

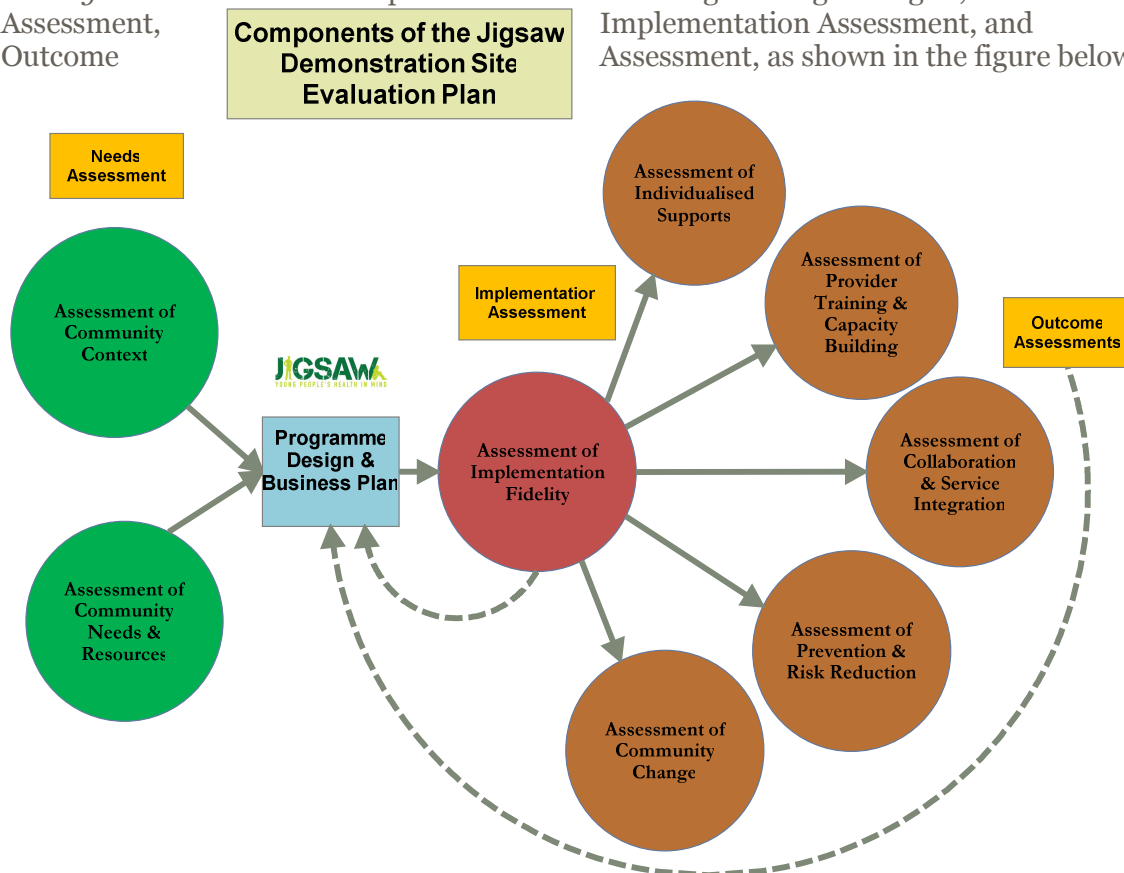
Evaluation of Jigsaw-youngballymun

The evaluation of *Jigsaw youngballymun* is part of a national evaluation of a service development initiative by *Headstrong- The National Centre for Youth Mental Health*. *Headstrong* is an Irish charitable organisation supported by both philanthropic and government funds. *Jigsaw* was designed with the express purpose of transforming Ireland's systems of care and support for young people ages 12-25. It derives from a developmental-ecological framework that acknowledges both proximal and distal factors that influence how young people think, feel, interact, and behave. *Jigsaw's* core premise is that young people are embedded in multiple and intersecting systems (e.g., family, peers, school, services, neighbourhood), but that these systems did not necessarily connect and function in ways that supported their journey toward adulthood. The evaluation is being led by Prof. Bob Illback the Director of Planning and Evaluation Research for *Headstrong*.

Given the complexity of the *Jigsaw youngballymun* programme and the many questions that arise about programmatic processes and outcomes, a multi-systemic evaluation strategy has been designed. The methods employed for the evaluation system are both qualitative and quantitative in nature. In general, the evaluation plan contemplates information gathering about change for young people in five inter-connected systems:

- young people that receive individualised and direct mental health services and supports from the *Jigsaw youngballymun* programme;
- community providers and front-line staff that work with young people and receive support from *Jigsaw youngballymun*;
- organisations and agencies that provide services and supports to young people;
- young people in the *Ballymun* area at the population level; and,
- the community as a whole.

The *Jigsaw* evaluation encompasses three broad data-gathering strategies, Needs Assessment, Implementation Assessment, and Outcome Assessment, as shown in the figure below.



Needs Assessment

The evaluation began with an assessment of the community context, in which evaluators met with various constituencies and stakeholders and learned about the community's characteristics, history, needs, and strengths. This process led to a systematic and comprehensive assessment of community needs and resources, which then led to the design of logic models and comprehensive community goals for the youth Well-being effort, laying the foundations for the plan described above. Data-gathering tools employed during the needs assessment included a review of prior evaluation reports, focus group and key informant interviews with young people and providers, a community provider survey, social indicator analysis, and community resource mapping (among others). The Needs and Resource Assessment will serve as a baseline assessment of Ballymun's system of care and support for young people, and will be repeated bi-annually as a means of assessing change.

Implementation Assessment

This component is conceptualised as a method to measure important "drivers of change" within a developmental framework. It seeks to measure eight domains of programme functioning deemed critical for the long-term success of *Jigsaw youngballymun*. Within each of these domains, several dimensions of programme functioning are measured which, taken together, yield a composite domain score, enabling a profile of programme functioning across the domains.

The overall measure has been termed the Jigsaw Implementation Fidelity Scale (JIFS). It is based on a participatory evaluation model called the Concerns-Based Adoption Model (C-BAM) which (1) identifies major components of the innovation, (2) describes the observable dimensions associated with these components, and (3) develops scales to measure progress toward full implementation.

JIFS data are gathered to represent each six (6) months of the programme's operation. At each interval, extensive information about programme implementation is gathered through interviews with the programme manager, reviews of programme-related documents, and direct observation. These qualitative data are then synthesised and organised for each of the specific components and dimensions, and submitted to independent raters with extensive programme planning and management experience. The programme's development for the specified time period is then profiled by each on a 5-point scale ranging from fully implemented through not yet initiated.

Outcome Assessment

Individualised services & supports

An essential element of Jigsaw is to insure that individual young people receive accessible, individualised, and effective services and supports. In order to gather standardised information about service delivery within these models, a comprehensive information system has been designed by Headstrong in collaboration with *Gallery Partnerships* (UK) and *REACH of Louisville* (USA). Both youth-specific and programmatic (e.g., training, consultation) data are entered into this online data management system (ODM).

The ODM gathers detailed information in a Client section about case demographics, presenting problems, developmental assets, support services provided, intervention approaches employed, and degree of goal attainment. This portion of the software allows providers to describe brief interventions and more prolonged engagements with young people. A Log section of the software provides front-line staff the opportunity to document other forms of intervention such as brief informational contacts, case consultation (indirect services), group work, and training.

The ODM system is comprised of two components, data gathered for purposes of evaluation and shared with *Headstrong* in an anonymised fashion (required of all Jigsaw sites) and optional data related to case management (for the exclusive and protected use of the service provider and not available to *Headstrong*).

The ODM and *Jigsaw Analytics* components of the evaluation allow for continuous measurement and tracking of programme processes and outcomes. The intent is for *Headstrong* to process the data in such a way as to enable programme managers, the community, government, and other audiences (e.g., the research community) to have available statistical or aggregated data that supports the evaluation of the *Jigsaw* initiative.

The primary tool for collation, synthesis, and graphic portrayal of the data is termed *Jigsaw Analytics*. Developed by REACH of Louisville in fulfillment of its data management role, the *Jigsaw Analytics* tool accesses raw data in a fully anonymised fashion and provides programme managers and evaluators with graphic portrayals of programme processes and outcomes.

The database generated by these methods provides a basis for describing who is served, what services are delivered, and what outcomes accrue. In addition, as the database grows, opportunities for multivariate exploration of the data to understand complex relationships among the variables is more feasible.

Client Satisfaction

An anonymous client satisfaction instrument has been developed to determine what reactions young people have to the services they receive. This measure is in the form of a response card (post card size) which is distributed by providers but also freely available in various programme locations. Service recipients are strongly encouraged to fill out these cards (unsigned) and place them in strategically placed “suggestion boxes”. The instrument itself has been designed with young people in mind and is presented in a graphical and attractive manner.

Social Network Analysis of Community Providers

Two of the primary goals of the *Jigsaw youngballymun* initiative are to: (1) develop better linkages, coordination, and collaboration between organisations that serve young people, and (2) facilitate outreach to educate the community in the service of early identification and intervention. Therefore, the evaluation system incorporates a measure of inter-organisational collaboration and social network analysis, administered annually, that provides a means to track progress toward these goals. This instrument is called the *Jigsaw Service Network Survey*. It has been adapted for use in *Jigsaw* from the work of Richardson and Graf (2002) evaluating systems of child and adolescent mental health care in the United States.

The general strategy is to delineate the core set of agency partners that are joined to the *Jigsaw youngballymun* initiative. For the purpose of this analysis, these community partners then comprise the network. From each of these, one or more agency representatives who know their organisation well (typically a programme manager) are selected to fill out the two-page survey. Respondents are asked to answer the questions with a specific recent month-long timeframe in mind. The survey instrument consists of two parts. The first page is comprised of a set of questions that ask agency representatives to respond “yes” or “no” to questions about their working relationship with each of the other agencies in the network. The second page of the survey includes a series of 20 collaboration descriptors about which the respondents are asked to indicate the extent of their agreement or disagreement.

This survey is administered annually to provide a time series analysis of changes in social networking and collaboration among key *Jigsaw youngballymun* community partners. Analysis of the initial assessment allows for a description of baseline social network properties, such as network density and connectedness. Similarly, measures of inter-agency collaboration enable identification of the most important members of the network, their degree of closeness, and the amount of variability across agencies. Once follow-up data are available, changes in these networking and collaboration patterns will be examined for change.

Training evaluation

This component of the evaluation strategy focuses on questions such as the extent to which training is effective, whether what is learned is applied, and the effect its application has on young people. The training evaluation model contemplated for *Jigsaw* training activities (which most often focus on up-skilling front-line providers and their supervisors) is based on the work of Kirkpatrick (1994), who specified a multi-level of training evaluation that begins with participant reactions, but then extends the evaluation to consider its application and results.

Using this model as a starting point, *Jigsaw youngballymun* training evaluation begins with an examination of detailed descriptions of the scope and sequence of training, coupled with systematic observation of the actual training itself. Training descriptions and discussions with trainers provide a framework for discerning intended knowledge, behaviour, and attitudinal goals. Training logs will be kept to ascertain the extent to which intended recipients attend and participate fully in training. Additionally, a post-training reaction measure is used to obtain reactions to the training from the participants. This measure features open-ended questions tied to the content of each training module.

Because training seeks to modify or enhance knowledge, skills, and attitudes of front-line providers, a semi-structured interview of a representative sample of *Jigsaw* trainees has been developed. This interview will be administered annually throughout the course of the project to ascertain changes in how providers think about and conduct their work.

Data mining on referral patterns, engagement, service delivery characteristics

A range of local data are available from documents and organisational data sets. As part of the needs and resource assessment, considerable effort went into establishing rough baselines with respect to variables such as perception of needs, referrals for services and supports, engagement rates with primary and specialty mental health care, use of private providers, the number and age range of young people served by Child and Adolescent Mental Health Teams (CAMHS), and the scope of mental health providers available. This effort has been considerably hampered by the lack of a systematic data base within any of the service systems. Most do not have automated systems that track service data, and in these instances reliance has been placed on programme audits or reviews of a sample of cases. In 2008, for the first time, the Health Service Executive (HSE) in Ireland did a comprehensive survey of CAMHS team service delivery across the country, and this has proved to be a potentially valuable data source. Similarly, there are some systematic data available from the Irish Health Research Board (HRB) and the Mental Health Commission (MHC).

Social indicator analysis

Similar to the situation described above, with few exceptions there are not systematic sources for gathering population-level data. The Irish Central Statistics Office (CSO), the Office of Suicide Prevention (OSP), the Health Behaviour Survey of Children (HBSC), and the HRB do publish data on a number of relevant health- and mental-health related variables that, broadly conceived, may provide some perspective on community change. Given that a central hypothesis of the initiative is that rates of suicide and self-harm among people (which are among the highest in Europe) will decline (as has occurred in Australia), special focus will be placed on examination of these variables over time. Other social indicators that will be tracked at the community level include early school leaving, school achievement, substance use, family relationships, bullying, and overall perception of well-being.

Qualitative assessment of community engagement and discourse

While evaluation resources do not allow for a thorough and systematic assessment of changes in community attitudes toward youth mental health, the evaluation will gather information from a variety of sources about community discourse around mental health. This will include documentation of critical events in the community that occur over time (e.g., suicides, anti-social behaviour), reactions to events (e.g., letters to the editor), and community engagement and education activities (e.g., media, events). Some of these data will be derived through other aspects of the evaluation (e.g., JIFS interviews).