.1: Option 1 - Strengths and weaknesses of the approach

Strengths/ advantages	Weaknesses / disadvantages
Able to meet the core purposes of the PREVENT evaluation in the short-term, medium-term and long-term	
<ul style="list-style-type: none"> ▪ Would offer evidence for the accountability purpose of the national evaluation through the outcome data generated. This could help inform the focus of preventing violent extremism activities during the evaluation and after 2011. 	<ul style="list-style-type: none"> ▪ Would provide less of a detailed picture on why change was produced in context other than confirming existing hypotheses. ▪ Would not serve the local capacity building purpose.
Ability to deal with sensitivity	
	<ul style="list-style-type: none"> ▪ Even if community gatekeepers can be involved in the design of the social experiments, the approach may bring about feelings of stigmatisation.
Ability to answer core evaluation questions	
<ul style="list-style-type: none"> ▪ The starting point of the approach would still be the programme's logic model and life-world analysis, so this approach would still unpick the underlying theory behind the programme (as requested in the tender) ▪ Would lead to a refined programme logic model on the basis of the results of the social experiment. 	<ul style="list-style-type: none"> ▪ The main focus of evaluation activities would be the project / activity level. ▪ Questions relating to the Local Authority / group of Local Authority level would be less well served. ▪ At the national level, the approach would produce answers to questions relating to outcomes only.

Strengths/ advantages	Weaknesses / disadvantages
Ability to generate meaningful data that count as evidence by evaluation users	
<ul style="list-style-type: none"> ▪ Some contextual knowledge would be produced through case studies exploring delivery mechanisms. 	<ul style="list-style-type: none"> ▪ There is likely to be a real difficulty of finding comparator groups for the social experiments due to the diversity of the Muslim population. ▪ The approach would not produce any lessons that would help Local Authorities and deliverers learn from 'good practice' elsewhere. ▪ The approach would not satisfy very well the interest of potential evaluation users in rich qualitative data. ▪ No explanations for why change occurred would be offered.
Ability to cope with diverse projects	
<ul style="list-style-type: none"> ▪ The approach could be applied to several types of activities and would particularly lend itself to projects that are shorter than a year. 	<ul style="list-style-type: none"> ▪ The approach would not be able to understand the cumulative effect of several projects being run simultaneously, or interactions between them. ▪ The approach might not produce meaningful results if used for projects / activities that last two or three years (even if repeated tests are carried out). Changes may then become attributable to either external events (national and international policy developments or other factors unrelated to the intervention) or indeed internal project changes (e.g. changes to delivery or changes to the focus of activities).
Ability to accommodate the different levels of the PREVENT evaluation	
<ul style="list-style-type: none"> ▪ The main focus of evaluation activities would be the project / activity level. 	<ul style="list-style-type: none"> ▪ The Local Authority / Group of Local Authority and national level would be less well served.
Ability to accommodate the process evaluation	
	<ul style="list-style-type: none"> ▪ The process evaluation would take place separately from the impact evaluation, therefore not creating any synergies.
Measuring outcomes and impacts	
<ul style="list-style-type: none"> ▪ The approach would offer quantitative data on outcomes of activities as well as tested models of behaviour change using, for instance, attitude surveys. 	<ul style="list-style-type: none"> ▪ The overall numbers involved in the experiments locally may be small so the validity of the data produced may be questioned as statistically not relevant. ▪ Outcomes would only be measured for those activities that lend themselves to a quasi-experimental design. Results would therefore be incomplete. ▪ Comparator groups may be contaminated by new initiatives. ▪ The approach would not generate data on longer term social impacts.

5.1.3. Practical considerations

- **Cost.**²⁹ The costs of this approach would be determined by the overall number and / or size of the longitudinal panels. Overall, however, this approach is likely to be pricy, not the least because of the requirement to involve a comparator group, without necessarily delivering the depth of information required.
- **Capacity.** Social experiments are frequently used for the evaluation of social programmes so there would be a ready supply of relevant skills.
- **Timescale.** This option can cover outcomes but will struggle to make the jump to impacts.
- **Other considerations.** Recruitment of the panels would be difficult, as would finding comparator groups. Recruitment difficulties would be exacerbated as it is likely that this option would find it difficult getting buy-in from deliverers (and Local Authorities), e.g. to help out with recruiting people for a panel, because they will be unclear what they would get out of the evaluation. Seeking to obtain detailed data from participants at the time at which they are recruited for activities (for 'before data' may also provide an obstacle to recruitment.

5.2. Option 2: Understanding causal pathways

Option 2 would place greatest emphasis on a comprehensive and repeated use of two of the core methods: stakeholder consultations and life-world analysis interviews with Local Authorities, delivery organisations and community representatives. Through these repeated interviews, a comprehensive theory of change would be constructed. The core methods would be supplemented by a set of additional methods to provide extra depth: discourse analysis, analysis of monitoring data, good practice case studies and evaluation guidelines, local dissemination events / workshops and road mapping. These evaluation activities would focus on developing the initial logic map into a detailed theory of causes of violent extremism and how they can be addressed successfully. Delivery mechanisms (ie processes) would be seen as contributing to the success (or failure) of PVE activities. In this option, therefore, the process evaluation would not only support the impact evaluation, the two could not be separated.

Option 2 therefore answers the overall question: "how has PREVENT led to the observed outcomes and impacts?" This overall question would be answered by focusing evaluation activities primarily on investigating evaluation questions as they relate to two levels: the national level and the Local Authority / group of Local Authority level. Information relating to the project level questions would be collated through Local Authorities and deliverers. The evidence generated from Option 2 would serve primarily as a knowledge purpose.

²⁹ In this and the following options, the cost assessment focuses on explaining where the bulk of the costs for the evaluation will come from and in making a broad estimation of whether the costs of carrying out this particular type of evaluation would be high, medium or low. This is because detailed costs are highly dependent on the exact final design of the evaluation (rather than the broad approach), and are, for instance, influenced by the number of interviews carried out and the amount of compensation paid to research participants in exchange for their time. In addition, the evaluation costs are also influenced by the rates at which those carrying out the evaluation will be charged out. An overall assessment of the costs of the different options produced in relation to each other therefore appears the most valuable approach.

5.2.1. Outline of the approach

The focus of this evaluation approach would be to investigate and understand how CLG funded Local Authority PREVENT activities combine and interact in order to lead to intended and unintended outcomes and impacts. The intervention logic, as the initial expression of the theory behind PREVENT, would be systematically developed and interrogated with the help of the evaluation activities in order to build as sophisticated a model as possible on the impact pathways of PREVENT. Factoring in changing priorities of PREVENT and the way activities are being implemented on the ground (ie the process) would be seen as integral to understanding why an observed outcome was achieved. Impact and process evaluation would therefore complement each other.

Much of the detailed evaluation work in Option 2 would be based on carrying out stakeholder consultations and life-world analysis repeatedly and comprehensively in order to capture change. National stakeholder consultations would not only be carried out at the beginning of the evaluation (as in Option 1), but also during and at the end of it. They would inform the initial logic map, contribute to its ongoing development, serve as a sounding board for evaluation findings and elicit opinions of what evaluation findings might mean for the future (in the style of the Delphi method). The life-world analysis would need to be undertaken as comprehensively across England as possible to allow for the construction of a strong initial theory of change. Interviews with local stakeholders (including Local Authorities, delivering organisations and local communities) would be at the heart of the life-world analysis, and would be carried out repeatedly during the evaluation to capture changing thinking at the local level on successful (and less successful) activities and delivery mechanisms. These interviews would be the main source of data for evaluating both impact and processes at the Local Authority / group of Local Authority level and would also be an important source of information for some of the project level questions. They could be supplemented by some observation work for additional contextual knowledge.

Option 2 would further use a mix of additional methods to answer the evaluation questions. These would include, among others:

- A **discourse analysis** approach to the interrogation of policy documents, project proposals and interviews. Discourse analysis might look at these communications and ask, for instance: what were the social, political and cultural conditions that made a particular text possible; who and what is viewed as normal, natural, common sense; whether there are gaps or silences; what is viewed as legitimate / illegitimate; who the intended primary audience of a text is. Discourse analysis thus contributes to our understanding of how people, institutions, political events etc are given meaning and reactions to them are shaped. This insight would therefore especially help answer some of the more critical evaluation questions at national and project level³⁰ and thus also support the road mapping work (see below).

³⁰ For instance: To what extent are the assumptions on the causes of violent extremism underpinning PREVENT correct?; What obstacles are there to implementing the PREVENT agenda locally?; How consistent are the initiatives delivered with the goals of the Programme?

- An analysis of local **monitoring data**, and other performance management information, as submitted through the PVE tracker, local evaluations and other means. This would offer information on the kinds of activity carried out locally. It would also serve as a basis for a value-for-money assessment by benchmarking similar activities in different areas against each other. The life-world analysis, including local stakeholder interviews, would offer the contextual information for the final assessment.
- **Good practice case studies** that highlight examples of effective use of resources, effective activities and delivery mechanisms that can be adopted by other localities to improve the outcomes and impacts achieved by their PREVENT activities. The main source of information for these would be a combination of local interviews and monitoring or evaluation information. As this would be the main capacity support offered to Local Authorities and deliverers, particular care would have to be taken to ensure these good practice cases are disseminated effectively. One mechanism for this would be a collaboration between the national evaluation and the IDeA and / or LGA.
- For additional support, local evaluation guidelines could be produced to build evaluation capacity locally and to support consistent data capture on outcomes across localities. This could also offer methodological advice on carrying out local attitude surveys the results of which could feed into the evaluation's intervention logic.
- In order to further enhance local learning, and to ensure that this evaluation is done sensitively, a regular feedback mechanism to local actors and discussion with these about any emerging results could be included. This might take the form of regular validation and feedback events which could culminate in a final feedback workshop. Involving the evaluation team and national as well as a selection of local and regional stakeholders, this workshop would be used to present the 'theory of change' for preventing violent extremism work and to verify the interpretation of the research data. An alternative technique for the verification of results would be a Delphi survey. This is a method for collecting and synthesising knowledge from a group of experts to facilitate the formation of group judgement. It can be used to provide critical reflection and review of evaluation results either at some stage in the evaluation, when key milestones are reached or at the end of the evaluation.
- This evaluation approach could finally be rounded off with **road mapping**. Road mapping moves forward from the results of the evaluation to provide both a prescriptive and operational framework for how these results can be implemented to improve a programme or initiative.

5.2.2. Assessment of strengths and weaknesses

The table below shows some of the main strengths and weaknesses of the approach in relation to the main criteria that are important for the planned national evaluation.

Table 5.2: Option 2 - Strengths and weaknesses of the approach

Strengths	Weaknesses
Able to meet the core purposes of the PREVENT evaluation in the short-term, medium-term and long-term	
<ul style="list-style-type: none"> ▪ This approach would primarily meet the knowledge and accountability purpose of the national PREVENT evaluation. ▪ It would not require a separate evaluation 	<ul style="list-style-type: none"> ▪ This evaluation option does not envisage contributing to the ongoing capacity building, either on evaluation or on delivery of preventing violent extremism

Strengths	Weaknesses
<p>for the pathfinder year and the subsequent period of area-based funding. The methods mix would capture the knowledge from the pathfinder work and build on it with the ongoing evaluation work.</p> <ul style="list-style-type: none"> ▪ Because of the periodic revisiting of stakeholders, this approach is able to integrate changes over time (implementation processes, objective of activities, how to 'do' PVE activities) and highlight their relative contribution to observed outcomes and impacts. 	<p>work, of Local Authorities or delivery agents. However, case studies would allow for learning to be transferred between localities.</p>
Ability to deal with sensitivity	
<ul style="list-style-type: none"> ▪ The discourse analysis would highlight whether there are any major contradictions in the way in which violent extremism, and responses to it, are talked about and understood at the national and the local level. This would make a contribution to enriching the understanding at national level on the local sensitivities relating to PREVENT. ▪ The feedback mechanism to local and national stakeholders would provide an opportunity for sensitive issues to be raised and discussed. 	<ul style="list-style-type: none"> ▪ The ability of this option to deal with the sensitivity of preventing violent extremism would be limited by the lack of participative methods.
Ability to answer the core evaluation questions	
<ul style="list-style-type: none"> ▪ The evaluation questions would be narrowed down and tailored to the purpose of this evaluation through the initial logic map and the national stakeholder interviews at the beginning of the evaluation. The evaluation would therefore be closely tailored to knowledge gaps and the needs of the national stakeholder community. 	<ul style="list-style-type: none"> ▪ Less attention would be paid to the questions of local stakeholders, relating in particular to the capacity building purpose. ▪ Less evaluation activity would be focused on generating new data on the project level evaluation questions. Information on this would come primarily from secondary sources and local stakeholder interviews.
Ability to generate meaningful data that count as evidence by evaluation users	
<ul style="list-style-type: none"> ▪ The objective of the approach to develop a tested 'theory of change' would also satisfy those stakeholders that have a strong interest in the process aspect of the evaluation. The approach would highlight what type of delivery has led to what results. ▪ The good practice case studies and value for money assessment would address the evidence needs of local stakeholders and some national ones. 	<ul style="list-style-type: none"> ▪ There would only be 'good practice' case studies. These may not be sufficient in number of detailed enough to meet the knowledge needs of all stakeholders. ▪ This evaluation option would produce context-related information mostly through local stakeholder interviews and some initial observation work. The attempt to create one overall impact / process map could limit the extent to which the national evaluation would highlight specific contextual practices.
Ability to cope with diverse projects	
<ul style="list-style-type: none"> ▪ Interviews with local stakeholders would offer initial hypotheses on the usefulness of different activities and implementation mechanisms for preventing violent 	<ul style="list-style-type: none"> ▪ This evaluation option would rely on local evaluations and monitoring for the assessment of individual projects. This could mean that data vary greatly and

Strengths	Weaknesses
<p>extremism which would be incorporated into the logic map.</p> <ul style="list-style-type: none"> ▪ Feedback and monitoring information would be used to triangulate this information. 	<p>usability might be limited.</p>
Ability to accommodate the different levels of the PREVENT evaluation	
<ul style="list-style-type: none"> ▪ The approach uses the experiences of implementing PREVENT activities at the local level in order to build an overall theory of 'what works and how'. This would tell, at the national level, not only what changes were achieved, but also how they were produced. 	<ul style="list-style-type: none"> ▪ The ability to systematically draw on local evaluations of activities would be limited by their quality as the approach would not focus on supporting local authorities and or deliverers to carry out better evaluations or to encourage the use of a single framework for evaluations.
Ability to accommodate the process evaluation	
<ul style="list-style-type: none"> ▪ The process evaluation would be an integral part of the outcome / impact evaluation. ▪ Case studies offer an opportunity to illustrate different mechanisms of delivering preventing violent extremism work in some detail. 	
Measuring outcomes and impacts	
<ul style="list-style-type: none"> ▪ Evaluation guidelines for Local Authorities / projects produced by the national evaluation could serve as a framework for coherent capturing of outcome and impact information. ▪ Any work carried out by Local Authorities on measuring outcomes and impacts of their PREVENT activities could be integrated into the intervention logic. 	<ul style="list-style-type: none"> ▪ The capturing of outcome and impact information would be largely left to evaluation activities by projects or Local Authorities. As evaluation guidelines are unlikely to be compulsory, data availability and quality may be uneven. ▪ If different research methods are used to produce outcome data, they may not be comparable. ▪ Any local citizenship survey-type work would be valuable predominantly for Local Authorities to track local attitudes generally and as a benchmark against which attitudes of PREVENT participants can be compared.

5.2.3. Practical considerations

- **Cost:** The main costs will arise from the comprehensive life-world analysis as expressed in the repeated number of stakeholder interviews and the large number of interviews with local stakeholders, also done repeatedly. The discourse analysis of these conversations, and of relevant policy and project documents, is also likely to be time-consuming and therefore costly. Overall, however, this is likely to be the least costly evaluation option.
- **Capacity:** This approach uses methods and thinking that are regularly applied in complex evaluations. Overall, therefore, a national evaluation of CLG funded Local Authority-led PREVENT activities using this approach would therefore find a ready supply of evaluators able to carry out this evaluation competently. However, the discourse analysis requires specific skills that may be more difficult to find in the mainstream evaluation community.

- **Timescale:** The evaluation would need to start as soon as possible in order to capture the learning from the pathfinder phase. It would then last until the end of the area-based grants in 2011 and therefore follow the development of activities to capture learning throughout the funding period. Because of the inclusion of the road mapping, the reach of this evaluation approach would extend beyond the timing of the area-based funding and support national stakeholders in the development of responses for the period beyond the current area-based grants. It would therefore meet the long-term needs of national stakeholders in the evaluation.
- **Other considerations:** Securing buy-in from Local Authorities and deliverers could be difficult as the information generated from the evaluation would be of greatest use to stakeholders at the national level.

5.3. Option 3: A spotlight on the local context

In Option 3, the case study approach would be the main evaluation method: all evaluation activity would be geared around understanding the combination of factors that, locally, have generated the outcome (and impact) of PREVENT activities. This would mean gathering evaluation data through a sizeable number of case studies. These case studies would therefore make up the heart of this evaluation option and would be combined with a variety of additional methods (including document analysis, analysis of monitoring and other performance data, exit polls, quasi-experimental surveys).

Option 3 would therefore answer the overall evaluation question “what works for whom, where and under what circumstances?”. This overall question would be answered by addressing evaluation questions as they relate to all levels. This evaluation option would investigate the outcomes / impact of CLG funded PREVENT activities in different settings, creating a rich ‘database’ of scenarios. Such an in-depth investigation would address both the knowledge and accountability purpose of the national evaluation.

5.3.1. Outline of the approach

This type of evaluation would start from the premise that the impact of PVE activities can only be assessed in the context in which they are being implemented. Evaluation activities would therefore be focused on understanding “what works for whom under what circumstances?”. This approach would offer the opportunity to investigate in some detail the combination of factors that have contributed to success (or failure) of PREVENT activities locally. This investigation could therefore use the ‘success factors’ listed in the Home Office Guide for Local Partners as a starting point to systematically explore how they have been used, varied and supplemented locally.

The main feature of this Option 3 is that all methods are used as part of a case study approach. Case studies would be based in localities (neighbourhoods, wards and might even be Local Authorities). The selection of case studies would be guided by the intervention logic drawn up at the beginning as well as the knowledge of national and local stakeholders. A fairly large number of case studies would be selected, sampled to reflect different settings and activities.

The focus on context means that all methods would collect evidence within the case study settings. For the methodology mix this would mean the following:

- The life-world analysis would be undertaken in two stages. First, an environmental audit (see page 22) would be undertaken for all (or the vast majority) of localities in which CLG funded PREVENT activities are taking place. The results of this audit would then serve as a basis on which to select a large sample of localities for the evaluation. In this large sample, the evaluation team would carry out the stakeholder interviews as well as a review of activities taking place (e.g. by examining the PVE tracker or other monitoring information). In this option, observation work would be particularly important as it would provide important contextual information to feed into the final selection of localities to include in the evaluation.
- On the basis of the life-world analysis a sizeable amount of 'case studies' would be chosen (possibly as many as 40 to 50, but perhaps more depending on scale and depth of the final evaluation design and requirements). Unlike in Option 1, these would not be 'good practice' case studies (though good practice may be detected in the process) but would be explanatory case studies through which cause and effect relationships of PREVENT activities are explored. Sampling of cases will therefore be of utmost importance.
- As part of the case study approach, this evaluation option would collect data through a variety of methods. This would include, at a minimum: analysis of project proposals and evaluation reports; analysis of monitoring and other performance data; interviews with local stakeholders and deliverers (repeatedly during the evaluation period); additional observations; exit polls. Small-scale quasi-experimental surveys investigating the outcome of particular activities could also be run (e.g. for training and education activities or other projects that have a short to medium-term duration and may even involve cohorts). The intensive context-related activities would help with the decision-making on which methods are appropriate and how they can be executed. The context focused case study approach would also help with the value for money assessment, and would in particular increase the confidence with which areas and activities could be 'benchmarked' against each other. Depending on the case study mix, evaluation software³¹ could be deployed locally to support the systematic collection of data.
- Any local citizenship-type survey work could be integrated into the evaluation through the case study selection. For instance, some Local Authorities that have this kind of survey planned could become large-scale case study areas, and the investigation could include this data.
- This evaluation would also benefit from a critical reference group. These are community consultation platforms that reflect the profile and different interest groups of the local community. This reference group could be composed of representatives from the Muslim community as well as other faith and community groups where beneficial. The reference group would provide evaluation data and ongoing critical review of evaluation outputs. Among others it could, for instance, have an input into methodology choice and design and be a sounding board that could support the interpretation of data.
- As the evaluation work is based around case studies, this option would need to pay particular attention to using appropriate methods to generate generalised information from the case study work that would contribute to the national level evaluation. Feedback from this panel could also help with the generalisation from

³¹ For instance SPEAK (Strategic planning, evaluation and knowledge networking) <http://www.speak.ie/>

the evaluation findings and therefore their use in fleshing out the logic map. Where panel members feel a particular conclusion applies across the board, it can be incorporated into the logic map. Where views on the general application of findings differ, this variation of impact in context would be highlighted in the conclusions and the final logic map. Another method could be using tools such as qualitative comparative analysis.

In terms of the process evaluation, this approach would use these methods to uncover different delivery models of PREVENT (both between projects and between Local Authorities) and therefore investigate in some detail how far the programme architecture locally differs from that nationally. The investigation of processes would be tied to the local context to support the assessment of outcomes.

5.3.2. Assessment of strengths and weaknesses

This evaluation approach would have the following strengths and weaknesses.

Table 5.3: Option 3 - Strengths and weaknesses of the approach

Strengths/ advantages	Weaknesses / disadvantages
Able to meet the core purposes of the PREVENT evaluation in the short-term, medium-term and long-term	
<ul style="list-style-type: none"> ▪ Addresses very well the knowledge purpose of the evaluation and also has something to offer for the accountability purpose. ▪ Can be applied retrospectively to the pathfinder projects by choosing case study sites that were already implementing activities during 2007/08. 	<ul style="list-style-type: none"> ▪ The approach offers depth rather than breadth. It would therefore not cover the whole country but only the case study areas investigated. If the national evaluation is given a strong accountability purpose, this could be seen as problematic.
Ability to deal with sensitivity	
<ul style="list-style-type: none"> ▪ Likely to be better able to deal with the sensitivity of the issue as activities happen 'close to the ground'. ▪ The reference panel makes a further contribution to the sensitivity question as it would have an input into the design of the final case study methodology, research tools and interpretation of findings. ▪ Produces 'quick-wins' through examining delivery models in the short-term. Is then able to draw on this information for an assessment of medium and long-term outcomes and impacts. 	<ul style="list-style-type: none"> ▪ Other than the critical reference panel this option does not include any other participative methods that would allow local concerns to be fed into the evaluation.
Ability to answer core evaluation questions	
<ul style="list-style-type: none"> ▪ This approach answers all of the evaluation questions by gathering evaluation data from different levels. ▪ Uses an appropriate methodology mix to investigate the effectiveness of different local activities. 	
Ability to generate meaningful data that count as evidence by evaluation users	
<ul style="list-style-type: none"> ▪ Satisfies the interest in case study information on what works. 	<ul style="list-style-type: none"> ▪ Particular effort will have to be put into ensuring that generalisable information

Strengths/ advantages	Weaknesses / disadvantages
<ul style="list-style-type: none"> ▪ Produces rich information on the implementation process in relation to particular localities and is therefore able to put implementation mechanisms into context. ▪ The context-focused evaluation approach would mean that differences in the methods of collecting monitoring data between localities would matter less as all data is interpreted within context. ▪ The 'case based' evidence generated by this evaluation option would also appeal to CLG and other national stakeholders who have a strong demand for case based evidence. 	<p>will be produced</p> <ul style="list-style-type: none"> ▪ Because the focus is context, this approach may produce several 'theories' of intervention rather than one integrated whole. Particular and careful effort will therefore have to be taken to extract generalisable data from the case study based evaluation work to find common factors across context that make PREVENT work.
Ability to cope with diverse projects	
<ul style="list-style-type: none"> ▪ Will produce rich data on the reasons for success or failure of different PVE activities in particular settings. 	<ul style="list-style-type: none"> ▪ Unlikely to cover all localities so unless case study areas are carefully sampled some types of activities might not be captured by the evaluation.
Ability to accommodate the different levels of the PREVENT evaluation	
<ul style="list-style-type: none"> ▪ Is particularly suited to address the project level and the Local Authority / group of Local Authority level. 	<ul style="list-style-type: none"> ▪ Is weaker than Option 2 on the national level evaluation, due to the case study focused design. A particular effort will therefore have to be made to extract generalisable data from the case study work.
Ability to accommodate the process evaluation	
<ul style="list-style-type: none"> ▪ Examines effective implementation processes as part of the case study work. 	
Measuring outcomes and impacts	
<ul style="list-style-type: none"> ▪ As the national evaluation would be involved in generating outcome data, methodological consistency across areas would be ensured. Conclusions on outcome (and impact) would therefore be more valid than potentially under Option 1. ▪ Because the evaluators would be highly familiar with the local context, they would be able to identify the enabling conditions that made the observed outcomes (and impacts) possible. The approach would therefore deliver explanations for the outcomes (and impacts) achieved. 	<ul style="list-style-type: none"> ▪ The case study approach would mean that no country-wide conclusions about outcomes and impacts could be produced. ▪ Case studies would be chosen early on in the evaluation, so if Local Authorities decide on rolling out local citizenship-style surveys after selection they may not have been included in the evaluation.

5.3.3. Practical considerations

- **Cost:** This is likely to be a costly option, but also one that provides very rich data. The costs of this approach will be primarily determined by the quantity and intensity of the case study work. The higher the number of case studies and the more in-depth the investigation of individual activities is, the greater the costs will

be. However, costs can be controlled through the number of case studies and their final shape.

- **Capacity:** This is not an 'easy' evaluation approach. It will require of evaluators comparatively sophisticated evaluation skills: knowledge of both realist evaluation and constructivist approaches.
- **Timescale:** accommodates short-term needs in terms of integrating the pathfinder year and also producing 'quick wins' in terms of initial knowledge on effective delivery mechanisms. Can then use this for the remainder of the evaluation period to develop detailed knowledge about what works in a local context.
- **Other considerations:** The reference panel would give the national evaluation access to local gatekeepers in the community and also involve Local Authorities in the evaluation. There would be a sense of being involved in the evaluation (rather than just being research subjects) which might make it easier accessing data and individuals for the evaluation.

5.4. Option 4: A participative evaluation

Option 4 is a participative evaluation. Its philosophy would be to take a bottom-up approach to the national evaluation of CLG funded Local Authority-led PREVENT activities. Based around a set of participative methods, it would focus on getting individuals from Muslim communities, delivering organisations and / or Local Authorities involved as much as possible in all stages of the evaluation process: the choice of research methods and design of research tools, the data collection and interpretation. For financial and practical reasons this could not be done in all localities receiving funding, but would need to happen in a carefully constructed sample. The role of the national evaluation team would be centred around training, filling gaps in expertise and collating local data in order to deliver a 'national' picture of outcomes and impacts - an interpretive task that would be undertaken jointly with those local individual involved in the evaluation. Option 4 would therefore be very well suited to meet the capacity building purpose of the national evaluation as well as the knowledge purpose. As the participative approach is likely to increase the probability of community buy-in, richer quality data can be expected which may also support the accountability purpose.

5.4.1. Outline of the approach

This approach would emphasise learning and capacity building. It would take as a starting point the real interest of Local Authorities and deliverers in gaining a better understanding of how PVE activities can be delivered effectively, and to learn what has worked elsewhere. It would further use the national evaluation as an opportunity to build evaluation capacity on PVE programmes of activity locally by offering a variety of tools which can support the evaluation at a local level. Taking this one step further, this approach to the national evaluation could recruit and train local deliverers of PVE activities to carry out elements of the national evaluation. Through its mix of methods it would also serve the interests of national stakeholders, but, in some ways, the main audience for the evaluation would be individuals in local authorities and delivering organisations.

Option 4 would use a methodology mix heavily weighted in favour of participative methods. Broadly speaking, participative methods typically entail some form of active engagement in the evaluation by stakeholders, rather than them playing a 'passive' role as providers of data. A key feature of these approaches is that both evaluator and those 'being evaluated' collaborate in the design and implementation of the evaluation. For the evaluation of PREVENT this would mean a joint implementation of the national evaluation between those delivering and selecting PREVENT activities (especially from the communities targeted by the strategy) and the national evaluation team on all aspects: from the selection of appropriate research methods, to the design of research tools (including the wording used for questions), to the execution of research activities and the interpretation of the data gathered. Muslim communities therefore become owners of the national evaluation and its results as well as an audience for it.

The core methods would be shaped to reflect this participative approach. Thus, the life-world analysis would be used in its longer term application, where it takes the form of ethnographic evaluation. Beyond the 'rapid appraisal' work (see section 4.2.2), this could include some or all of the following methods:

- **Action Learning Sets** where participants would critically reflect on assumptions and beliefs that shape the causes of violent extremism and about how the PREVENT programme addresses these causes. Critical reflection can be powerful because attention is directed to the root of the problem and transforms perspectives. People recognise that their perceptions may be flawed because they are filtered through views, beliefs, attitudes and feelings inherited from family, school, peer groups, professional training and society. Action learning sets would be run at regular intervals throughout the duration of the evaluation and bring together a range of relevant local stakeholders engaged in the delivery of PREVENT. The primary purpose of the action learning sets would be to support ongoing PVE work by offering a framework within which participants can work on issues that are of particular concern to them. The assumption would be that there would be a degree of overlap between local concerns in delivering PREVENT and national (evolution) concerns. The discussions at these events, however, would also be treated as data for the national evaluation, e.g. to develop the initial programme logic and to select case studies for in-depth investigation (see below).
- **A self-evaluation infrastructure** could be put in place by the national evaluation working jointly with local organisations and communities. This would involve creating the space and the tools for people living in the community to collect and analyse their own evaluation data. In practice, this is done through: training workshops; a self-evaluation toolkit; evaluation consultancy and support services provided by the specialist evaluation team in order to support local people in ongoing evaluation work. This would also allow a connection to be made between local evaluation approaches and the national evaluation; data generated by local evaluations could be more easily integrated into the national evaluation.
- A **collaborative knowledge system** (e.g. an electronic web-based tool) might be created to support work by action learning groups in between meetings and to serve as a repository of 'learning points' and other useful information. This would allow for a collection of evaluation data through tools allowing participants to record and share their experiences in a variety of ways (e.g. through blogs, online fora).

- **Critical reference group.** These are community ‘consultation platforms’ that reflect the profile and different interest groups of the local community. The critical reference group would therefore consist of representatives from the Muslim community, as well as other faith and community groups, and provide evaluation data and ongoing critical review of evaluation outputs. One of the concrete tasks of the critical reference group might be to feed into, or be a critical arbiter of, any questions developed for surveying or interviewing work. Another working stream could be to support the development of meaningful outcome and impact indicators to measure the ‘success’ of PVE activities.

To meet the needs of the national level evaluation (ie to gauge the overall impact of funding), a number of additional research activities would take place to collect relevant data:

- Stakeholder interviews at the national level in order to capture knowledge, expectations and assumptions of the outcome and impact pathways of PREVENT. These would be part of the core methods.
- Information collected with the help of the monitoring template developed for Local Authorities by the Home Office would be used as a key data source for a value for money assessment of activities in the selected areas jointly by the national evaluation team and local ‘community evaluators’.
- Further case studies could be used, selected to explore in greater depth some of the themes emerging from collaborative work such as the action learning sets and value for money issues.
- Quasi-experimental survey work could be used to test aspects of the emerging theory of change in different local settings, for instance by testing assumptions underlying relatively short training or leadership activities. The participative style of the evaluation would be greatly beneficial for supporting the appropriate design of this method and the phrasing of the questions to ask. For instance, local community evaluators (especially if they were also deliverers), as well as the critical reference group, would know what kind of words and questions are likely to cause offence, and also when finding comparator groups would be impossible.
- This style of evaluation would also work well with a discourse analysis, both of programme and project document as well as interviews and action learning set discussions.
- This evaluation approach could draw on local and community knowledge to understand how far any changes measured through local citizenship-type surveys might be attributed to PREVENT activities.

In this option, the process evaluation would lean towards having a formative character: the Action Learning Sets and collaborative knowledge system would both help participants improve delivery of PREVENT activities and offer process data to the national evaluation. In addition, Option 4, too, would gather longitudinal data on implementation modes in the selected areas and how they change over time using repeated stakeholder interviews so that this can be fed into the overall impact assessment.

5.4.2. Assessment of strengths and weaknesses

The table below outlines some of the strengths and weaknesses of this evaluation approach.

Table 5.4: Option 4 - Strengths and weaknesses of the approach

Strengths	Weaknesses
Able to meet the core purposes of the PREVENT evaluation in the short-term, medium-term and long-term	
<ul style="list-style-type: none"> ▪ This evaluation would be able to address very well the ‘capacity building’ purpose of the national evaluation. ▪ The evaluation would also address the knowledge purpose very well as a plethora of rich ‘bottom up’ data would be produced covering the duration of PREVENT funding. ▪ This approach would identify and build on the learning from the pathfinder phase, in particular by involving those deliverers with experience of PREVENT, through interviews and action learning sets. 	<ul style="list-style-type: none"> ▪ The strength of the accountability purpose is likely to depend at least to some degree on how successful the self-evaluation infrastructure will be taken on board by Local Authorities and projects. If the tool is implemented in a patchy manner, the quality of data would be compromised.
Ability to deal with sensitivity	
<ul style="list-style-type: none"> ▪ The approach scores very highly on its ability to deal with the sensitivity of PREVENT as it would include those planning and delivering PREVENT work in the evaluation. ▪ The evaluation would be of direct benefit to those involved in delivering PREVENT which might motivate individuals to get involved. 	
Ability to answer core evaluation questions	
<ul style="list-style-type: none"> ▪ The work on the initial logic map, the stakeholder interviews and the critical reference group will ensure that evaluation questions are developed and answered that are relevant and important for the evaluation. 	
Ability to generate meaningful data that count as evidence by evaluation users	
<ul style="list-style-type: none"> ▪ The involvement of deliverers and Local Authorities means that evaluation findings would be ‘grounded’ in the experience of local deliverers who would also actively contribute to generate evaluation findings. ▪ Change is captured as seen from within the context in which an activity is delivered 	<ul style="list-style-type: none"> ▪ The participative focus may be perceived as producing biased evaluation results, e.g. because of self-selection of those collaborating in the evaluation, conflicting interests and creating unforeseen displacement effects (e.g. where problems are shifted from one area to another). ▪ However, active steps can be taken to address the potential problem with bias. This would include: a feedback process to monitor changes associated with the methods so that the participatory strategy can be adapted where necessary; ensuring that the research is ‘owned’ by all stakeholders; and communities should see the benefit of collaborating with the evaluation. The approach should not be used if there is a risk that it could increase an already existing sense of disenchantment and conflict amongst

Strengths	Weaknesses
	and between particular groups.
Ability to cope with diverse projects	
<ul style="list-style-type: none"> ▪ Deals with diverse project through providing a self-evaluation framework that is sufficiently flexible to deal with different local circumstances and activities. 	
Ability to accommodate the different levels of the PREVENT evaluation	
<ul style="list-style-type: none"> ▪ The approach is particularly strong in capturing rich information from the local and sub-local level. ▪ The self-evaluation infrastructure means that local evaluation information is collected in a more uniform way which is likely to make it easier to combine. ▪ Information from some of the participative methods (e.g. the Action Learning Sets) could be fed directly into the intervention logic map. 	
Ability to accommodate the process evaluation	
<ul style="list-style-type: none"> ▪ Process issues would be highlighted through the use of a number of methods, including the action learning sets. 	
Measuring outcomes and impacts	
<ul style="list-style-type: none"> ▪ The participative approach would mean that even small outcomes, and those that apply to particular contexts, can be captured. ▪ The joint development of the self-evaluation infrastructure would make it more likely that local buy-in is achieved, so outcome data capture is more likely to be comprehensive. ▪ Joint execution of evaluation and interpretation of data might make it possible to link local activities to trends captured by local citizenship-type surveys. 	<ul style="list-style-type: none"> ▪ Evaluation activities would not cover the whole country, so results would deliver depth rather than breadth. ▪ The use of self-evaluation might raise questions about the objectivity of outcomes (and impacts) reported.

5.4.3. Practical considerations

- **Cost:** This is possibly the most expensive option as it would involve bringing people together in various configurations (e.g. action learning sets, critical reference group, activities to support self-evaluation) and would also involve building a technology platform and a self-evaluation toolkit. It is likely that the evaluation would need to pay a contribution to the travel costs of participants as such activities will not have been budgeted for in any project budgets. Deliverers-as-evaluators would have to be trained and paid for their time which would add another cost level.
- **Capacity:** This evaluation approach would require very sophisticated evaluation skills. Evaluators will need to be experienced in using participative methods and dealing with the sensitivities and quality control issues involved. At the same time, they will also need to be skilled facilitators to ensure the action learning sets

are useful for all those involved. The supply of experts for this kind of national evaluation is therefore to be narrower than for the other options.

- **Timescale:** The evaluation would cover the whole period of the area based PREVENT funding so that ongoing delivery improvements can be achieved (through the action learning sets) and so that all the learning from local delivery is captured.
- **Other considerations:** This is likely to be an option that is logistically challenging as it will involve bringing together, repeatedly, people who are very busy delivering PVE projects or are doing other work. It may be difficult to recruit deliverers as evaluators, even if they get paid, if individuals are committed with other activities. Local Authority and community engagement in self-evaluation cannot be assumed and would have to be ‘won’ by a skillful national evaluation team. It will also have to be accepted that there will always be some that won’t engage.

5.5. Comparing the four options

The table below presents a comparative overview of the methodology mix for the four options discussed above.

Table 5.5: Method mix for the four evaluation options

Methods		Option 1: Social experiments	Option 2: Causal pathways	Option 3: Spotlight on context	Option 4: Participative
Document analysis					
Lifeworld analysis 1 (rapid evidence)	<i>Environmental audit, stakeholder interviews, observations</i>				
Prospective studies	<i>Stakeholder interviews or focus groups (national)</i>				
	<i>Social experiment</i>				
	<i>Road mapping</i>				
	<i>Delphi</i>				
Discourse analysis					
Case studies		<i>For process evaluation.</i>			
Lifeworld analysis 2 (participative)	<i>Action learning sets</i>				
	<i>Critical reference groups</i>				
	<i>Self evaluation toolkit</i>				
	<i>Collaborative knowledge system</i>				

6. CONCLUSION

This paper has introduced four options for the national evaluation of CLG funded Local Authority PREVENT activities. All options have a common 'base': the involvement of stakeholders in the production of an initial logic map to sharpen thinking on anticipated outcomes and impacts of PVE activities and also to manage expectations of what the national evaluation can produce; a multi-methodological design to allow triangulation of data; and a value-for-money assessment. In addition, each option uses a different combination of methods to give it a different focus.

Option 1 would mean concentrating on carrying out a social experimental study, wherever local circumstances and activities allow it. Of all the options introduced, this is least appropriate and feasible for the national level evaluation: it would not meet some key data needs of national and local evaluation users (most notably rich qualitative data on 'what works'); it would struggle to meet the sensitivity needs of the policy domain; and it might also be methodologically difficult to carry out as a main evaluation approach. However, the approach could be considered for an outcome assessment of individual projects or activities.

Option 2 is likely to be the least costly of the four approaches. It focuses on a 'top down' investigation of causes of violent extremism and approaches to preventing it, thereby making a clear contribution to the knowledge in these areas. However, the approach perhaps falls short on the detailed contextual knowledge that is desired by evaluation users and might also struggle more than the remaining two options with accessing data as Local Authorities may not see it beneficial to them to participate.

Option 3 focuses on producing case study led evidence about what activities work in which contexts. It focuses on understanding the local conditions in which preventing violent extremism activities are generated and implemented. It also makes provision to include local actors in the evaluation through a critical reference panel to advise on sensitivity and to support the interpretation of data. The detailed local investigation foreseen by this approach is likely to make it a comparatively costly choice, but the investment will pay off by rich and meaningful data.

Option 4 moves the national evaluation of CLG funded Local Authority PREVENT activities into the domain of participative research by engaging local stakeholders into the evaluation through a number of methods, and possibly training them as researchers. This approach would therefore be highly effective in dealing with any sensitivity issues and, through the logic mapping, would also have a framework for generating data that contributes to learning at the national level. This could be a very interesting evaluation choice though, because of its reliance on getting local stakeholders involved, the most risky option in terms of its feasibility.

Overall, therefore, the most promising approach to the national evaluation of CLG funded Local Authority PREVENT activities would be either Option 3 or Option 4. The final choice would depend on the overall question that is to be answered through it, and where ultimately the main wished-for purpose is (strong focus on what works in context or on bottom-up buy-in and participation by deliverers).

ANNEX 1: GLOSSARY

Term	Definition
Action learning sets	<p>'Action Learning Sets' have been defined as "an approach to the development of people which takes the task as the vehicle for learning. It is based on the premise that there is no learning without action and no sober and deliberate action without learning. (Pedler, 1997). In Action Learning Sets, participants will critically reflect on assumptions and beliefs that shape the causes of violent extremism and about how the PREVENT programme addresses these causes. Critical reflection can be powerful because attention is directed to the root of the problem and transforms perspectives. People recognise that their perceptions may be flawed because they are filtered through views, beliefs, attitudes and feelings inherited from family, school, peer groups, professional training and society. Critical thinking brings real issues to the fore and subjects them to scrutiny – allowing participants to call into question the rationale underlying their actions and to examine problems from multiple perspectives. Re-formulation of the presenting problem will occur when people uncover misperceptions, norms and expectations that are often hidden. Action Learning Sets essentially involve 'role playing', where participants 'step into the shoes' of others – like the activist; other faith groups and so on.</p>
Before and after studies	<p>An example of a quasi-experimental design in which one simply compares the relevant state of the world after the intervention with its state beforehand and attributes any difference to the effects of the intervention. A particular weakness of this design is the possibility that something else besides the intervention accounts for all or part of the observed difference over time. See also control group, counterfactual situation, evaluation design, internal validity, intervention logic, quasi-experimental designs, programme group.</p> <p>http://www.evaluation.org.uk/Pub_library/Glossary.htm</p>
Case studies	<p>An approach that uses in-depth investigation of one or more examples of a current social phenomenon, utilising a variety of sources of data. A 'case' can be an individual person, an event, or a social activity, group, organisation or institution. Case studies can be exploratory, descriptive or explanatory. Exploratory case studies provide initial analysis of a phenomenon. A descriptive case study will attempt to provide a full portrayal of the case or cases being studied. An explanatory case study will attempt to provide an account of what caused a particular phenomenon observed in the study.</p>
Collaborative knowledge system	<p>On-line collaborative knowledge systems use technology platforms – particularly 'Web 2.0' technologies like 'social networking' and interactive Discussion Forums – to collect evaluation data. As an example, the evaluation of the Tower Hamlets Young Person's Substance Misuse service, carried out by the Tavistock Institute, used a dedicated web platform to collect young people's perceptions, attitudes and behaviours around substance misuse generally and around their involvement with the service. The platform provided tools –</p>

including a video library; weblogs and an interactive on-line Forum – that enabled young people to record and share their experiences, and to comment on them.

Concept mapping	A technique for visualising the relationships among different concepts. http://www.library.tudelft.nl/tulib/glossary/index.htm
Cost-benefit analysis	CBA involves a comparison of the cost of inputs of an intervention (see draft logic model in Annex 4) with the outputs and outcomes of that intervention by attaching monetary values to the outcomes of an intervention. Once both the costs of inputs and the value of outcomes (benefits) are expressed in monetary terms, a direct comparison can be made. The result is expressed either in terms of a <i>benefit/cost ratio</i> , where the value of outcomes (benefits) is divided by input costs, or the <i>net economic benefit</i> , which is the sum of the value of benefits less the sum of input costs.
Counterfactual	The situation which would have arisen had the intervention not taken place. http://www.evaluation.org.uk/Pub_library/Glossary.htm
Critical reference group	These are community consultation platforms that reflect the profile and different interest groups of the local community. Reference groups provide evaluation data and ongoing critical review of evaluation outputs.
Delphi method	The Delphi Method is based on a structured process for collecting and synthesising knowledge from a group of experts by means of a series of questionnaire surveys accompanied by opinion feedback (Adler and Ziglio, 1996). Delphi is primarily used to facilitate the formation of a group judgement (Helmer, 1977). In ex-ante evaluation it may be used in forward planning to establish hypotheses about what programmes are intended to achieve, and how they can be implemented. This technique may be used when significant expertise exists on the subject, but where new experiments are being developed to expand the knowledge base. It can also be used, like stakeholder analysis, to provide a critical reflection and review of evaluation results, either at some stage in the ongoing evaluation, when key milestones are reached, or at the end of the evaluation, to elicit opinions about what the outcomes are and what they might mean for the future.
Discourse analysis	Discourse analysis is a qualitative method of analysing texts, conversations and documents which explores connections between language, communication, knowledge, power and social practices. ³² Discourse analysis might look at these communications and ask: what the social, political and cultural conditions were that made a particular text possible; how people, objects and thoughts are characterised; who and what is viewed as normal, natural, common sense; whether there are gaps or silences; what is viewed as legitimate / illegitimate; who the intended primary audience of a text is; and other questions. With the help of these questions discourse analysis contributes to our understanding of how people, institutions, political events

³² Muncle, J (2006) "Discourse Analysis", in: The Sage Dictionary of Social Research Methods, London: Sage, pp 74-76

etc are given meaning and reactions to them are shaped.

Experimental methods	<p>A theoretical way of deriving the counterfactual situation, and hence the net impact of an intervention. It involves comparing two groups which are identical in all respects except one: exposure to the intervention. Differences between the group which has been exposed (the programme group) and the group which has not (the control group) are then attributable to the intervention.</p> <p>Quasi-experimental designs are a class of causal evaluation designs which take a more practical approach than is the case with true experimental designs. Control groups can still be used, but these have to be assigned through some non-random process. Alternatively, one can examine beneficiaries before and after exposure to the intervention.</p> <p>http://www.evaluation.org.uk/Pub_library/Glossary.htm#top</p>
Fourth Generation Evaluation	<p>Based on the constructivist paradigm which asserts that “reality” and “truth” depend solely on the information and degree of sophistication available to the individuals and audiences engaged in forming those assertions. Fourth generation evaluation therefore aims at making constructions about the form and process of the object of evaluation explicit, and the range of claims, concerns, and issues stakeholders wish to raise in relation to it.</p>
Impact	<p>A term used to describe the effects of a programme on society. Impacts are the positive and negative, primary and secondary long-term effects produced by an intervention, directly or indirectly intended or unintended. For instance, direct and intended outcomes of PREVENT could be changed attitudes in the Muslim population; intended indirect impacts could be greater tolerance and cohesion among local communities. Unintended negative direct impacts could be the strengthening of far-right groups.</p>
Indicators – hard outcomes	<p>A tangible measure of success or change (e.g. qualifications achieved, jobs obtained, ...)</p>
Indicators – soft outcomes	<p>These measure progress towards achieving an outcome in areas where it is not possible, or desirable, to apply absolute measures of an outcome. Measuring soft outcomes might include looking at personal skills such as confidence, motivation, behaviour.</p>
Input	<p>The human and financial resources involved in the implementation of PREVENT.</p>
Intervention logic (logic model)	<p>The conceptual link from an intervention’s inputs to the production of its outputs and subsequently, to its impacts on society in terms of results and outcomes.”</p> <p>http://www.evaluation.org.uk/Pub_library/Glossary.htm</p>
Life-world analysis	<p>A method that draws on a philosophical tradition that emphasises the role of environment and culture in shaping people’s beliefs, attitudes and perceptions. Essentially it suggests that these are formed not just through ‘individual’ factors like personality but through social interaction with other people (this is also known as ‘communicative practices’). Beliefs, attitudes and perceptions are not fixed and stable but</p>

are constantly being re-shaped through social interaction and 'everyday life'.³³ Life-world also argues that a significant amount of 'communicative practices' involves 'symbolic' meanings that are hidden below the surface. As Garfinkel (1984) puts it "meaning depends on shared and unstated assumptions". The main objective of life-world analysis is therefore to capture, analyse and interpret the different constructions of meaning attributed to social processes, behaviours and actions by different social actors in varying settings and at different points in time.

Outcomes	The likely or achieved short-term and medium-term effects of an intervention's outputs (e.g. Imams are better equipped to deal with young people).
Outputs	The goods and services produced by an intervention (e.g. training courses for Imams, forums and other events).
Participatory methods	Broadly speaking, participatory methods typically entail some form of active engagement in the evaluation by stakeholders, rather than them playing a 'passive' role as providers of data. Participatory methods typically include participant observation and participatory action research (Reason, 1988). A key feature of these approaches is that both evaluator and 'evaluated' collaborate in the design and implementation of the evaluation. Another distinctive characteristic, of participatory action research in particular, is that the evaluation has a 'developmental' element to it. This means that often the evaluation will contribute to actual change in the environment in which it operates. As an example, the Tavistock were commissioned by 'Addaction', a national drugs charity, to evaluate their new community-based substance misuse prevention programme. The evaluators worked in tandem with the Addaction community outreach worker, and residents within local communities, to produce a 'community development manual' which reflected many of the issues around drugs that concerned residents, but which also contained a number of practical strategies to address these concerns.
Participant observation	A research method involving direct participation of the researcher in the events being studied. www.ojp.usdoj.gov/BJA/evaluation/glossary/glossary_p.htm
Prospective methods (ex ante evaluation)	The evaluation objective is to contribute to the design of the initiative itself, before it is implemented. This contribution typically reflects a 'theory of change' about what the initiative is intended to do and what its expected outcomes and impacts are. ³⁴ This form of evaluation helps to ensure that the final programme or initiative is as relevant and coherent as possible. Its conclusions are intended to be integrated into the programme when decisions are taken. It also provides the required foundations for monitoring and for future evaluations, by ensuring that there are explicit and, where possible, quantified objectives. It helps to specify selection criteria for the selection of projects within a programme and to ensure that policy priorities are respected. Finally, it helps to ensure the

³³ Schutz and Luckmann, 1973.

³⁴ See, for example 'Ex ante evaluation of options for development of a competitive, dynamic and sustainable knowledge society 2006-2013. (2006) European Commission, DG Information Society and Media, Brussels

transparency of decisions by allowing for a clear explanation of choices made and their expected effects. Evaluation methods commonly used in ex-ante evaluation include stakeholder mapping and analysis; concept mapping; logic models; Delphi methods and road mapping. These are known as 'interpretive' methods, since they largely involve the collection of qualitative evaluation data.

Proxy indicator	Indirect measure or sign that approximates or represents a phenomenon in the absence of a direct measure or sign.
Qualitative comparative analysis	The name given by Charles Ragin (The Comparative Method , 1987) to his proposed technique for solving the problems that are caused for comparative macrosociologists by the fact that they must often make causal inferences on the basis of only a small number of cases. The technique is based on the binary logic of Boolean algebra, and attempts to maximize the number of comparisons that can be made across the cases under investigation, in terms of the presence or absence of characteristics (variables) of analytical interest. http://www.encyclopedia.com/doc/1O88-qualitativecomparatvnylyss.html
Realist evaluation	Realist evaluation assumes that most interventions have varying impacts under different sets of circumstances. Therefore, the context in which a programme is implemented is an important determinant for the outcomes. "Thus, we begin by expecting measures to vary in their impact depending on the conditions in which they are introduced" (Tilley 2000, 4). Rather than asking "Does this work?" or "What works?" (as experimental approaches do) realist evaluations answer the question "What works for whom in what circumstances?" ³⁵ Whilst theory of change has been described as being about the 'nuts and bolts' of an intervention (ie the different elements and how they fit together), realist evaluation addresses the psychological and motivational responses that lead to behaviour change. ³⁶ Realist evaluation starts from the premise that causal outcomes follow from mechanisms acting in context, or put differently: Outcomes are explained by the action of particular mechanisms in particular contexts. ³⁷ Realistic evaluation is therefore concerned with "understanding causal mechanisms and the conditions under which they are activated to produce specific outcomes." (Tilley 2000, 5).
Road mapping	Road mapping is not an additional or alternative research method to Delphi – indeed Delphi surveys are often used to provide inputs to developing roadmaps. Road mapping moves forward from the results of an evaluation to provide both a prescriptive and operational framework for how these results can be implemented to improve a programme or initiative. The roadmap can be seen as a kind of strategic planning tool ³⁸ . In simple terms a roadmap can be understood as a time-based plan that defines where a programme is, where it wants to go, and how it can get there. This includes identifying precise

³⁵ Pawson, R and Tilley, N (1997) *Realist Evaluation*, London: Sage Publications

³⁶ Blamey, A. & Mackenzie, M. 2007, "Theories of Change and Realistic Evaluation", *Evaluation*, vol. 13, no. 4, pp. 439-455.

³⁷ Pawson, R and Tilley, N (1997) *Realist Evaluation*, London: Sage Publications, p. 61

³⁸ Roadmap to Communicating Knowledge Essential for the industrial environment, IST Programme

objectives and paths for meeting certain performance objectives, and helping to focus resources on the critical elements that are needed to meet these objectives. Roadmaps are both forecasts of what is possible or likely to happen, as well as plans that articulate a course of anticipatory action. In all roadmaps, the future is expressed in terms of a number of scenarios – which may be alternating or complementing.

Stakeholder consultation

Stakeholder consultation is a participative technique for involving stakeholders in policy and programme evaluation.

Theory of change

Theory of change involves a systematic and cumulative study of the links between activities, outcomes and context of an initiative. It involves the specification of an explicit theory of how and why a programme or project might cause or have caused an effect and the use of this theory to guide the evaluation. The focus of the theory of change approach is therefore on causal pathways.

Utilisation focused evaluation

An approach which focuses on the utility of evaluation results (how the findings can be applied) by helping primary intended users select the most appropriate content, model, methods, theory, and uses for their particular situation.

ANNEX 2: THE PREVENT STRANDS

PREVENT strands & aims	Two cross cutting enablers	
<p>Challenge the violent extremist ideology and support mainstream: To facilitate debate and amplify mainstream voices against them. Help credible individuals to speak out. Promote discussion and recognise and support people and organisations who speak authoritatively about Islam.</p> <p>Disrupt those who promote violent extremism, and strengthen vulnerable institutions: Bring together a coordinated effort to stop promoters of violent extremism from operating unchallenged. Law enforcement authorities to prosecute some of those who promote violent extremism. Make organisations more resistant to those who promote violent extremism.</p> <p>Support individuals who are vulnerable to recruitment by violent extremists: Support individuals whose lack of effective support networks, poor understanding of their faith and uncertainty about their own identity is exploited by recruiters. Support those working with vulnerable individuals across all sectors, for example youth workers and teachers.</p> <p>Increase the capacity of communities to challenge and resist violent extremists: Work in partnership with others to improve the resilience of communities, both in the UK and overseas . Working with key groups and organisations particularly: Muslim women and young people, Schools, colleges and universities. To play a greater role in leading the response to violent extremism.</p> <p>Effectively address grievances: Communicate that the UK is already carrying out programmes domestically and internationally to address the underlying socio-economic factors that cause poverty and inequality. Demonstrate how others can get involved to address sources of grievance in constructive ways.</p>	<p>1.Developing understanding, analysis and information</p> <p>2.Improving strategic communications</p>	<p>Government and academic partners will work together to better describe the nature, scale & response to radicalisation.</p>

ANNEX 3: NI 35 - BUILDING COMMUNITIES RESILIENT TO VIOLENT EXTREMISM

Understanding of, and engagement with, Muslim communities.

Score Description

1. Community engaged on an ad hoc basis and through wider faith/minority groups. Mechanisms and engagement is/are not self sustaining or productive. Understanding of the make-up of the local Muslim community is limited and superficial.
2. Regular mechanisms for consulting and working with Muslim community, but attendance and reach not wide. Tendency to engage with individuals and interest groups rather than communities. Basic knowledge of structure of local Muslim community in terms of ethnicity and geographical extent.
3. Regular and reliable mechanisms for frequent contact with whole communities, as well as individuals within communities. Strong knowledge of the make-up of the Muslim communities, including different ethnic groups, denominations, social and economic status, elected representatives and community leaders, knowledge of location and denomination of mosques, awareness of community groups. Knowledge of partner agencies appropriately utilised.
4. Regular and reliable mechanisms which include all communities and underrepresented groups such as women and youth in an ongoing dialogue. That dialogue influences and informs policy. Sophisticated and segmented understanding of Muslim communities, the structures within them, and the cultures which make them up.
5. A self sustaining, dynamic and community driven engagement which takes place on a number of different levels and in a number of different ways, with innovative approaches to communication and engagement of all groups. Sophisticated understanding of local Muslim communities is used to drive policy development and engagement.

Knowledge and understanding of the drivers and causes of violent extremism and the Prevent objectives

Score Description

1. Awareness of the issues, but no thinking about what it means for the locality or how to engage fully with the agenda. Poor understanding of causes of violent extremism and the Government's Prevent strategy objectives.
2. Basic understanding of what is required from local partners, and familiarity with key documents and guidance material. Attempts to draw together an evidence base and to analyse the underlying causes of violent extremism.

3. Good understanding of the Prevent objectives and drivers of violent extremism among partners. Established evidence base draws on a number of sources, including evidence from a number of local partners about violent extremism within the local area. Awareness of appropriate research. Attempt to take into account specific local circumstances and build evidence of strength of drivers locally, including sharing of information between partners.
4. Strong understanding of the Prevent objectives and the drivers of violent extremism, as well as of the interfaces with related policy areas. Full use of local, national and international research, guidance and expertise on the agenda, including good information sharing between partners. Good understanding of local circumstances and drivers.
5. Sophisticated understanding of the Prevent objectives and the drivers of violent extremism. Full use of local, national and international research, guidance and expertise on the agenda to build a wide-ranging and sophisticated evidence base. Clearly strong information interchanges between local partners across delivery organisations and strands of activity. Strong understanding of local circumstances and drivers.

Development of a risk-based preventing violent extremism action plan, in support of delivery of the Prevent objectives

Score Description

1. Basic, narrowly focused action plan in place.
2. Action plan with clear resource allocations and timeframes attached to actions. Some linkages to Government's 'Prevent' strategy objectives and to the drivers of violent extremism. Some links to feedback from community engagement.
3. Risk-based comprehensive and clear action plan which makes clear links to the 'Prevent' strategy. Links to community engagement and knowledge and understanding of the drivers of violent extremism. Range of activity covering different strands of the 'Prevent' strategy.
4. Risk based and strategically focused action plan with clear links to the knowledge and understanding of the drivers of violent extremism, the 'Prevent' strategy and to extensive consultation with communities. Clear buy-in from senior officers and strategic partners. Necessary actions, capabilities, policies and projects clearly identified. Strong focus on multiagency partnership working, including synergies with CDRPs and other bodies. Broad range of activity delivering all strands of the 'Prevent' strategy, including through a range of mainstream services.
5. Risk based and strategically focused action plan with strong links to the knowledge and understanding of the drivers of violent extremism, the 'Prevent' strategy and to extensive consultation with communities and local partner agencies. Agenda effectively 'mainstreamed' through consideration of existing service delivery and policies, alongside the development of specific actions, projects and capabilities. Awareness of agenda throughout partner organisations. Full range of activities across all strands of the 'Prevent' strategy. Innovative

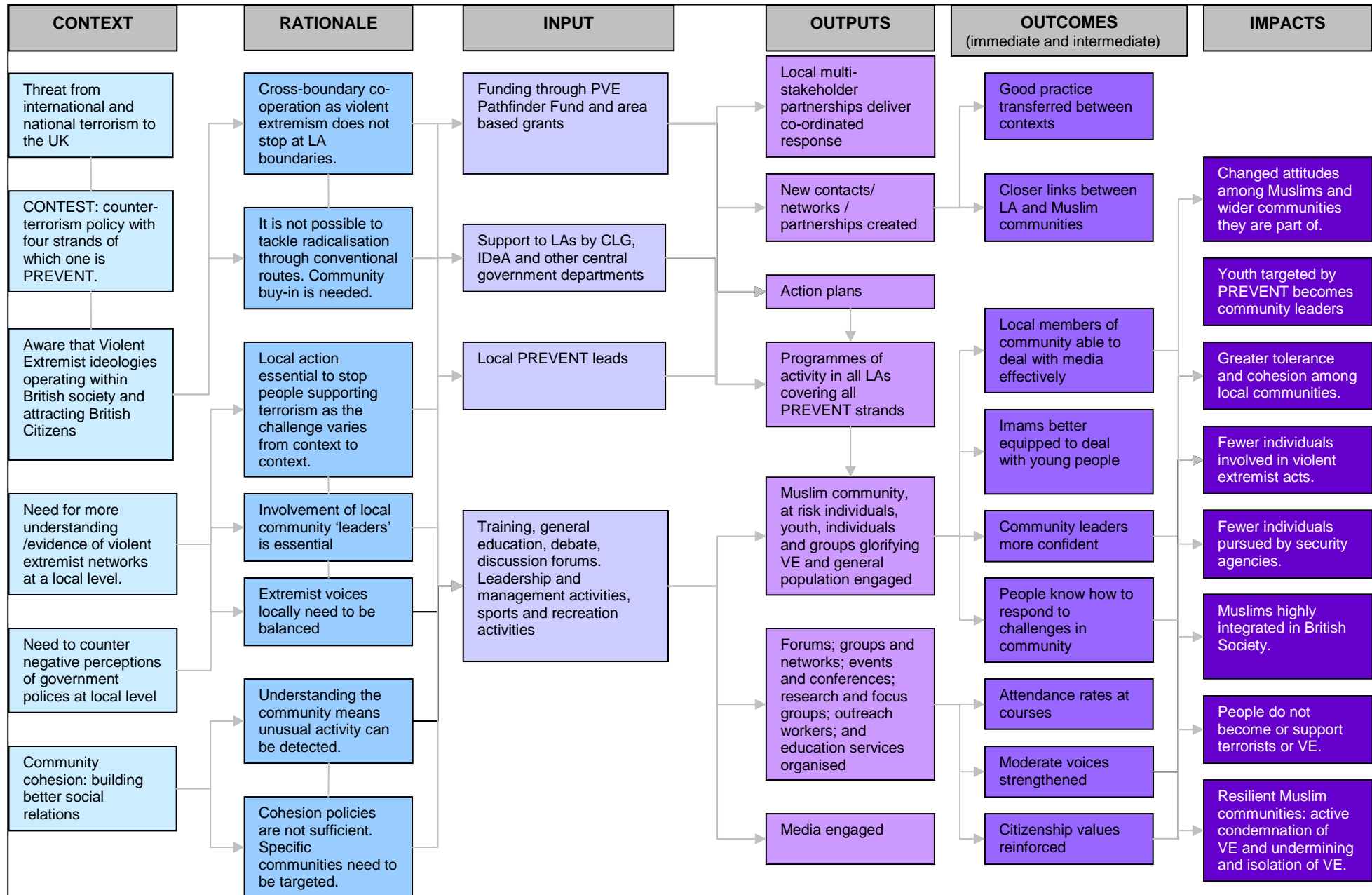
actions, projects and capabilities clearly identified. Strong evidence of multi-agency approach to deliver across a broad range of partners and agencies, including synergies with CDRPs and other bodies.

Effective oversight, delivery and evaluation of projects and actions.

Score Description

1. Loose and informal monitoring of projects, leading to haphazard delivery and frequent overruns and changes of scope. Evaluation is informal and haphazard. Audit arrangements in place.
2. Clear plans for delivery and oversight. Some level of formal evaluation, but no clear mechanism for follow-up. Audit arrangements and risk management in place.
3. Monitoring mechanisms in place with regular reviews to ensure delivery. Oversight group in place. Formal evaluation but which has no real effect on developing future projects and actions. Strong audit arrangements and risk management in place.
4. Proven monitoring mechanisms in place which help ensure regular delivery of projects within timescale, to the required standard and budget constraints. Oversight group with range of skills and representing appropriate range of interests. Formal evaluation using appropriate methodology which has some impact on the development of future projects. Strong audit arrangements and risk management in place.
5. Strong tried and tested monitoring mechanisms which allow highlighting and resolution of issues, track progress and ensure consistent delivery of projects and actions within timescale, to the required standard and budget constraints. Oversight group with appropriate skills and seniority in place and actively involved in monitoring. Professional and extensive evaluation of project against agreed objectives, which has real impact on development of future projects. Strong audit arrangements and sophisticated risk management in place.

ANNEX 4: A DRAFT PREVENT LOGIC MODEL



Notes on the intervention logic:

The intervention logic presented above is an initial version of an intervention logic for PREVENT. The information for this comes from PREVENT strategy documents, a selected number of interviews with key stakeholders and the mapping study of pathfinder activities. It must be stressed that this is not a completed model, but has been drawn up firstly to illustrate how an intervention logic for PREVENT might look and secondly to support further work on a more elaborate model either as part of the national evaluation or as part of the preparation thereof. Considering that the purpose of the model is illustrative, it is important to point the reader to the following caveats:

- This is a model of *possible* causal links: currently the range of outcomes and impacts Local Authority PREVENT activities are looking to achieve are not well understood, let alone how these will be achieved. The links between the different elements have been drawn in a light grey colour to indicate that this is not a tested model but an example of possible causal chains based on an interpretation of the evidence available for the preparation of this methodology paper.
- The format in which it has been drawn should not determine the shape of the finalised logic model. There are numerous ways in which an intervention logic can be drawn³⁹ to illustrate impact pathways, so future evaluators should not be constrained by this visual representation. For instance, in its final shape the PREVENT logic model might usefully include a set of 'enabling conditions' that allow outcomes to become impacts.

³⁹ For an overview see, for instance: Rogers, P (2008) Using Programme Theory to Evaluate Complicated and Complex Aspects of Interventions, Evaluation, Vol. 14 No 1, pp. 29-48

ANNEX 5: TYPES OF PVE PATHFINDER ACTIVITIES

Project activities	Project priorities – PREVENT aims	Setting/delivery mode	Beneficiaries (engaged with)
Training (not accredited)	<p>Challenge the violent extremist ideology and support mainstream voices</p> <p>Support individuals who are being targeted and recruited to the cause of violent extremism</p> <p>Increase the resilience of communities to violent extremism</p> <p>Develop understanding, analysis and evaluation,</p>	<p>Community based</p> <p>Educational establishment</p> <p>Mosque based</p> <p>Web/ electronic/ printed material</p> <p>Other specify</p>	<p>General population</p> <p>Muslim community</p> <p>At risk individuals</p> <p>Other</p>
Training (accredited)	<p>Challenge the violent extremist ideology and support mainstream voices</p> <p>Support individuals who are being targeted and recruited to the cause of violent extremism</p> <p>Increase the resilience of communities to violent extremism</p>	<p>Outreach/peripatetic</p> <p>Community based</p> <p>Educational establishment</p> <p>Mosque based</p>	<p>General population</p> <p>Muslim community</p> <p>At risk individuals</p> <p>Other</p>
General education	<p>All aims except :</p> <p>Disrupt those who promote violent extremism and support the institutions where they are active</p>	<p>Community based</p> <p>Educational establishment</p> <p>Mosque based</p> <p>Web/ electronic/ printed material</p>	<p>General population</p> <p>Muslim community</p> <p>Individuals/groups</p> <p>Other (specify)</p>
Debate, discussion, forums	ALL the PREVENT aims	Outreach/ peripatetic	General population

Project activities	Project priorities – PREVENT aims	Setting/delivery mode	Beneficiaries (engaged with)
		Community based Home based Educational establishment Mosque based Web/ electronic/ printed material	Muslim community At risk individuals Individuals/groups Justifying/glorifying VE Other (specify)
Leadership and management	All aims <u>except</u> : Disrupt those who promote violent extremism and support the institutions where they are active	Outreach/ peripatetic Community based Mosque based Web/ electronic/ printed material Other specify	General population Muslim community Other (specify)
Sports/recreation	Challenge the violent extremist ideology and support mainstream voices Support individuals who are being targeted and recruited to the cause of violent extremism Address the grievances which ideologues are exploiting Develop understanding, analysis and evaluation	Community based	Muslim community (youth)
Arts/cultural	Challenge the violent extremist ideology	Web/ electronic/ printed material	At risk individuals

Project activities	Project priorities – PREVENT aims	Setting/delivery mode	Beneficiaries (engaged with)
	<p>and support mainstream voices</p> <p>Support individuals who are being targeted and recruited to the cause of violent extremism</p> <p>Address the grievances which ideologues are exploiting</p>		Other - youth
<p>Other: action research / survey work, interviews, volunteering, advice, mediation, variety of actions</p>	<p>Challenge the violent extremist ideology and support mainstream voices</p> <p>Increase the resilience of communities to violent extremism</p> <p>Address the grievances which ideologues are exploiting</p> <p>Develop understanding, analysis and evaluation</p> <p>Strategic communications</p>	<p>Outreach/ peripatetic</p> <p>Community based</p> <p>Mosque based</p> <p>Web/ electronic/ printed material</p>	<p>General population</p> <p>At risk individuals</p> <p>Muslim community</p> <p>Other</p>

Source: Department for Communities and Local Government (2008) Preventing Violent Extremism Pathfinder Fund: Phase 1 Evaluation (mapping of activities), prepared by: BMG Research

