



An outcomes framework for young people's services

This document has been produced by the Young Foundation on behalf of the Catalyst consortium.

The Catalyst consortium is a Department for Education (DfE) strategic partner. Catalyst is led by the National Council for Voluntary Youth Services (NCVYS) and brings together four organisations: NCVYS, the National Youth Agency, Social Enterprise UK and the Young Foundation.

Over a two year period, Catalyst will work to strengthen the youth sector market, equipping the sector to work in partnership with Government and coordinate a skills development strategy for the youth sector's workforce.



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Status

This framework is not for use as a performance management or accountability framework for national or local government. While its development has been funded by the Department for Education, its adoption will be determined by the extent to which it provides a pragmatic and value-adding tool for providers and commissioners.

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Executive summary

Services for young people are under increasing pressure to demonstrate the difference that they make, and articulate the value that they produce for young people and for society more broadly. The youth sector has powerful examples of the impact of its work on individual young people, but struggles to provide 'harder' quantitative evidence.

There is a growing understanding of the links between personal and social development – the focus of many services for young people – and the achievement of longer-term outcomes around employment, attainment and health. Historically, however, the evidence base for this has been elusive. There has been a lack of consensus around language and definitions; it has also been widely assumed that social and emotional skills and competences are too difficult to measure or evidence. As a consequence, providers of services for young people have tended to depict the value of their work through the individual journeys of young people, and by measuring the activities that are easiest to quantify, such as the number of young people attending, or how many hours of provision was delivered. But such approaches to capturing impact have major weaknesses in reflecting value.

The Outcomes Framework is designed to support understanding and measurement of the connections between intrinsic personal and social development outcomes and longer-term extrinsic outcomes. The Framework:

- Proposes a model of seven interlinked clusters of social and emotional capabilities that are of value to all young people, supported by a strong evidence base demonstrating the links to longer-term outcomes.
- Sets out a matrix of available tools to measure these capabilities, outlining which capabilities they cover, and key criteria such as their cost and the number of users.

The process of measurement and evaluation is set out step by step in four case studies covering choices made by providers, commissioners and funders.

The Framework seeks to address the key challenges in measuring the impact of services for young people. A stronger evidence base and coherence in language will not come about overnight. However, the elements of the Framework should enable good progress to a position where providers are confident and able to evidence their impact; and commissioners are confident to supplement their focus on reducing negative outcomes with an equal or stronger focus on commissioning for positive and sustained personal and social development, which evidence shows is fundamental to young people's current and future wellbeing and success.

Introduction

Young people access a range of services, from schools to social work, homelessness support to hospitals. An important feature of many of these services is their support for young people's personal and social development – both for its own merit and for its significance in achieving other harder or longer term outcomes. Some services for young people – including youth work, sports and leisure, mentoring, youth arts and youth participation – have a particular focus on supporting young people's personal and social development through informal or non-formal learning. The 2008 National Occupational Standards for Youth Work, for example, state that:

The key focus of youth work is to enable young people to develop holistically, working with them to facilitate their personal, social and educational development, to enable them to develop their voice, influence and place in society, and to reach their full potential.

Providers, and users, of youth services are passionate about the need for such services to support all young people to make a positive transition towards adulthood. The sector has strong examples of how lives have been transformed, but struggles more when asked to provide hard evidence of the value of its work. There is also a lack of consensus around the outcomes that services for young people are aiming for and are able to deliver, and a lack of consistency in measuring these outcomes.

At this time of great financial austerity, all public spending is under scrutiny. Every service funded with public money needs to be able to demonstrate the difference it makes, and its long-term value. As a consequence, there is increasing pressure to assess and articulate the value that services for young people produce, both for the young people who use them and for society as a whole.

The financial pressures also make it essential to learn from good practice on 'what works', identifying the approaches that increase the likelihood of success for young people and reduce calls on the public purse. Effective measurement and evaluation is central to this process.

Paradoxically, evidence shows that approaches which centre on building social and emotional capabilities can have greater long-term impact than ones that focus on directly seeking to reduce the 'symptoms' of poor outcomes for young people. From Venezuela's favelas music programme, recently brought across to Stirling,¹ through to the New York chess in schools project applied in Harlem², approaches that tap into the passions and energies of young people and practitioners show ability to greatly enhance soft skills, cognitive skills, and the 'hard outcomes' of exam results and employment alike.

More broadly, there is strong evidence that social and emotional competencies are strongly related to hard outcomes: improving young people's resilience, self-esteem, thinking skills and confidence helps them achieve more in school, making them less likely to become involved in crime and misuse drugs.

However, providers and commissioners often find it easier to quantify and monitor 'harder' outcomes - tangible 'results' such as educational achievement, exclusion from school, offending or challenging behaviour - than social and emotional competencies. Self-esteem, resilience and thinking skills, for instance, are all important in young people's progress but can be hard to assess. The sector often finds

¹ See for example 'Evaluation of Big Noise: Sistema Scotland' (2011), www.scotland.gov.uk/Publications/2011/03/11150907/1

² MacDonald, P., *The benefits of chess in education*, www.psmcd.net/otherfiles/BenefitsOfChessInEdScreen2.pdf

it difficult to make the case for such 'softer' outcomes, despite many case studies of 'transformation', in which changes to these outcomes have been pre-requisites to success in 'hard outcome' terms.

So the challenge is one of balance: avoiding the risk that some ignore the value of social and emotional competencies on the one hand, and overcoming the risk of difficulties in demonstrating links between these competencies and 'harder' social outcomes on the other.

Measurement of the impact of youth services is not straight-forward. Part of the difficulty lies in the sheer variety of outcomes that services for young people seek to achieve, from personal development to reducing involvement in crime – and also the huge variety of influences including school, youth projects, family, friends, possibly mentors or specialist professionals and the wider community.

This paper outlines a clearer approach to outcomes for services for young people. It is based on work with focus groups (of young people and professionals), as well as a literature review, a survey of tool manufacturers, and a wide-ranging consultation - with social enterprises, voluntary and community sector organisations and local authority youth services.

Central to this paper is an approach linking the key personal and social development outcomes that are of most value to young people, with the short and longer-term outcomes that services aim to influence.

The paper also makes the case for why social and emotional capabilities matter, and why funders, commissioners and investors should have more confidence in their long-term value:

- It clarifies the key personal and social development outcomes that are significant to and for *all* young people – so enabling greater confidence and consistency in talking about, and measuring those outcomes.
- It sets social and personal development in context, alongside other outcomes, such as health or education, that services aim to influence.
- It highlights the evidence base that links social and emotional capabilities with the short and longer term outcomes that commissioners seek, illustrating why funders, commissioners and investors should have confidence in achievements that strengthen them.
- It outlines an approach to measuring those capabilities in practice for providers seeking to identify relevant and useful tools, which should lead to a wider and stronger consensus on which tools are best for which circumstances, so creating a more robust evidence base.

The long-term aim of the framework is to empower motivated frontline staff to demonstrate the impact of their work and improve the quality of their services; to enable commissioners and investors to gather evidence and analyse the difference that services make to young people, and to offer a common language to support on-going discussion and development of approaches to measuring and demonstrating the impact of services for young people.

Outcomes: what matters?

Focus groups with young people to inform this paper identified five key themes in long-term aspirations:

- Achieving in education
- Career success
- Being healthy
- Having positive relationships
- Involvement in meaningful, enjoyable activities.

Our literature search highlighted similar results. In a recent online survey of 14-19 year olds, 74 per cent identified education as one of the three most challenging issues in their life over the past three months; 44 per cent cited relationships; 34 per cent cited careers; 20 per cent mentioned health³.

It is widely acknowledged that these outcomes have value to young people, and to society. And there is strong consensus around the importance of these outcomes amongst providers, parents, schools and the Government. In *Positive for Youth*⁴ the Government set out its vision for a society in which young people have strong ambitions, good opportunities and supportive relationships.

Measuring outcomes

Providers of services for young people are aware of the vital importance of these long-term outcomes to young people's life chances, and fundamentally aim to support young people to achieve them. Overwhelmingly, services do this through a process of personal and social development. However, capturing the *difference* that services make can be challenging. The link between the impact of services and the achievement of longer-term outcomes is hard to assess or demonstrate, because for many young people, these outcomes lie some way ahead in the future. And personal and social development outcomes can be equally difficult to measure, with a lack of consensus around language, and a wide range of potential tools to select from.

Because of these challenges, services for young people tend to articulate the value of their work through measuring the activities that are easiest to quantify. Often these are the tangible and concrete aspects of their work: 'indicators' such as number of accreditations achieved, number of hours of services provided, or attendance, for example. These are activities where it is possible to capture externally verifiable and recognised outputs relatively easily.

However, these indicators are often poor at capturing the true value of services. They often fail to reflect a cornerstone of the value added by services for young people: the development of social and emotional capabilities. A vital challenge addressed in this framework is how to properly assess that development, both in itself, and in terms of its effect on other outcomes.

³ DCSF (2010) results of a quantitative online survey of 1000 14-19 year olds net grouped answers, presentation available at: <https://www.education.gov.uk/publications/standard/publicationDetail/Page1/DCSF-00336-2010> accessed on 17 December 2011

⁴ Department for Education (2011) *Positive for Youth: a new approach to cross-government policy for young people aged 13 to 19*

Distinguishing between different types of outcomes

The skills and capabilities developed through the process of personal and social development are often referred to by different terms, including non-cognitive abilities or skills; social and emotional capabilities or skills; soft skills; soft outcomes; and competencies. For the purposes of this framework they will be referred to as social and emotional capabilities.

There is strong evidence about the connection between social and emotional capabilities and 'hard' outcomes, including educational attainment, employment status, and behaviour. Appendix 3 sets out this evidence base in more detail.

There are different types of outcomes that are all key to understanding the impact of services for young people. Two important distinctions – between extrinsic and intrinsic outcomes; and between individual and social outcomes – are set out below.

Extrinsic and intrinsic outcomes

There is a difference between outcomes which are valued by and are primarily experienced by individuals, and those which are valued and recognised by others:

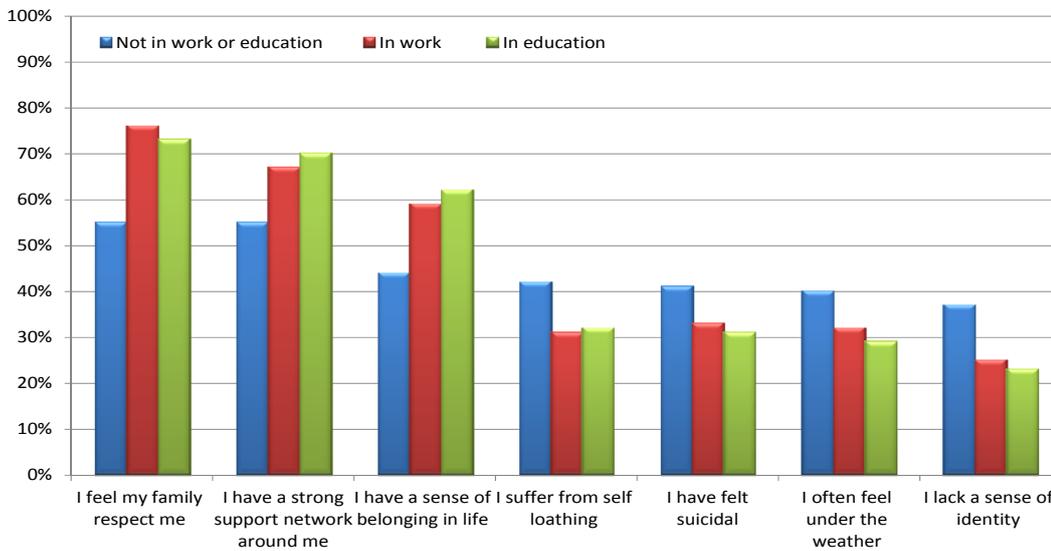
- Outcomes which are valued by and relate to individuals, such as happiness, self-esteem, confidence, are referred to as *intrinsic* outcomes;
- Those which can be measured and valued by other people, including educational achievement, literacy and numeracy or good health, are referred to as *extrinsic* outcomes.

It is often easier to measure extrinsic than intrinsic factors: a programme to improve school achievement will find it easier to capture data on academic tests (an extrinsic factor) than on confidence or thinking skills (an intrinsic factor), for example.

A complication is that intrinsic and extrinsic outcomes are often connected. More motivated children and young people are more likely to stay in school and have higher achievement test results.⁵ As Figure 1 below shows, high levels of happiness and confidence correlate with remaining in education and employment (although cause and effect is not clear from this graph: whether low wellbeing leads to exclusion from education or work, or whether not being in work or education leads to low wellbeing).

⁵ Cunha F, Heckman JJ, Lochner LJ, Masterov DV. Interpreting the evidence on life cycle skill formation, (first draft 2003, revised 2005), pp 19

Figure 1: Young people’s emotional wellbeing by economic status, %⁶



Individual and social outcomes

A second important distinction is between outcomes that are primarily of interest to the individual, and outcomes that affect society more generally. Outcomes focused on the individual include literacy and numeracy, resilience and determination; those that affect society more widely include civic participation and the ability to parent well.

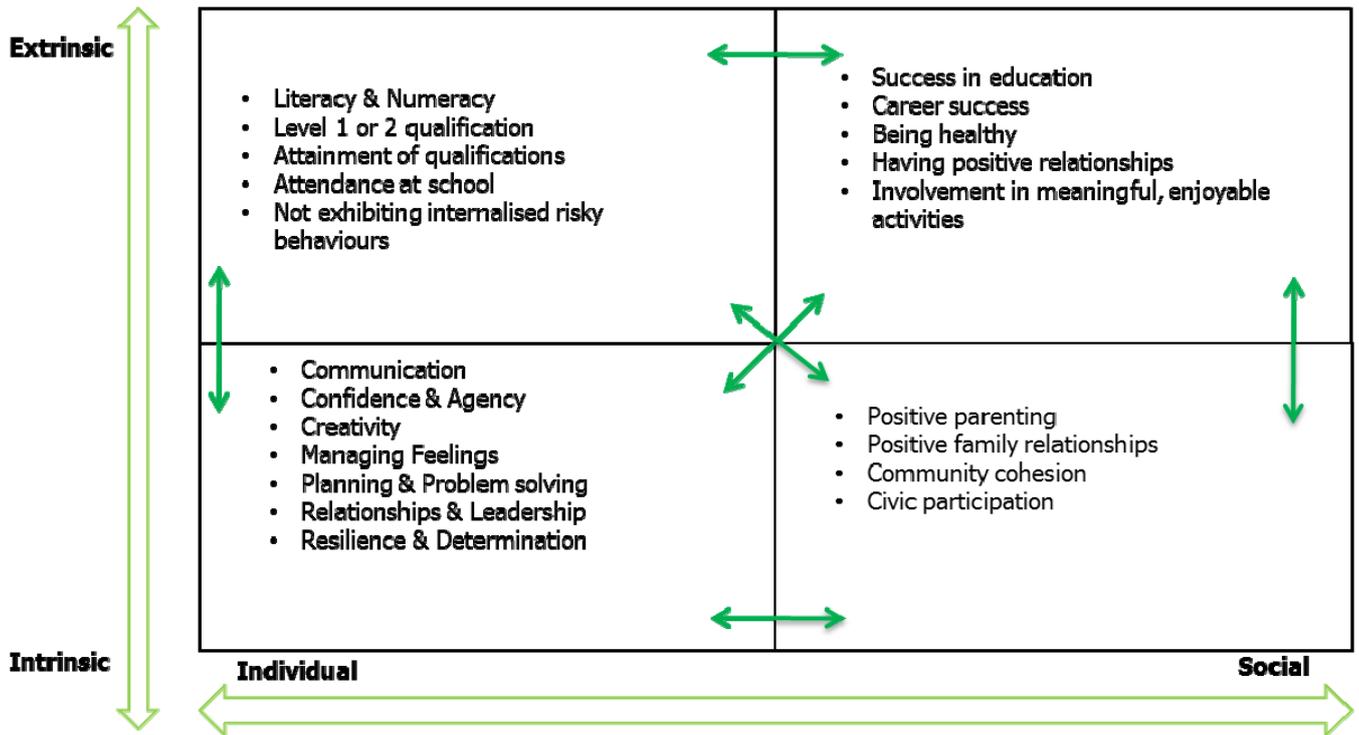
There is a close connection between outcomes for the individual (such as a better ability to communicate) and social outcomes (such as positive family relationships). However, an outcome that relates to an individual rather than to a social outcome can lead to very different challenges for public service providers to assess what is really happening, and to very different consequences in terms of action that is undertaken by public services, local communities, and family networks.

⁶ The Prince’s Trust, 2010, Macquarie Youth Index of 16-25 year olds in England

The outcomes model

Our conceptual model for thinking about outcomes recognizes key distinctions between individual and social outcomes; and between intrinsic and extrinsic outcomes – see figure 2 below.

Figure 2: Our outcomes model



The model outlines several important features of outcomes for young people:

- There are potential links between all four quadrants of outcomes – between intrinsic and extrinsic outcomes, between individual and social outcomes.
- Some of the indicators are more reflective of true value than others. Although there is consensus on the value of longer-term outcomes around education and career success, health and relationships, the difficulty in evidencing the impact of services on these outcomes means that many providers focus impact assessment on ‘interim indicators’ (in particular, those in the top-left quadrant) which are easier to measure.
- Our particular focus has been on the ‘clusters of capabilities’ that reflect intrinsic, individual outcomes (the bottom-left quadrant). Personal and social development in communication skills, resilience and a sense of setting your own agenda are crucial to the achievement of longer-term outcomes (the top-right and bottom-right quadrants).

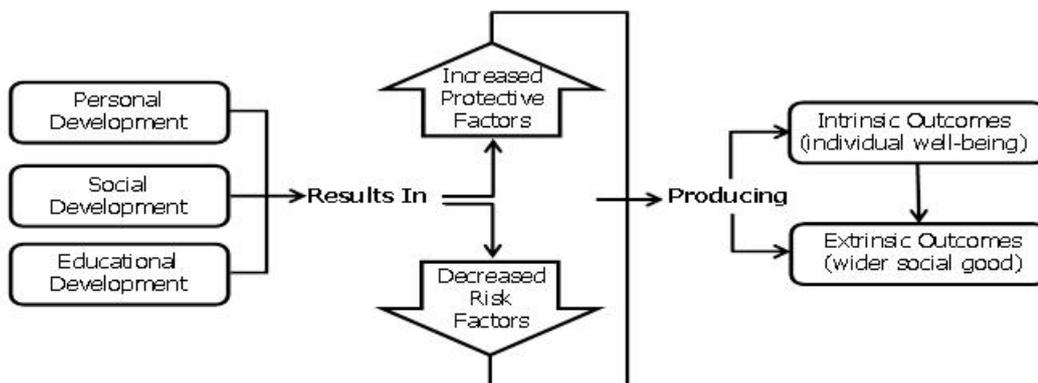
In the following section, we examine the evidence base that links ‘capabilities’ with long-term outcomes.

The evidence base: linking social and emotional capabilities with long-term outcomes

Much effort has gone into reviewing the true relationship between social and emotional capabilities, and the achievement of hard outcomes – for although important, this link is not straightforward. Individuals are affected by formal institutions (such as schools); families and neighbourhoods; and what has been called the ‘wider learning platform’ (which ranges from friends to the internet)⁷. The challenge is to connect all these ‘spheres of influence’ to a positive result. This is where services for young people can play a particularly important role.

Assessing the impact of services requires recognition of the complexity of young people’s lives, including their family backgrounds, the influence of school, and a variety of risk and protective factors (such as exposure to drugs or the existence of a strong social network).

Figure 3: The factors that have an effect on a young person’s outcomes⁸



The process of assembling evidence is challenging. However, there is strong evidence on the effects of risk factors on outcomes – for example, US research finds levels of problem behaviour were higher for young men and older children from both single parent families and families including a step-parent;⁹ while socio-economic status is strongly related to both social and emotional capabilities, and functional (literacy/numeracy) skills at 14.^{10,11}

There is a growing consensus around the role that social and emotional capabilities play in the achievement of longer-term ‘hard’ outcomes.

⁷ Leadbeater, C (2008) *What’s Next? 21 Ideas for 21st Century Learning* The Innovation Unit

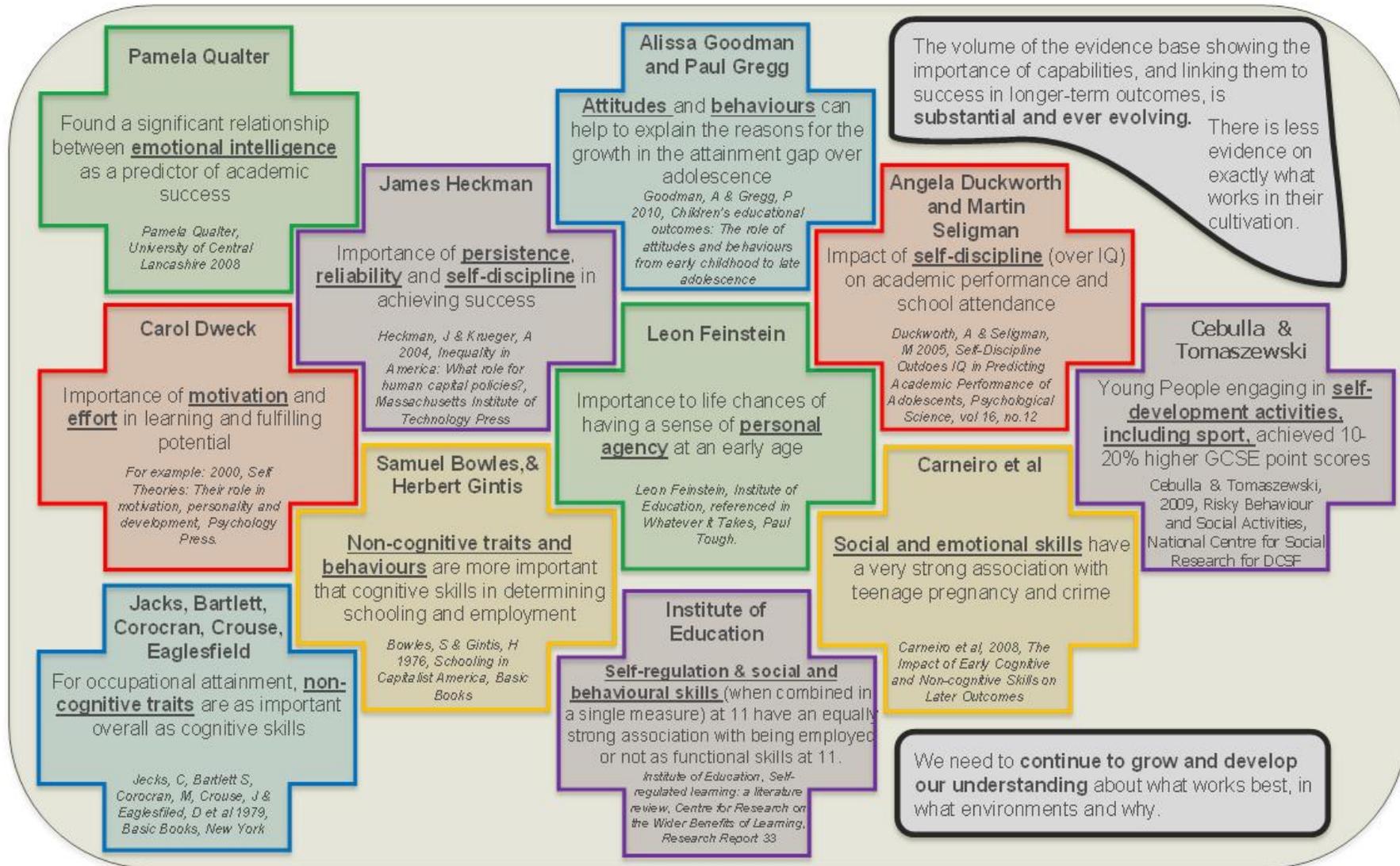
⁸ London Youth (2010) *Hunch: a vision for youth in post austerity Britain*

⁹ Aquilio, W & Supple, A, 2001, Long-term effects of parenting practices during adolescence in outcomes in early adulthood, *Journal of Family Issues* 22:289

¹⁰ IFS, 2009, *Drivers and Barriers to Educational Success*

¹¹ Duckworth et al, 2009, *Self-regulated learning: a literature review*, Centre for Research on the Wider Benefits of Learning, Research Report 33, Institute for Education

Figure 4: The academic evidence base on the links between social and emotional capabilities and long-term outcomes

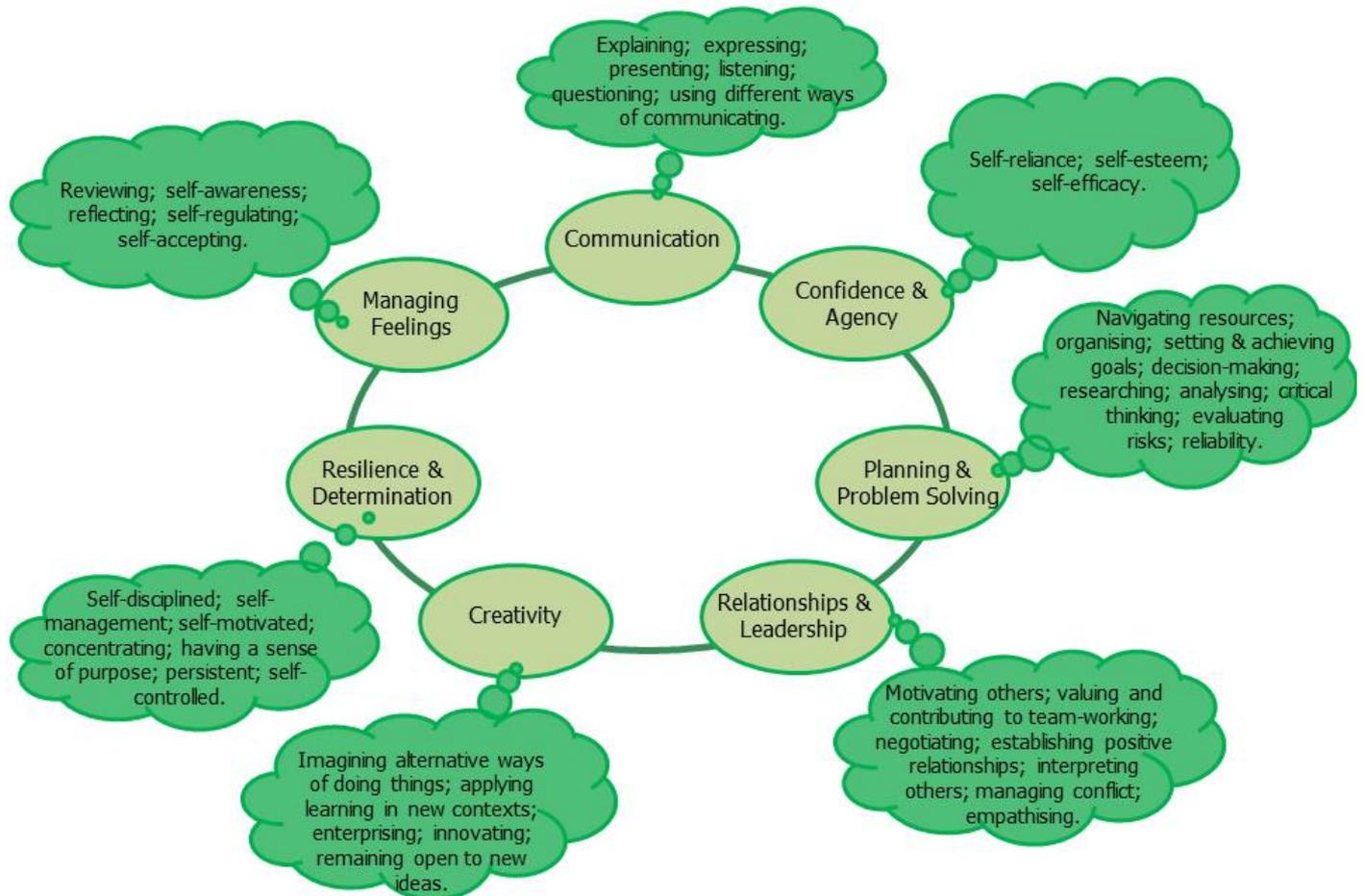


How can we understand social and emotional capabilities?

All young people need to develop both cognitive skills (such as maths, problem solving and language skills) *and* social and emotional capabilities to help them achieve the long-term outcomes that they, and others, value for their future.

Through a review of a wide range of existing models and frameworks used by services for young people (covering outcomes, principles and curricula)¹² - as well as the views which emerged from our focus groups and expert panels convened for this research – we have identified a consistent core set of social and emotional capabilities that are of value to young people. These capabilities can be grouped into seven interlinked clusters, each of which is supported by a strong evidence base that demonstrates its importance and links to success in longer-term outcomes.

Figure 5: Clusters of capabilities



¹² The frameworks reviewed included Fairbridge; Young Foundation SEED; Aldridge Outcomes Framework; Subjective Well-being, NPC; The CREATE Framework, Studio Schools; Dartington SRU; ASDAN Preparatory Programmes; ASDAN Stepping Stones and Key Steps Forward; Bridges to Progress; Mental Toughness by AQR/Dr Peter Clough; Wakefield Council Risk and Resilience Framework; Barnsley MBC Framework of Standards; Curriculum Framework - Leicestershire County Council; Step it Up – Youth Link Scotland; Jim Cote’s Identity Capital; and Youth Achievement Awards.

The evidence base underpinning the clusters is clear:

- **Communication** – Ellis and Whittington have identified two different research strands on 'socially skilled interaction' – developmental, where the concern is with the general development of social skills in children; and remedial, where the focus of attention is on the factors causing a failure to develop an adequate repertoire of social skills.
- **Confidence and agency** – Carol Dweck and Leon Feinstein have shown that enabling young people to recognise that they can make a difference to their own lives, and that effort has a purpose, is important to key outcomes such as career success.
- **Planning and problem solving** – Duckworth and Seligman have highlighted the importance of self-discipline as a vital factor in building academic achievement, significantly better than IQ.
- **Relationships and leadership** – Pamela Qualter has found a strong relationship between emotional intelligence and academic success.
- **Creativity** – research by Ken Robinson, and analysis of Creative Partnerships work in schools among areas of high deprivation, has shown a strong ability to reduce truancy and improve exam results through taking an approach that encourages creativity and enterprise.
- **Resilience and determination** – key studies show important effects from discipline, patience and motivation, including work by James Heckman on the effect of early psychological wellbeing; and analysis by Peter Clough and Keith Earle on the role of 'mental toughness'.
- **Managing feelings** – analysis by Leon Feinstein has shown that conduct disorder at age 10 predicts male adult unemployment particularly well, while there is also substantial evidence on the importance of emotional intelligence in future life chances and success.

Different providers, commissioners, funders, investors, and indeed young people, will refer to these clusters of capabilities using different language and terminology. The clusters provide a common language to describe the underlying capabilities, promoting consistency. In practice, it is vital that the clusters, and the capabilities underneath them, are made real for individual young people, in the context of the services they access. This may mean using different language – *grit* or *bounce back-ability*, for example, instead of resilience and determination – and defining what that capability 'looks like' for the young people involved in services.

We have used these clusters to understand the evidence base, and develop a framework for articulating the impact of services.

What are the connections between the capabilities?

Our model does not present any one capability as more important than another; for example, a sense of personal agency is not necessarily more important than self-discipline. All the capabilities are intertwined (a conclusion arrived at quickly and intuitively by the young people at the focus groups held for this framework). As the authors of one report put it:

The growth of one encourages the flowering of the others; to suppress one is to stunt the rest. Honestly recognising your feelings as your own is a prerequisite to taking responsibility for them and acting effectively upon them. Unless you take responsibility, it's hard to feel like a person who can make a difference. Responsible behaviour is both a cause and a result of these skills.¹³

The capabilities in all of the clusters are critical in enabling young people to make a positive transition to adulthood and independence. However many young people do not have access to the necessary opportunities to develop them: they may not receive the right development opportunities through formal learning and may not have the necessary support from familial or peer networks. Therefore services for young people have a critical role to play both by directly developing the clusters of capabilities in young people and by designing and increasing access to opportunities that enable the development of the capabilities.

Providers of services for young people may instinctively focus and believe their services have an impact on the full range of clusters of social and emotional capabilities. In practice, however, different individuals and different groups will need support in different capabilities at different times. For services that try to assess the impact of their work on young people's social and emotional development, deciding which aspect they are prioritizing is a key first step.

¹³ Hauser, S, Allen, J & Golden, E (2006) *Out of the Woods: Tales of resilient teens*: Harvard University Press.

Using the framework: measurement and evaluation in context

Identifying the clusters of capabilities enables us to understand the relevant evidence base, and range of tools that are available for measuring progress in developing them. The resulting framework enables providers and commissioners to be more specific in attempts to review and demonstrate the impact of services – and focus more explicitly on personal and social development outcomes rather than waiting for longer-term hard outcomes, or interim indicators that often illustrate quantity more than quality.

The matrix of tools

Building confidence in the links between clusters of capabilities and longer-term outcomes for young people is only part of the story. Consistently and robustly assessing the difference that services make to these clusters is critical in developing the evidence base of the value of services for young people.

There are many tools and techniques available, some well-known and widely used, and others less so. Many providers or local areas will be using bespoke tools or approaches they have developed in-house. Different types of tools will produce very different types of evidence.

There will be a range of reasons for selecting certain tools or approaches: the time involved in using the tool, the level of expertise required, the demands placed on young people, cost and the standard of evidence achieved.

What information is included in the matrix?

To support selection of an appropriate tool, we surveyed a range of agencies, from providers to academic evaluators, to establish what tools and techniques are commonly used to measure and evaluate the impact of services on social and emotional capabilities. The list of tools and techniques included in the matrix has been taken from this desk research, expanded to include some others that were frequently referenced during the development of the framework. An overview of the tools and how they correspond to the clusters of capabilities is shown in figure 6.

We have turned these into a matrix which gives information on each of the tools. In the majority of cases, the information has been provided by the tool makers. The matrix is not exhaustive. Nor is the matrix prescriptive; an inclusive approach to compiling the list of tools has been taken.

All of the tools have their own strengths. Selecting a tool will be a matter of its suitability to the young people who participate in the programme, the nature of delivery, and the fit with existing methods for monitoring and evaluating the work.

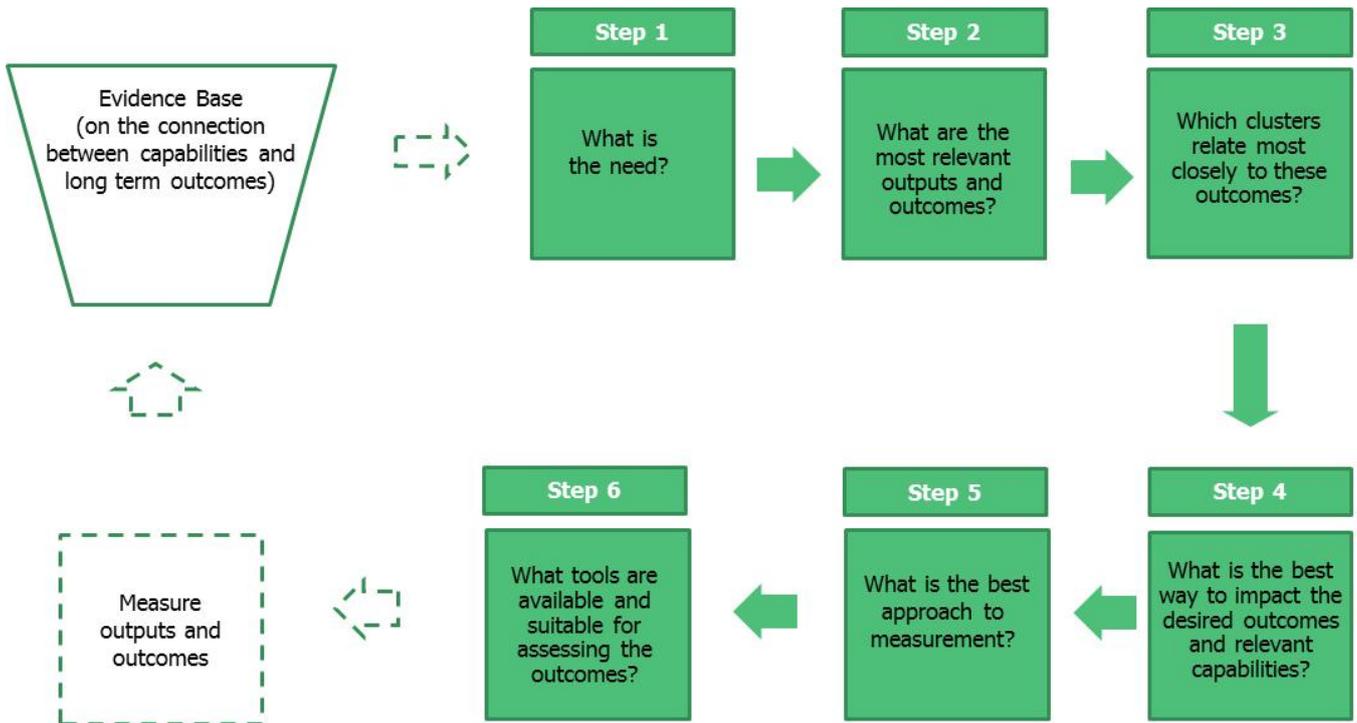
The matrix concentrates on tools that measure social and emotional capabilities and which therefore can be related to the clusters of capabilities as this work has found these to be the areas that providers, commissioners and funders find most difficult to quantify. These need to sit alongside other outputs and indicators or other longer-term outcomes. All of these together help to articulate the value of services, and build up a picture of their role in improving outcomes for young people.

Figure 6: Matrix of tools

Clusters	Achenbach System of Empirically Based Assessment (ASEBA)	Beck Youth Inventories, Second Edition for Children and Adolescents (BYI-II)	Behaviour Assessment System for Children, 2nd Edition (BASC-2)	Behavioural and Emotional Rating Scale - Second Edition (BERS-2)	Child and Adolescent Needs and Strengths (CANS)	Dial Assessment	EV-ASY©	General Self-Efficacy Scale (GSE)	Grit Survey	MTQ48 - the mental toughness measure	NPC Wellbeing Measure	Outcomes Stars	Personal and Social Development Qualifications	Resiliency Scales for Children and Adolescents	Rosenberg Self Esteem Scale	Self Image Profiles (SIP)	SelfSmart (www.selfsmart.org)	Sported Impact Assessment Application	Strengths and Difficulties Questionnaire (SDQ)	The Resilience Scale	The Rieckter Scale Process	The SOUL Record™	The Wakefield Risk and Resilience Framework	The Warwick-Edinburgh Mental Wellbeing Scale (WEMWBS)	The Youth Advice Outcomes Toolkit	VIA Strength Survey for children	Views	YP-CORE
Communication				✓	✓	✓	✓			✓		✓	✓			✓				✓	✓	✓				✓	✓	
Confidence & Agency		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Creativity					✓	✓	✓			✓	✓	✓	✓			✓	✓			✓	✓	✓			✓	✓		
Managing Feelings	✓	✓	✓	✓	✓	✓				✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Planning & Problem Solving					✓	✓	✓	✓	✓	✓		✓	✓			✓	✓		✓	✓	✓	✓	✓		✓	✓	✓	
Relationships & Leadership			✓		✓	✓	✓			✓	✓	✓	✓	✓		✓	✓			✓	✓	✓		✓	✓	✓	✓	
Resilience & Determination	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

The measurement and evaluation of the impact of services is an important part of the wider cycle of planning and commissioning. Findings about what has worked, for whom and why, are a key output of the commissioning process and need to be fed back to inform future provision. Figure 7 below shows the overall process. The framework of clusters of capabilities we have developed can be used to enhance and inform each stage of this process.

Figure 7: Outline of the framework process



Step 1: What’s the need?

This involves exploring the need (or some providers use the term ‘issue’) that the service is trying to address. This could be specific, such as working with teenage mothers and fathers to support their parenting skills. Or it could be much wider, for example a commissioner will look at a wider range of needs across a local area, such as mental health, alongside responding to their statutory responsibilities. A grant-making foundation may wish to target a particular neighbourhood or population, and an investor may want to fund innovative interventions that are replicable and scalable.

Different stakeholders will use different methods for working out or assessing need, drawing on a range of data and stakeholder views. There is a range of data to draw on, and stakeholders to involve, including young people. The outcomes framework, and the clusters model, can help reflect on levels of need, prioritise different types of services in response, and make related investment decisions.

Step 2: What are the most relevant outputs and outcomes?

Providers and commissioners need to define which outcomes and outputs matter most to them, in the context of the priority needs that they identify. The outcome or outputs chosen will drive the activities that take place and where staff and managers prioritise their effort.

Outputs are direct products, activities, processes or services. Outputs are usually counted numerically - the number of sessions delivered, hours of young people's participation or accreditation achieved. These may be qualified by particular conditions: that spaces provided are safe, for example, or activities are fun. There is a range of quality assurance frameworks which are used to assess these sorts of values.

Outcomes are the changes resulting from, or the difference made, by a service or intervention. These may be short-term or long-term.

Step 3: Which clusters relate most closely to these outcomes?

Certain clusters of capabilities are likely to have more impact on the desired outcomes than impact in other areas. Providers and/or commissioners will need to determine for themselves the appropriate links between outcomes and the clusters of competencies. All the capabilities are important, and many stakeholders will hope that their services provide opportunities to develop across all the clusters. However, this model does not depend on services demonstrating their impact across all areas: focusing on a smaller number of key capabilities, and demonstrating the difference made, may create a much stronger impact.

Step 4: What is the best way to impact the desired outcomes and relevant capabilities?

Once the desired outcomes and most relevant clusters of capabilities have been identified, providers and commissioners need to determine the approaches that are most likely to have positive impact. They can draw on experience, available evidence, and tools such as a 'logic model' or theory of change. The logic model approach is a useful way of understanding how an intervention or service links to the results that it is intended to achieve. It is a technique frequently used by evaluators. The logic model links the intention of the service or intervention with the outcomes that are to be measured. This type of approach is similar to the 'theory of change' model originally developed by the Aspen Institute in the US. This attempts to help services define their aims, activities and outcomes. For more detail and an example of how this approach can be used, see Appendix 2.

Step 5: What is the best approach to measurement?

Contrary to popular opinion it is possible to measure the impact of a service on young people's social and emotional capabilities, although this can be challenging.

Longer-term outcomes and outputs should be considered at this step, including deciding what to measure, how to measure it, and with what frequency. It will be important to reflect on the question you are seeking to answer, and hence the evidence you will need to gather.

The approach to measurement and evaluation also needs in part to be guided by the standards of evidence you want to achieve. Different approaches to evaluation such as case studies, or pre- and post-questionnaires, will produce very different types of evidence. Different evidence enables you to draw different conclusions, such as the extent to which you can compare one service with another.

Further guidance on standards of evidence can be found at the Centre for Analysis of Youth Transitions (CAYT) website. CAYT, commissioned by the Department for Education, has also created a repository of quality-assured impact studies that assess the impact of services for young people, and the quality of evidence underpinning the studies. This bank of studies can be used by a range of stakeholders including providers, commissioners, investors and funders of services for young people. The work can be accessed at <http://www.ifs.org.uk/centres/cayt>

Building on the work of CAYT, the Social Research Unit at Dartington has produced guidance around standards of evidence. This work focuses on the higher levels of evidence, and is designed for programmes or interventions which aim to build up an evidence base to prove they are effective. There are four different elements to the standards - intervention specificity, evaluation quality, intervention impact and system readiness.¹⁴

It will be important to consider proportionality. A provider working with a small group of young people over a short time scale may decide on a reduced level of evaluation. However, if a funder is making a large investment in services for young people, it may want to set aside a significant proportion of the investment for evaluation as the potential learning could be substantial. This in turn can add to the evidence base of the impact of social and emotional capabilities on longer-term outcomes and of what works, why, and for whom.

Step 6: What measurement tools are available and suitable?

There are number of tools publicly available to measure the impact of a service on young people's social and emotional capabilities - open source and to purchase - with different strengths in different circumstances. For example, in some cases, tools enable providers to carry out initial assessments or 'diagnostics' with young people to assess their specific needs. Individual assessments can also be used over time to assess the distance travelled by each young person.

It is important to choose a tool bearing in mind practical issues such as its cost, usability and appropriateness. We have developed a matrix of tools to provide guidance on the range different tools available. The choice of tool will also be determined by questions such as: what outcomes are of particular interest? How can they be measured? With what frequency?

¹⁴ Social Research Unit et al (2011) *Standards of Evidence* Dartington: Social Research Unit

Annex 1 Case studies

Provider working with young people who have been bullied

The following case study explores how a provider, working with young people who have been bullied, might use the framework.

Step 1: What's the need?

The provider has been given the remit of working with fifteen young people aged between 13 and 16 who have been victims of bullying. The young people are referred to the provider from three secondary schools in the local area. The young people have suffered from both physical and verbal abuse; school attendance has fallen; and parents and teachers have noted a change in behaviour. Some have become more withdrawn, some are expressing violence towards others including siblings.

Step 2: What are the most relevant outputs and outcomes?

The outputs the agency wants to achieve are to:

- Provide a refuge or safe place for the young people which is removed from the bullying they are experiencing elsewhere;
- Provide supported activities for the young people, which are regularly attended by the majority of the work; and
- Develop a programme of partnership work with the schools (and others as appropriate) involved to reduce bullying.

In terms of outcomes, the agency wants to:

- Help young people make friends, gain new skills and build confidence and resilience (particularly including the capacity to respond appropriately to bullying themselves) and to enable them to manage their feelings about the experience of being bullied;
- Stop the bullying, and to change the behaviour of perpetrators.

The provider hopes that this will also better enable the young people to fulfill their potential in their formal learning environment and in the longer-term, make a successful transition into adult life.

Step 3: Which clusters relate most closely to these outcomes?

The provider thinks through the clusters of capabilities, and how they relate to the achievement of the intended outcomes. The provider is aware that evidence suggests that managing emotions, developing self-esteem and awareness, and improving communication are implicated in successfully handling bullying. The provider decides to focus on the following:

Cluster	Rationale
Communication	Bringing the issue to the attention of others effectively calls on communication skills; research suggests that particular techniques, such as using humour, are useful.
Confidence & Agency	Confidence and self-esteem will be vital to rebuild a sense of self
Managing Feelings	Managing feelings is important in dealing with bullying on a day-to-day basis, but also in handling the resulting emotions, such as anger, frustration and isolation
Planning & Problem Solving	Planning and problem solving can help in avoiding particularly risky situations, and in thinking through the steps and actions to deal with the issue
Resilience & Determination	Resilience in determination will play a key role in supporting young people to cope and thrive

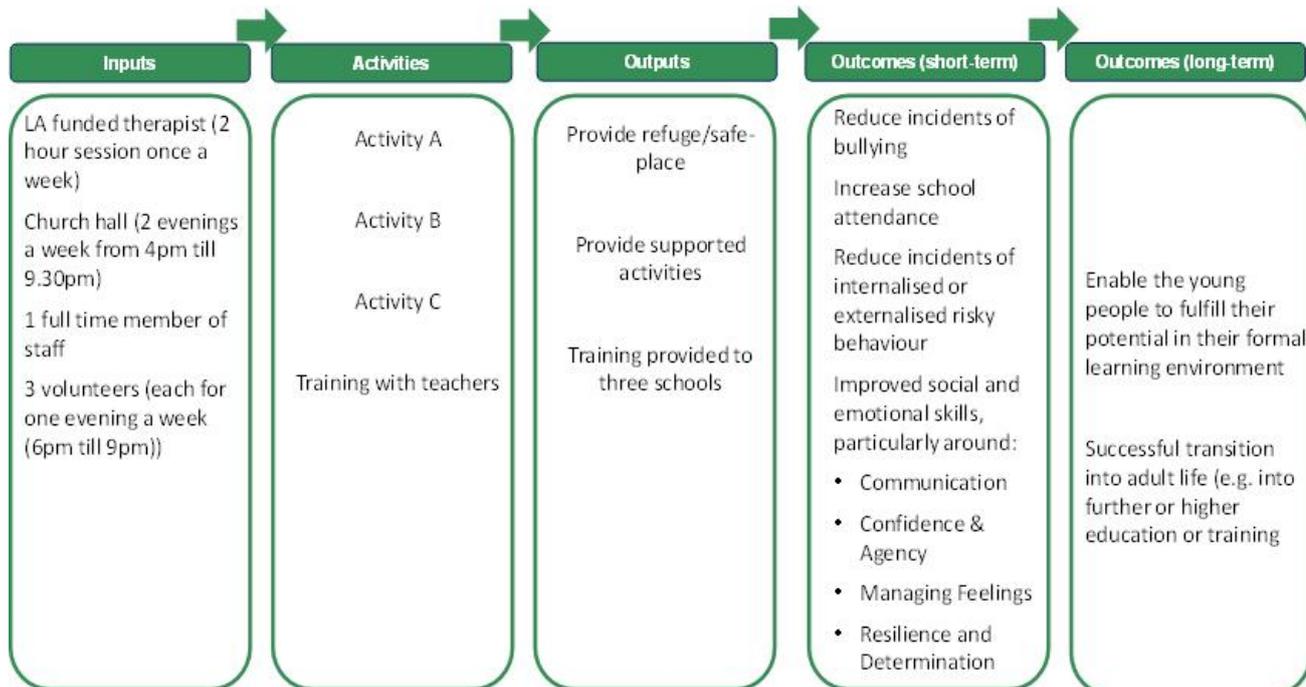
Step 4: What is the best way to impact the desired outcomes and relevant capabilities?

The provider reflects on:

- The activities that are likely to help the young people build up their capabilities in the clusters that the provider is focusing on, and illustrates this through a theory of change;
- The indicators that will also be measured;
- The methods for evaluation; and
- The inputs that are currently available and what else might be needed to deliver this provision.

The provider also illustrates this thinking through a logic model (see Figure 8 below; and also Annex 2 for a fuller explanation of logic models). This is a technique that helps clarify the purpose of activities and how this determines the long-term results wanted.

Figure 8: Provider’s Logic Model



Step 5: What is the best approach to measurement?

The provider decides to hold initial one-to-one sessions with each of the young people to assess their individual requirements from this provision. The provider also decides to undertake diagnostics to assess the specific needs of the individuals in order to inform the planned activities and suggest a particular focus for individual young people.

In addition, the provider also decides to keep track of a number of 'hard' indicators, including school attendance and whether the young people are exhibiting self-harming behavior, alongside further incidents of bullying. This will be gathered and recorded through the weekly mentoring sessions and recorded through the providers existing data management system.

The provider will also work with the local schools to get feedback from teachers about the effectiveness and appropriateness of the training they have received from the provider.

After three and six months into the provision, the results will be evaluated based on:

- Questionnaires completed by the young people
- The one-to-one sessions with the young people
- Feedback from the schools
- Assessment of the indicators.

The provider intends to review the findings, and adapt plans for future service provision.

Over the longer-term, where it is possible, the provider plans to track of the young people's progress including the choices they make when leaving school. This will be done both through working with the schools and through staying in touch with some of the young people who participated in the provision.

Step 6: What are the available, suitable tools for assessing the outcomes?

The matrix provided with the outcomes framework gives a listing of tools which measure social and emotional capabilities. The matrix sets out which clusters the tools measure, the context and setting they are appropriate for, their cost, and their evidence base. The provider notes four potential tools that are available for the required set of capabilities for the given context.

Based on the approach the provider plans to take to evaluation, the provider selects a tool from the shortlist. Amongst other considerations, this tool suits their existing approach to data gathering.

The process that the provider goes through in implementing the framework is demonstrated in figures 9a and 9b below.

Figure 9a Schematic diagram of steps taken by the provider (steps 1 to 4)

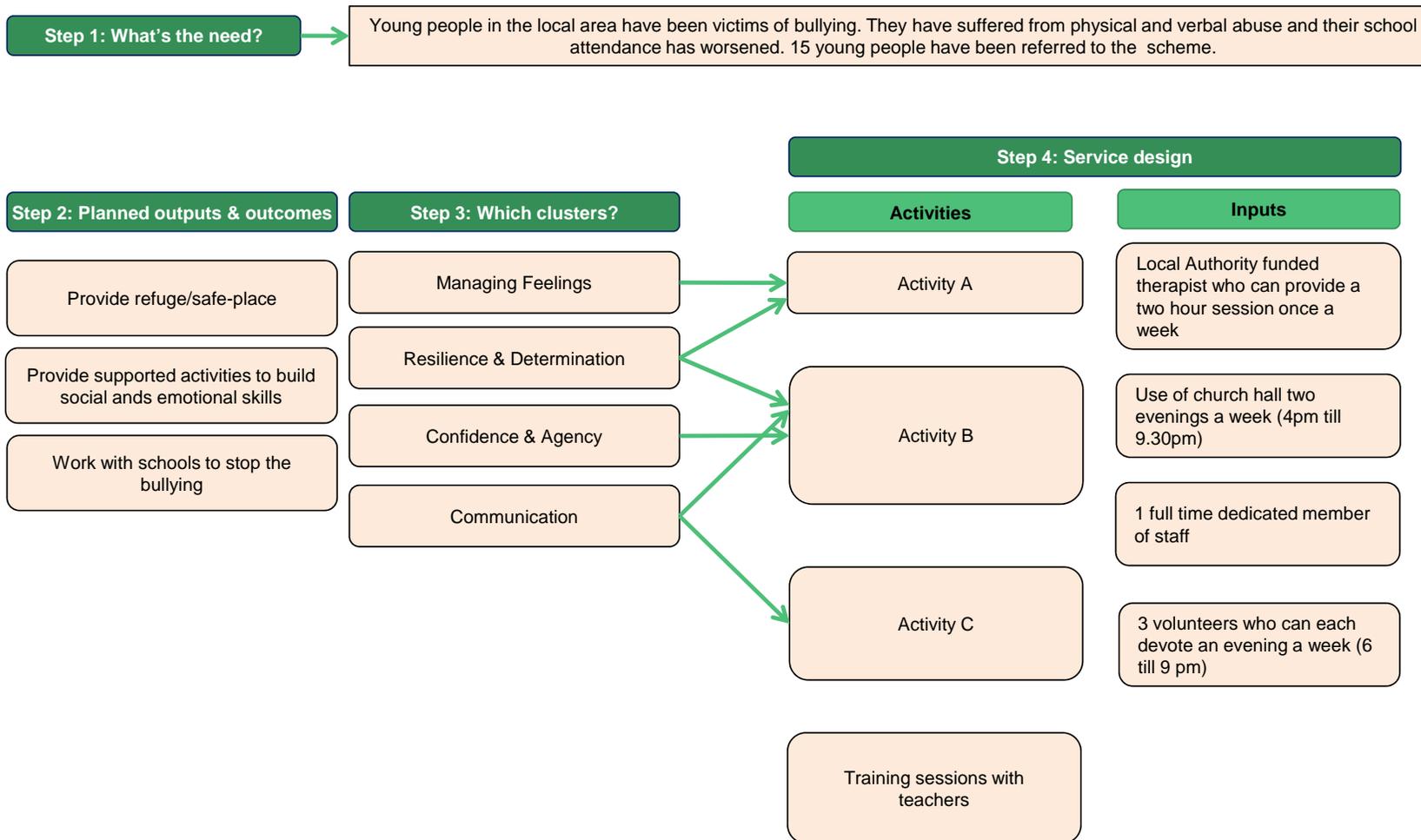
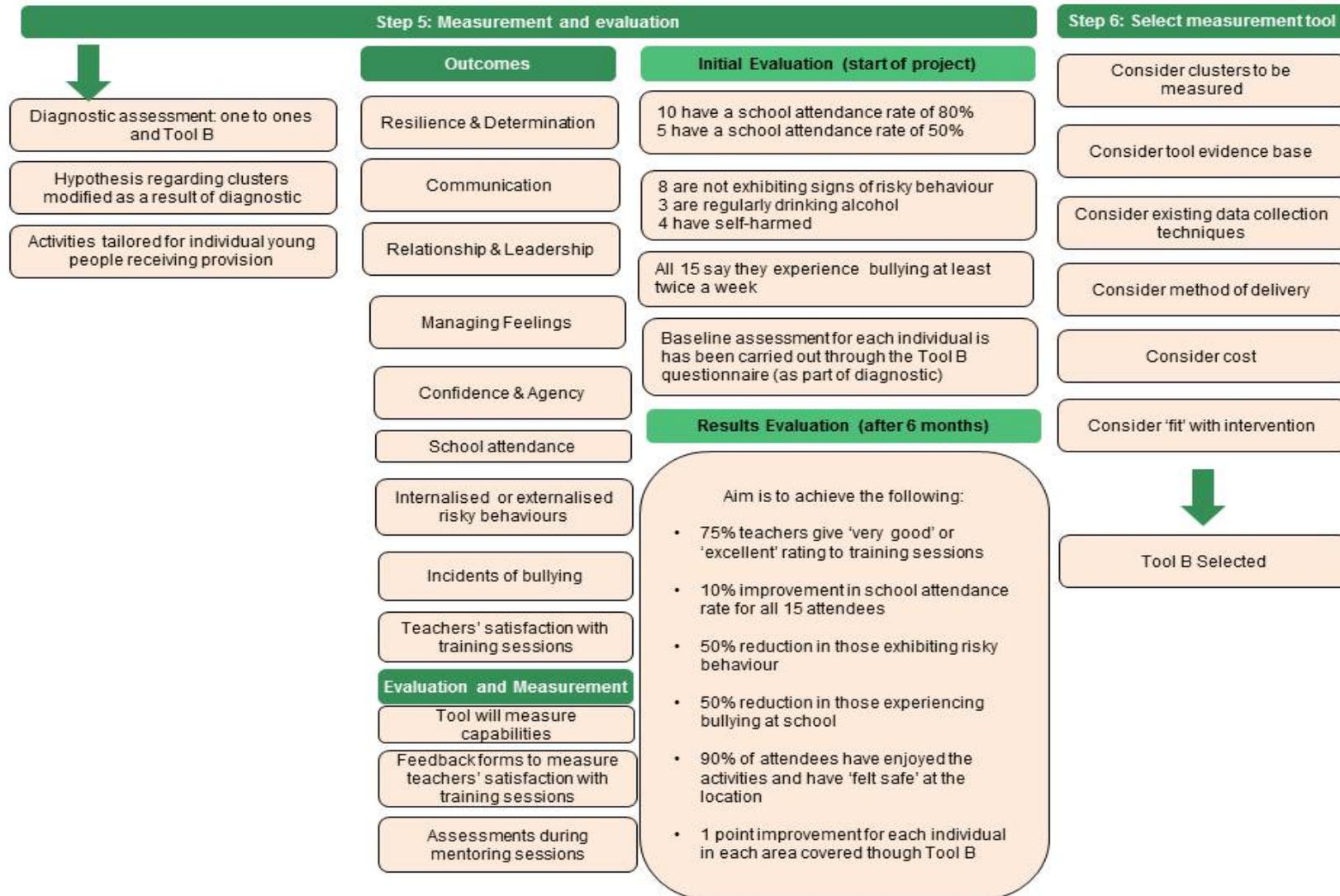


Figure 9b Schematic diagram of steps taken by provider (steps 5 and 6)



Local Commissioning body

Step 1: What's the need?

The commissioning body is considering its strategic plan for the coming four years. Its vision is to “make the local area one where people choose to live and settle, and want to visit”.

In line with this vision, the commissioning body wants to commission a range of providers to deliver youth services within the local community. The commissioning body currently commissions a range of services for young people through a network of youth clubs and schools-based youth work.

The commissioning body covers an area of seven districts which have a combined 13-19 population of 65,000 young people across mainly urban population centres, with a minority number also living in isolated rural communities. There are many affluent areas but there are also pockets with very high socio-economic deprivation. In addition there are families living in relative deprivation within affluent areas.

The commissioning body consults existing data and information about the needs of, and risk factors affecting, the young people in the local area. A survey of local young people's views on existing service provision and the issues they are worried about is also carried out. The diagnostics highlight a number of issues:

- There is a high level of obesity amongst 13 to 19 year olds: 15 per cent of males and 17 per cent of females in this age group are classified as obese;
- Incidents of Sexually Transmitted Infections (STIs) amongst 15 to 24 year olds have increased greatly (year on year diagnoses of chlamydia within this age group increased by 30 per cent);
- There is a high level of satisfaction with existing youth services;
- Young people are, however, worried about future prospects. Many young people worry that there are no jobs locally, and some are concerned about how they will afford to go to university.

Step 2: What are the most relevant outputs and outcomes?

The commissioning body has decided that it wants to achieve the following outputs and outcomes for young people.

In terms of outputs:

- All young people should have access to provision of a dedicated, safe and inclusive place that provides specific activities and is open 6pm till 10pm during the week and during the day at the weekend;
- Young people should have opportunities to engage in volunteering to support both their own development and to take an active part in their local communities.

In terms of outcomes:

- Activities should have a strong focus on developing young people's resilience, determination and emotional wellbeing.

- Young people will have the opportunity to develop a range of skills in a variety of creative performing arts and sporting activities to help increase confidence and sense of agency and promote a positive image of young people across the local area.
- A 10 per cent year on year reduction in youth unemployment.

These results will contribute to the overall strategic plan “to make the local area one where people choose to live and settle, and want to visit”. The outcomes wanted are relevant to all young people and apply regardless of location within the local area.

Step 3: Which clusters relate most closely to these outcomes?

The commissioners have already decided that they want to focus on developing resilience, determination, emotional wellbeing and creating a sense of agency amongst young people. The commissioning body considers how these relate to the outcomes model and which clusters are of most importance in achieving the outcomes. This decision is made on the basis of the expertise of the commissioners and consultation with a working group of experts.

Cluster	Rationale
Confidence & Agency	To build confidence in navigating future paths, and taking advantage of opportunities, and to develop a sense of personal agency regarding changing life styles and involvement in the community.
Creativity	To help develop innovative ways of getting involved in the community, and supporting participation in different activities; to contribute to a positive image of young people making a contribution locally
Managing Feelings	Strongly related to emotional wellbeing
Relationships & Leadership	Directly about supporting young people’s involvement in the community, initiating and leading social action, and building positive networks.
Resilience & Determination	To help deal with the setbacks and support participation and commitment to new opportunities

Step 4: What is the best way to impact the desired outcomes and relevant capabilities?

The commissioning body has £1 million available. It is proposed to allocate this amount between organisations which directly deliver youth services and organisations that provide related infrastructure support e.g. capacity building, physical infrastructure and CRB processing.

The commissioning body invites funding applications from providers. Part of the application relates to the providers’ ability to meet identified outcomes around ‘creativity’ and ‘confidence and agency’, ‘resilience and determination’, ‘relationships and leadership’ and ‘managing feelings’.

The commissioning body reviews bids against its assessment criteria, including the ability to meet identified outcome gaps around ‘creativity’ and ‘confidence and agency’. The commissioning body commissions services accordingly.

Step 5: What is the best approach to measurement?

The commissioning body decides to seek feedback from providers on the delivery of service provision, including information gathered from measurement tools where these have been used. The commissioning body also intends to keep track of youth employment and where possible investigate the links between an increase in employment and the interventions provided.

The feedback will be used to develop and refine future provision.

Step 6: What are the available, suitable tools for assessing the capabilities?

The commissioning body encourages providers to use the tools matrix to identify the most appropriate measurement technique for the organisation which will capture outcomes related to the social and emotional capabilities of the young people with which it works. The commissioner works with providers to ensure that measurement is proportionate to the service, that it is appropriate to the provision and that it is incorporated within the provider's theory of change.

Provider of youth services

Step 1: What's the need?

The provider runs a series of youth clubs across a city. They offer open-access provision to all young people living in the local area. The clubs are open 5pm to 10pm during the week and 11am to 6pm during the weekend. As well as providing a safe place to go, the youth clubs run a series of specific programmes and targeted projects to encourage the young people to become more involved as leaders in their community.

The youth workers at the clubs are focused on developing the capabilities of the young people they work with rather than tackling presenting problems in isolation. If the problems present require more specialist help (e.g. involvement in drugs), the youth workers are able to refer the young people on to additional provision.

Step 2: What are the most relevant outputs and outcomes?

The provider wants to:

- Give young people a safe place to go where they can participate in activities to help them to find out the things they are good at
- Give young people access to adults with the skills to give independent support and advice and assist with the transition to adulthood.

In terms of outcomes, the provider wants to develop the social and emotional capabilities of the young people:

- Developing capabilities in leadership which allow the young people to play a stronger role in mentoring peers and leading projects
- Demonstrating more reliability and commitment to activities, as this had become a significant problem for the provider
- Developing more confidence in managing their money, as many are struggling with debt.

Step 3: Which clusters relate most closely to these outcomes?

The provider can see that a number of the capabilities they are seeking to develop amongst the young people they support are referenced in the outcomes model. Ultimately, the provider feels that all the clusters are important, and hopes that their services will provide opportunities for young people to develop across all the clusters. However, the provider decides to focus on the key capabilities in relation to their intended outcomes. This is communicated to the young people; the provider develops a set of outcomes in a language that the young people who use their service will understand and identify with, and provides examples which put the capabilities in context.

Step 4: What is the best way to impact the desired outcomes and relevant capabilities?

The provider reflects on:

- The activities that are likely to help the young people build up their capabilities in the clusters deemed of being of most importance. This is done through the provider's prior knowledge and a review of the literature on personal and social development in young people
- The methods for evaluation
- The inputs that are currently available and what else might be needed to deliver this provision.

The provider illustrates this thinking through a theory of change.

Step 5: What is the best approach to measurement?

The provider decides to work with people in one to one settings to understand the impact of its services, and to select a tool which support this. It opts to only use a tool in the context of specialist programmes or projects which some of the young people are directed towards as appropriate.

More widely, the provider also decides to keep track of all young people's attendance at events and sessions.

After six months, the results will be evaluated to shape future provision.

Step 6: What are the available, suitable tools for measuring the capabilities?

The provider consults the matrix provided with the outcomes framework which gives a listing of tools which measure social and emotional capabilities. The provider considers, amongst other things, which tool would fit the age range of the young people they work with, the ease of implementation and the cost of using a tool. The provider opts for a tool which fits with their delivery method, and which involves a significant amount of one to one sessions with a qualified youth worker.

The process that the provider goes through in implementing the framework is demonstrated below.

Figure 10a Schematic diagram of steps taken by commissioner (steps 1 to 4)

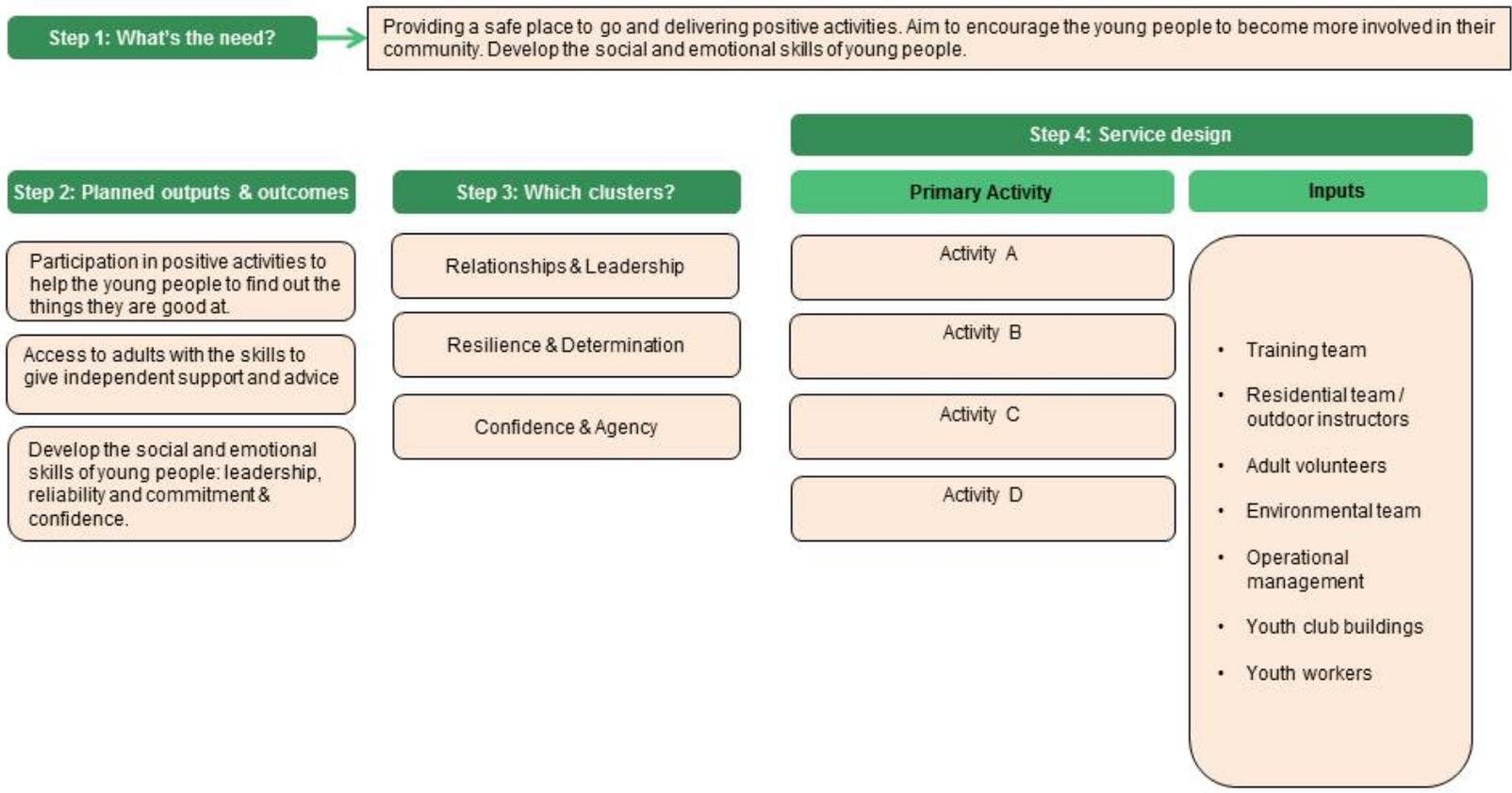
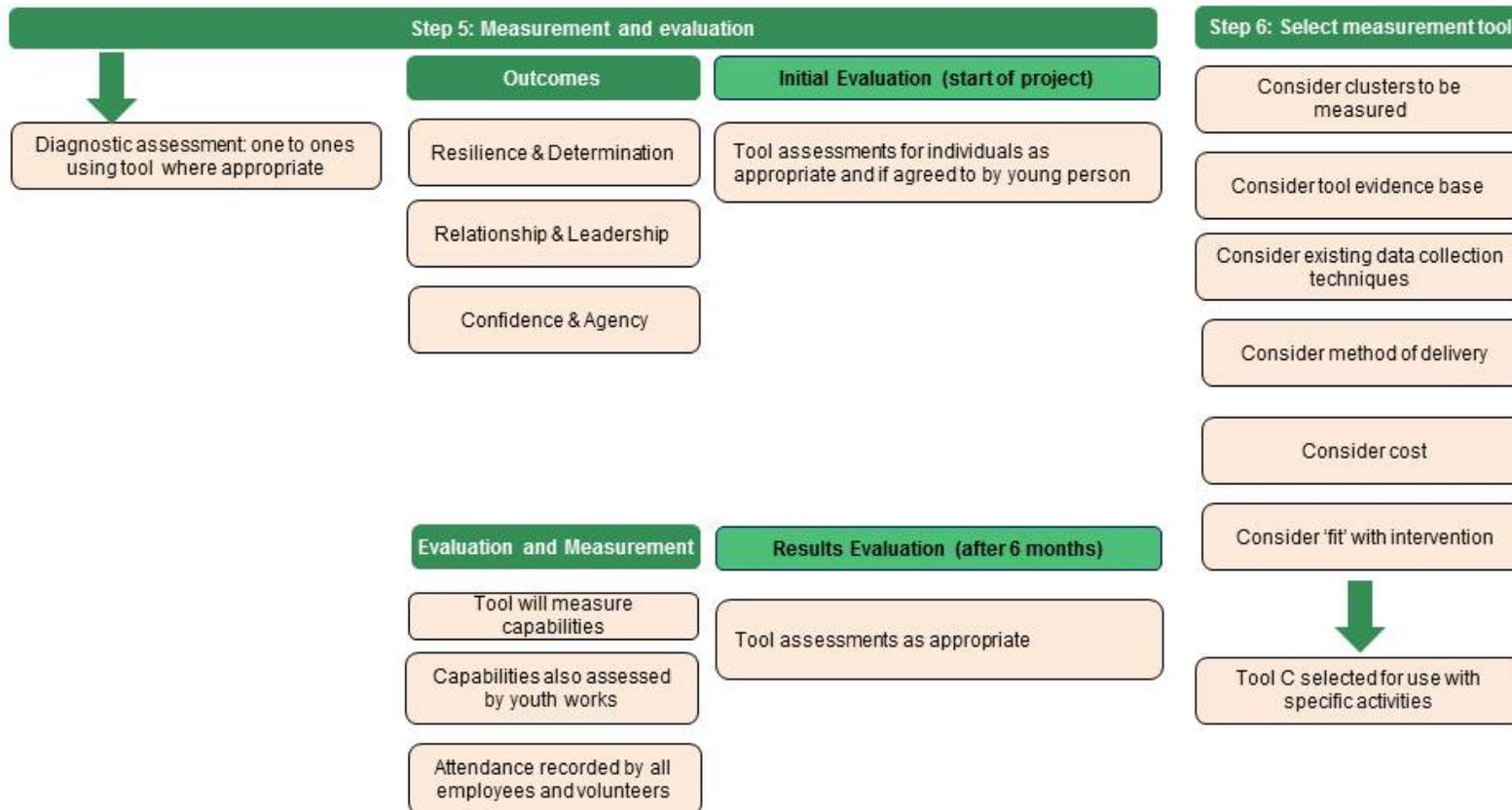


Figure 10b Schematic diagram of steps taken by commissioner (steps 5 and 6)



Grant-making foundation

Step 1: What's the need?

The organisation is a national foundation that gives grants to providers which focus on disadvantaged young people to help improve their life chances. The organisation has a £10 million programme for projects that focus specifically on young people at school leaving age, helping them to make decisions, consider options and make a successful transition to the next stage of their life. The charity wants projects to:

- Focus on young people aged between 15 and 18 years old
- Work with targeted young people for two to four years
- Target young people who are considered 'at risk'. This is taken to mean young people who are in one or more of these categories:
 - In care, leaving care or who have been in care
 - Engaging, or at risk of engaging, in criminal activity
 - Not in education, employment or training.

Ultimately the foundation wants to build routes into employment and assist young people of school leaving age into either further or higher education or training, or into a job in which they can maximise their potential.

Grants can be from a minimum of £50,000 to a maximum of £250,000.

Step 2: What are the most relevant outputs and outcomes?

The foundation wants to ensure that more young people are equipped with positive external support structures and improved social and emotional capabilities to enable them to make positive choices when they are on the threshold of their adult lives.

At present, the foundation asks applying organisations to specify the outcomes of their services, and how they will be measured. This means that it is difficult to build a coherent picture, or to capture the difference services are making to young people's lives, with any consistency. Some grantees use outputs to report on their services, some use indicators, and others use user-voice surveys and reports.

Step 3: Which clusters relate most closely to these outcomes?

Although the foundation has a very clear set of longer-term outcomes for its programme, it can quickly see a number of capabilities that it feels are vital for young people in achieving these outcomes, and which are not always explicit in the information it gets back from grantees on the impact of their provision. The foundation considers which clusters are of most importance in providing the key outcomes.

Cluster	Rationale
Communication	Directly about being able to seek out opportunities, communicate attributes positively and come across well to employers, trainers, higher and further education institutions.
Confidence & Agency	Directly about building confidence and a sense of agency regarding the ability to effect change in one's life.
Managing Feelings	Given the higher risk factors that the young people have been exposed to, the ability to manage feelings is likely to be critical.
Resilience & Determination	Directly about dealing with setbacks and difficult circumstances.

Step 4: What is the best way to impact the desired outcomes and relevant capabilities?

The foundation has £10 million available. The foundation invites funding applications from providers. As part of the application process the funder increases the emphasis on the capabilities it feels are vital in achieving its longer-term vision for young people. It asks applying organisations to focus on setting out how their services will develop these capabilities.

The funder reviews bids against its assessment criteria, including the ability to meet identified outcomes around the key clusters.

Step 5: What is the best approach to measurement?

The foundation decides to request that organisations it funds use a recommended tool to assess the difference they make to the clusters. The foundation has not used similar approaches before and wants to see how the different tools work in practice.

The application process asks providers to detail the outcomes and outputs that they will measure and to explain their approach to measurement. Use of any of the three tools will not be compulsory but is preferred.

As well as keeping track of results of the difference made to the clusters, the foundation plans to ask the organisations receiving the grants to track the destinations of the young people following their programmes.

Step 6: What are the available and suitable tools for measuring the capabilities?

The foundation reviews the tools matrix and consults with providers who have used some of the tools previously. Based on their consultations, the foundation selects three tools to recommend. These tools cover the range of settings and target groups relevant to the foundation's work.

Annex 2 Logic model approach

The thinking process associated with using the framework can be illustrated using a logic model. A logic model links the intended outcomes of a service or programme with the planned activities, processes or inputs. It is a valuable way of helping to structure thinking about services and their intended outcomes.

The example below is taken from the Greater London Assembly's Project Oracle¹⁵. It uses the example of an alternative education programme for pupils excluded from mainstream school for bullying. The short-term outcomes reference a number of social and emotional capabilities, and their relation to longer-term outcomes.

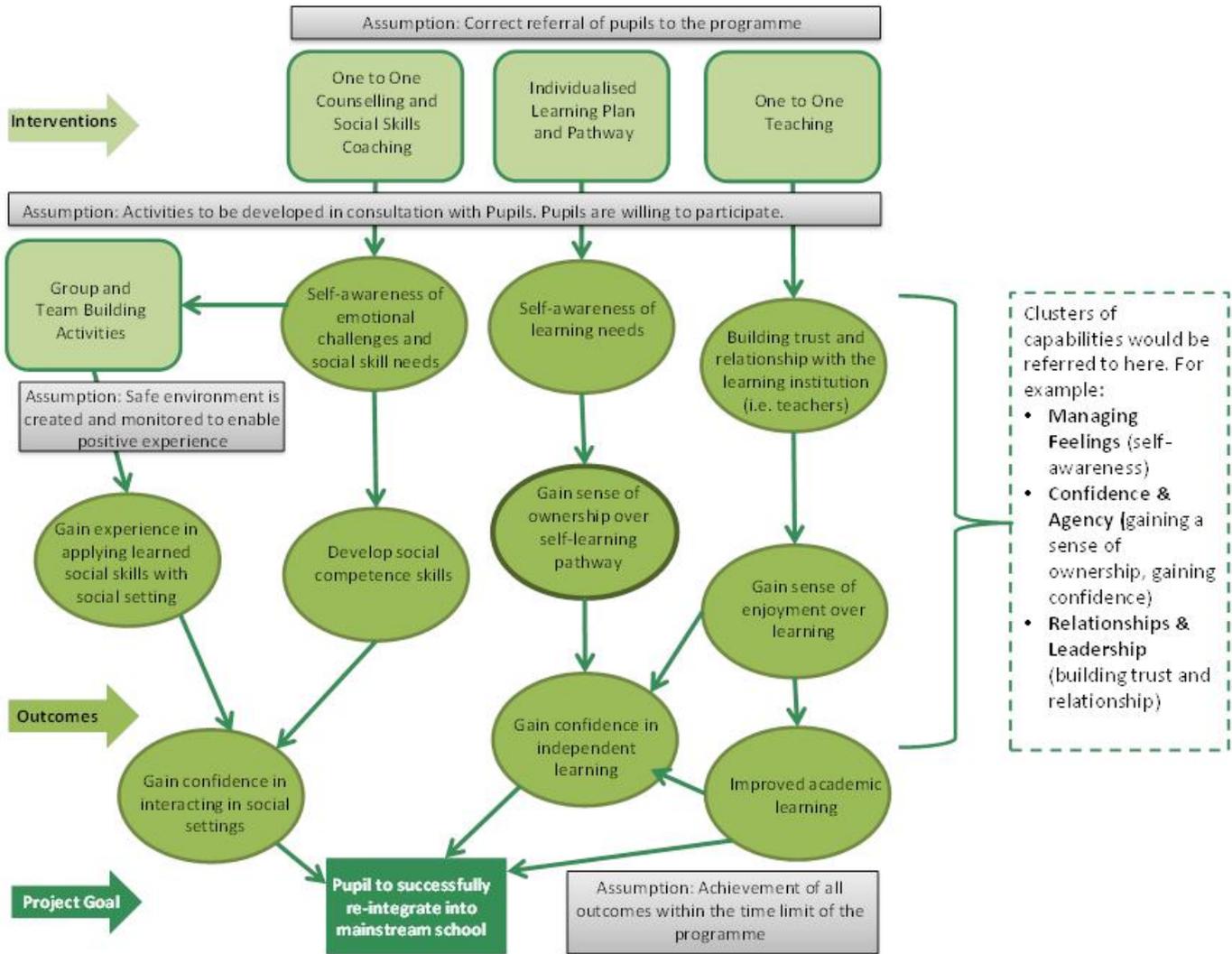
Figure 11: Example of a logic model

Inputs	Activities	Outputs	Outcomes (short-term)	Outcomes (long-term)
6 Teaching Staff 1 Headteacher 3 Counselling staff 1 Pupil Engagement Coordinator	Regular facilitated activities such as sports teams, choirs, community improvement activities, etc. Regular team building games such as team scavenger hunts, outdoor activities, etc. Ongoing counselling and social skills coaching Develop individualised learning plan for each pupil with regular monitoring process implemented (agree with each pupil) One-to-one teaching sessions	No of activities No of pupils No of events organised by pupils (concerts, games, meetings) No of counselling/coaching sessions Individualised learning plans	Pupils to have improved awareness of social competence needed Pupils to gain social skills, especially in challenging or conflict solutions Pupils to have confidence in the application of social skills Pupils to gain ownership and confidence over self learning pathway	Pupil academic attainment improves Pupil reintegration into mainstream education

Focused thinking can also be demonstrated through a theory of change. A theory of change is a theory of how or why an initiative or service works. There are many different ways of illustrating a theory of change. The example below is also taken from the Greater London Authority's Project Oracle. It focuses on the same example of an alternative education programme for pupils excluded from mainstream school due to bullying.

¹⁵ Greater London Authority (2011) *Project Oracle: Guide to Evaluation Standards Framework and Self-Assessment process*, available at: <http://www.london.gov.uk/priorities/crime-community-safety/time-action/project-oracle> accessed on 17 December 2011

Figure 12: Example of a theory of change



The theory of change sets out clearly how the short-term outcomes, around personal and social development, are intended to result in the longer-term outcomes. Importantly, it also includes any assumptions which underpin the service.

Annex 3 The evidence base on social and emotional capabilities and wider outcomes

Carol Dweck, Professor of Psychology at Columbia University, has shown the importance of encouraging effort and motivation in young people in terms of their future academic performance. Her research has been widely recognised by educational theorists and remains deeply influential. Her study with 11-year-olds in the U.S. showed that young people who had frequently been praised only for their intellectual abilities would often avoid challenging learning opportunities. If these young people did face failure they subsequently displayed less task persistence, lower task enjoyment and lower task performance than those who had been praised for their effort instead. However, 90 per cent of those who had been praised solely for their effort and determination chose to try challenging learning opportunities. Feedback from the students shows that the latter group saw intelligence as a trait which could be improved upon with more effort. Conversely, the former group saw intelligence as a fixed trait, and so further effort was perceived to be fruitless.

Dweck's research has wide implications for personal development. She believes that an education system which prioritises and encourages only cognitive skills encourages 'learned helplessness' in the face of challenge. Focusing on capabilities such as resilience and determination helps to dispel the idea that one's potential is limited to a fixed intelligence. She states:¹⁶

One of the great surprises in my research [is that] the ability to face challenges is...about the mind-set you bring to the challenge

Duckworth and Seligman looked at the importance of self-discipline on a group of 13 and 14 year olds from a socioeconomically and ethnically diverse school. They conducted a two-year study of the students' self-discipline levels, finding that self-discipline was a significantly better predictor of academic performance than IQ. Self-discipline was measured by a combination of self-report, teacher-report, parent-report, behavioural delay-of-gratification tasks and school attendance. They discovered that highly self-disciplined adolescents consistently out-performed their peers on every academic performance variable, including teacher-assessed grades and national assessment scores. They concluded that:¹⁷

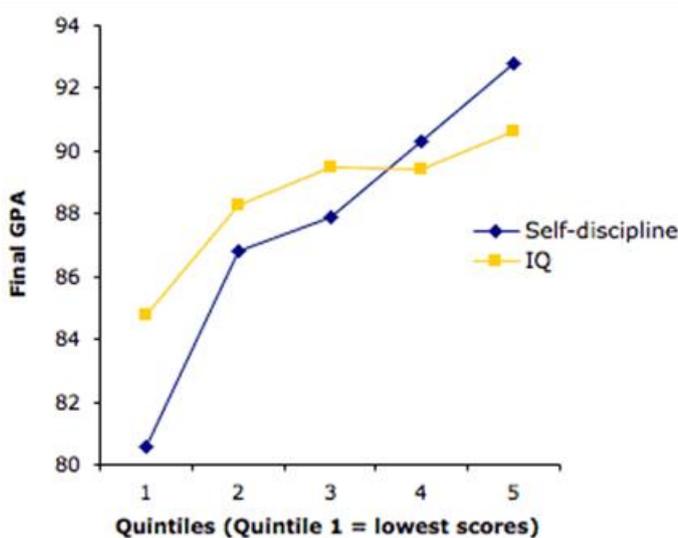
¹⁶ Dweck, C (2000) *Self-Theories: Their role in personality, motivation and development* Philadelphia: Psychology Press

¹⁷ Duckworth, A.L., & Seligman, M.E.P. (2005) *Self-discipline outdoes IQ in predicting academic performance of adolescents' Psychological Science*, **16:12** pp 939-944

A major reason for students falling short of their intellectual potential [is] their failure to exercise self-discipline...programmes that build self-discipline may be the royal road to building academic achievement

This work builds on research by Walter Mischel and colleagues in the 1980s which showed that 4-year-olds' ability to delay gratification (for example, to wait a few minutes for two biscuits instead of taking just one biscuit straight away) was predictive of academic achievement a decade later.

Figure 13: Final Grade Point Average (GPA) as a function of ranked quintiles of IQ and self-discipline¹⁸



Leon Feinstein, a specialist in early years' development, has repeatedly shown the importance of early intervention for the long-term outcomes of at-risk children. However, he adds the following proviso to his work:

Pre-school, academic development does matter in the sense that it predicts final educational success. However, I also find that large social effects continue to impact on children's development after they have entered school. The benefits of good early development persist but can be substantially eroded by social class effects.

Therefore there is a clear argument that intervention should not focus solely on functional skills but also on social and emotional development, both before and throughout childhood and young adulthood.

Feinstein's work also explores the effect of developing social and emotional capabilities in young people. He adds to the growing research on the 'psychological capital' developed by an individual. He concludes that there is evidence of substantial returns to the production of 'non-academic ability'.

¹⁸ *ibid*

The relationship is a complex one and is by no means one-dimensional. At age ten, conduct disorder predicts male adult unemployment particularly well but it is self-esteem that predicts male earnings. For women, the 'locus of control' variable – or personal agency (the conviction that one can intervene effectively in one's own life) - is particularly important for future wages. Feinstein finds that a sense of personal agency at the age of ten is more important to future chances than reading skills. He also shows that these social and emotional capabilities are becoming increasingly important for our changing labour market; between those born in 1958 and those born in 1970, social and emotional capabilities became 25 per cent more important in explaining differences in earnings whilst differences in functional skills became 20 per cent less important.

Feinstein recommends that¹⁹:

Although this does not in any way offset the importance of Government programmes to improve literacy and numeracy, there is a possible economic return to thinking more broadly about the benefits and possibilities of schooling

Building on the theme of social and emotional development, analysis of personal relationships²⁰ shows important connections to outcomes in respect of managing feelings and having adult support. Young People who 'never talk to mum about things that matter' are twice as likely to fall out of education, employment and training as those that talk at least once a week (15 per cent compared to 8 per cent). The small number of young people who 'get on badly' with their parents are less likely to be in full-time education.

And meta-analysis of the efficacy of youth work (Moore, K. A., & Hamilton, K. [2010]²¹ and Roth [2010]²²) highlights key aspects of quality that are significantly associated with improved outcomes. including positive relationships (youths reporting developing warm and trusting relationships; emotional and physical safety (youths and their parents reporting feeling that the program is safe; and a focus on life skills (youths reporting that they acquire skills such as teamwork, leadership, and conflict resolution).

James Heckman, an American economist and Nobel Laureate, has spent many years researching the effect of early psychological wellbeing on a wide range of long-term outcomes, such as employment and substance abuse. He thinks that such non-cognitive skills have often been ignored in analysis of earnings, schooling and other lifetime outcomes due to the lack of any reliable measure. The sheer variety of non-cognitive skills plus the ambiguity of self-reported data makes measurement difficult.

¹⁹ Feinstein, L (2000) *The Relative Economic Importance of Academic, Psychological and Behavioural Attributes Developed in Childhood* London: Centre for Economic Performance (LSE)

²⁰ DCSF, 2009, Young People in England: An evidence discussion paper; based on LSYPE

²¹ Moore, K. & Hamilton, K. (2010) How out-of-school time programme quality is related to adolescent outcomes, *Child Trends* (19)

²² Roth, J. & Brooks-Gunn, J. (2003). What exactly is a youth development program? Answers from research and practice. *Applied Developmental Science*, 7(2), 94-111.

However, Heckman believes his research on the GED (General Educational Development) certificate - a qualification awarded to high-school dropouts which demonstrates academic ability equivalent to high-school graduates - provides some insights. The GED recipients possessed the same cognitive ability as high-school graduates but on average they earned lower wages. Interestingly, they even earned lower wages than other high-school dropouts who did not possess the GED qualification. Heckman also noted that GED recipients were more likely to exhibit challenging behavior in adolescence, such as truanting, fighting and committing crime. Heckman argued that²³:

GED recipients are relatively qualified and intelligent individuals who lack skills such as discipline, patience or motivation and, as a result, they are penalised in the labour market.

Heckman believes that policy should focus on developing these non-cognitive skills favoured by employers, such as perseverance, dependability and consistency.

Crucially, one of the main points Heckman makes is that while IQ is fairly well established after the first ten years of a person's life, non-cognitive skills are more readily changed at later ages. Therefore, there is a strong case that non-cognitive interventions, such as those provided by services for young people, are appropriate for a person's teenage years²⁴:

Much of the effectiveness of early interventions comes from boosting non-cognitive skills and from fostering motivation. While IQ is fairly well set after the first decade of life, motivation and self-discipline are more malleable at later ages. More motivated children are more likely to stay in school and have higher achievement tests. Our analysis suggests that social policy should be more active in attempting to alter non-cognitive traits, including values, especially for children from disadvantaged environments who receive poor discipline and little encouragement.

AQR Ltd, working with Dr Peter Clough and Dr Keith Earle, has established mental toughness as a significant factor in young people's development. They define mental toughness as "*the quality which determines in large part how individuals respond to stress, pressure and to challenge...irrespective of prevailing circumstances*". The team have formulated a test for mental toughness in individuals (the MTQ48) based on the methodologies of clinical psychology, sports psychology and occupational psychology. The MTQ48 uses a 48-item questionnaire to measure four components: control (emotional and life); challenge; commitment and confidence (abilities and interpersonal).

²³ Heckman, J and Rubinstein, Y (2001) *The Importance of Non-cognitive Skills: Lessons from the GED Testing Program* American Economic Review 91:2 pp 145-159

²⁴ Cunha F, Heckman JJ, Lochner LJ, Masterov DV (2003) *Interpreting the evidence on life cycle skill formation* pp 19

The team's research has shown that competence in these key areas leads to higher educational attainment (25 per cent of the variation in young people's exam performance can be explained by variation in mental toughness), higher aspirations (particularly in areas of high socio-economic deprivation), lower drop-out rates in FE and HE and greater employability. Mental toughness has also been shown to improve stress-resilience amongst young people. More specifically, mentally tough young people are less prone to depressive symptoms if a high stress situation is perceived.²⁵

Peter Evans argues for the importance of developing 'identity capital'²⁶ to combat social exclusion in children and young people by taking a rights-based or capabilities approach to child development - with a particular focus on disabled and disadvantaged children and young people. Identity capital refers to "the psychological and social resources underpinning the social and cultural capital components of human development...the key protector against adult social exclusion in later modern society". Evans writes that:

*A rights-based approach calls for maximising the potential of each child...Thus the focus of educational policies and other policies, if they are to deal with social exclusion, has to deal with the capabilities of those most disadvantaged.*²⁷

Recent research in both the US and the UK has recognised a lack in current education provision of attention to fostering creativity in young people. Both *Tough Choices or Tough Times*, a report from the New Commission on the Skills of the American Workforce, and *All our futures: Creativity, Culture and Education (the Robinson Report)* identify a growing need for creative skills to be developed and encouraged in young people. (The latter report defines creativity as *imaginative activity fashioned so as to produce outcomes that are both original and of value*).

Both studies report a static education system which is failing to answer the needs of a rapidly changing employment market. In the UK, creative industries (such as film, music and publishing) currently account for 7 per cent of GDP and are growing at a rate of 10 per cent a year. Moreover, creativity and enterprise is becoming more generally valued in the UK economy as manufacturing industries shrink and the 'intellectual property' sector grows (now employing 1.7 million people in the UK). *Tough Choices or Tough Times* describes a current situation in which *comfort with ideas and abstractions are the passport to a good job; in which creativity and innovation are the key to a good life*.

Recent initiatives in UK schools have focused on creativity and enterprise. Creative Partnerships used artists and other creative professionals to work across schools in areas with high levels of deprivation. Research from the National Foundation for Educational Research has shown these schools have reduced truancy and significantly improved exam results.

²⁵ AQR Ltd (2008) *Mentally tough adolescents are more resilient against stress*, available at www.aqr.co.uk/content/mental-toughness-and-stress-resilience-university-basel-switzerland accessed on 31 November 2011

²⁶ Cote, E (1996) 'Sociological Perspectives on Identity Formation: the cultural Identity link and identity capital' *Journal of Adolescence* 19 pp 491-196

²⁷ Evans, P (2000) 'Social exclusion and children – creating identity capital: some conceptual issues and practical solutions' in Walraven, G, Parsons, C, van Deen, D, and Day, C (eds.) *Combating social exclusion through education*, Garant, Louvain

The Ofsted report (2004) for a different initiative, Schools Education Enterprise Network, responded encouragingly that skills for enterprise included *the ability to handle uncertainty and respond positively to change*. Notably, where the initiative had least impact was when traditional teaching methods remained and so the sessions were *over-directed and little scope [was given] for pupils to explore their own ideas*.²⁸

Research also shows that social and emotional skills are valued by employers and are seen as having equal importance as cognitive skills related to literacy, numeracy and job-specific technical skills. The first report from the UK Commission for Employment and Skills (UKCES) published in 2009 explained that pupils are missing “experiential action-learning”, “using skills rather than simply acquiring knowledge”. As Sir Mike Rake (chair of UKCES and chair of BT) put it:

These employability skills are the lubricant of our increasingly complex and inter-connected workplace. They are not a substitute for specific knowledge and technical skills: but they make a difference between being good at a subject and being good at doing a job. In 2009, too few people have these skills.

Other examples include:

- In a survey of 1,137 employers conducted by the Learning and Skills Network in 2008, while good literacy and numeracy were said to be critical, “equally important are enthusiasm, commitment and timekeeping. Lack of any of these ‘big four’ employability skills would prevent a job offer being made to around half of respondents”.²⁹
- In a survey by Scottish Enterprise of 20,000 employers, 57 per cent of respondent said that what they lacked most from new recruits was oral communication ability; along with customer handling (52 per cent), problem solving (50 per cent) and team working skills (43 per cent).

²⁸ National Centre on Education and the Economy (2007) *Tough Choices or Tough Times: The Report of the New Commission on the Skills of the American Workforce* San Francisco: Jossey Bass

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²⁹ *Ten Key Messages from LSN's quest to understand employability skills (2008)*. Learning and Skills Network

Annex 4 The business case for investment in services for young people

Does developing social and emotional capabilities in young people result in cost savings?

Social Return on Investment (SROI)³⁰ calculations of the cost savings to the state from developing capabilities in young people (the return on investment for every £1 spent on increasing confidence and agency, for example) are relatively new and are untested in the longer-term. However, there have been some attempts to do this.

It is well recognised that *not* supporting young people to thrive and achieve the longer-term outcomes has a significant cost implication for the public purse. If the case can be made that cost savings can be achieved through developing the social and emotional capabilities of young people, it will be easier to make the argument for a range of investment into services for young people, including from new sources such as social investors and more commercially driven philanthropy.

The new economics foundation (nef) has conducted analysis using SROI to identify and measure the value achieved by a more coherent approach to services for young adults in the 16-25 age range. This work theorises that by giving young people with complex needs the support they need, it would be possible to improve their life chances and reduce their negative outcomes. The report defines the five types of support needed by young people. The first is more guidance and one-to-one personalised support; the other four concern better coordination between different services. Having more guidance and one-to-one personalised support arguably advocates the need for an emphasis on developing young people's social and emotional capabilities:

The strongest message interviewers heard from young people was that having someone to go to whom they trusted, had a connection with and who they felt cared about them, was fundamental to achieving better outcomes in their lives...these adults...had provided three main types of support: Emotional, Advice and Hand-holding.

The report argues that, by supporting these young people, £3.2 billion potential value could be generated. This is made up of:

- £1.3 billion to the young people themselves (through reductions in their drug misuse, increased employment and overall independence)
- £490 million for young parents and their children from being better able to look after their children
- £1.4 billion for the state over five years, for example from as a result of more young people being in jobs and there being fewer demands on emergency services and mental health services.

³⁰ SROI uses techniques to place a monetary value on less tangible outcomes such as increased confidence, while still including more conventional cost savings to the state, such as reduced spending on social benefits.

The research concluded that *in total with the value of inputs (i.e. time) estimated at £140 million per year for increased one-to-one support plus reinvestment of the cost savings from better coordination, this is a return on investment of £5.65 for every £1 invested.*³¹

In *Teenage kicks: The value of sport in tackling youth crime*³², New Philanthropy Capital (NPC) explores the case for investment in high quality, well-run sports projects, which can engage young people in wider programmes of education and support and divert them from crime. The report notes that one the characteristics of an effective sport project is that it must be run by credible staff, who are more than a sport coach, and are trained to understand and respond to the issues faced by young people.

The report references the importance that social and emotional capabilities have in achieving these outcomes: *"Most claims are based on case studies or anecdotes: stories of football channeling frustrated energies, boxing encouraging discipline and a sense of justice, or tournaments building relationships in segregated communities."*

As Daley Thompson puts it in the introduction: *"I truly believe that the lessons I learnt during my sporting career – teamwork, leadership, respect, determination and friendship – have given me the personal strength and resilience to face down any challenges and obstacles that have come my way."*

The methodology used by NPC applies economic analysis to three projects (Kickz, The Boxing Academy and 2nd Chance) that use sport to tackle crime. The findings were that:

- For Kickz, for each £1 invested, £7 value is created for the state and local community
- For The Boxing Academy, for every £1 invested, £3 of value is created for the young people it works with and society
- 2nd Chance works with 400 young people a year, and if it prevents just five from re-offending, £4.70 is created for every £1 invested.

The Cost of Exclusion: Counting the cost of youth disadvantage in the UK, a report by the Prince's Trust with the Center for Economic Performance, London School of Economics, examined interventions such as those provided by the Prince's Trust, which help young people to get into work, education or avoid crime – by "giving young people the skills and confidence to move on with their lives".

In terms of cost savings the report states that: *"The schemes we run are value for money. A conservative estimate for the annual cost of a young jobseeker would be £5,400 but, based on the upper estimates in this report it can be as much as £16,000. The Trust can use just a fraction of this cost – from as little as £1,000 – to put this young person through an intensive personal development course, helping them leave the dole queue for good."*³³

The work in this area is subject to various assumptions. Although the research has not assigned a financial value to social and emotional capabilities, it provides a clear evidence base of the benefits to the longer-term hard outcomes of improving the social and emotional capabilities of young people.

³¹ nef, Catch 22, (2011) *Improving Services for Young People, An economic perspective* London: nef

³² New Philanthropy Capital (2011) *Teenage Kicks: The value of sport in tackling youth crime* London: NPC

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Annex 5 Glossary

Term	Description
Agency	A feeling that you are actively in control of your life.
Baseline	Information explaining the situation that an organisation is trying to change, before they intervene. An example might be young people's level of wellbeing, or numbers who are claiming welfare benefits.
Benchmark	A standard of achievement that an organisation or project (or others like it) has already achieved, against which they can compare current achievement, or use to set a target for future achievement.
Cognitive skills	Cognitive skills refer to the ability to reason, think and learn. They relate to the ability to learn and solve problems. For example, a young person learning to swim, learning to complete a mathematics problem or being able to speak a second language.
Creativity	Being able to think beyond traditional ideas, ways of doing things and come up with new, meaningful approaches.
Determination	Deciding to do something and following that decision through, for example, deciding to climb a mountain and doing all the preparation to make it happen (see also Resilience).
Externalised risky behaviours	Activities directed against property and other people such as vandalism, theft or violence.
Extrinsic	External to the individual. External outcomes are not part of the 'internal balance' of the person achieving them. Examples of an external outcome include achieving a qualification or being promoted in the workplace.
Hard outcomes	Easily measured, externally verifiable outcomes such as a young person getting a job, or an offender not reoffending.
Impact	The cumulative difference you/your service makes, less what would have happened anyway. For example, if your service works with young people who are not in education, employment or training, a certain proportion of them would have (re)engaged in learning or work anyway, even without support. Your impact is the difference made over and above this.
Indicators	A measure which allows progress towards a goal to be tracked; for example, a project seeking to reduce young people's risk of offending might measure their attainment at school, or their involvement in gang activity as a potential indicator.
Inputs	All the resources needed to carry out the activities of a project or planned programme of work, for example finance, staff, equipment and facilities.
Internalised risky behaviours	Activities that harm the young person such as drinking, smoking, drug use or truancy.

Term	Description
Intrinsic	Relating to the individual. Intrinsic outcomes are internal to the individual achieving them – by their nature intrinsic outcomes are an inherent part of the individual. Examples of intrinsic outcomes include a person's confidence, resilience, determination etc.
Ipsative measure	Assessment 'against yourself'. A measurement method where the individual provides the norm against which assessment is made. Examples would be recording personal changes over time or the use of 'personal best' in athletics.
Logic model	A logical description of a project or programme of work. It is most useful when a project is about to start delivery. It includes four components in a linear sequence describing the logical flow from: <ul style="list-style-type: none"> • Inputs • Activities and/or interventions • Outputs • Outcomes
Managing Feelings	Being able to identify, recognise and express feelings positively, and in ways that do not hurt others or yourself.
Monitoring	Collecting and recording information in a routine and systematic way to check progress against plans and enable evaluation.
Non-cognitive skills	Non-cognitive skills refer to sensing, perception and the ability to interact with others. They influence the overall behaviour of a person, and include attributes such as empathy, persistence, and confidence, for example being able to comfort someone who has received some distressing news.
Normative Measure	Assessment in relation to a wider cohort. A measurement method where a pre-defined group provides the norm against which assessment is made. An example is IQ testing.
Outputs	Products, services or facilities that result from an organisation's activities. Examples would include running celebration events, the number of hours of provision facilitated for young people, or the numbers of young people attending.
Outcomes	The changes, benefits, learning or other effects that result from services or provision. Examples would include young people having better developed communication skills, or young people developing the skills to lead community projects.
Resilience	The ability to cope with shocks and rebufs that may be short-term or consume a long period of a young person's life, for example, continuing to climb a mountain when it starts to rain (see also Determination).
Self-efficacy	A person's belief in their own competence or ability to achieve goals.
Self-regulation	A person's ability to adapt their behaviour according to either internal or external standards, goals or ideals.
Social and emotional skills	Often referred to as 'soft skills'. Skills that allow us to successfully operate with other people in society. They include: self-awareness, social awareness, understanding our own and others' emotions, managing feelings and self-discipline.

Term	Description
Soft outcomes	Outcomes that are less easy to observe or measure, often because they relate to the 'internal balance' of a person: a change in attitude, confidence or self-control.
Theory of change (TOC)	A theory of change works backwards from the goal, pinpointing the exact series of factors which give rise to it: a succession of if... then... statements. An organisation uses its theory of change as a collective principle through which it seeks to achieve its goal. For example, a TOC for a provider seeking to reduce teenage pregnancy may be by increasing levels of confidence in the young people it is working with through a series of structured activities.

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