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A framework of outcomes for young people

Bethia McNeil, Neil Reeder and Julia Rich

July 2012



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Catalyst is a consortium of four organisations currently working with the Department for Education (DfE) as the strategic partner for young people, as part of the Department's wider transition programme for the sector. Catalyst will work to deliver three key objectives over the two-year period 2011-13. It will strengthen the youth sector market, equip 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 intended as a formal performance management or accountability framework for national or local government. While its development has been funded by the Department for Education, the emphasis is on empowering providers and commissioners to articulate and demonstrate impact in improving outcomes for young people.

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Executive summary

Young people are living, learning and negotiating transitions to adulthood and independence in an increasingly complex and challenging world, in which they face greater levels of choice and opportunity, but also unprecedented uncertainty and risk. This calls for empowered, resilient young people, who play an active role in navigating these paths.

There is substantial and growing evidence that developing social and emotional capabilities supports the achievement of positive life outcomes, including educational attainment, employment and health. Capabilities such as resilience, communication, and negotiation are also increasingly cited as being the foundations of employability. Evidence shows that approaches that focus on building social and emotional capabilities such as these can have greater long-term impact than ones that focus on directly seeking to reduce the 'symptoms' of poor outcomes for young people. Yet, at the same time the very services that most explicitly focus on supporting young people to develop these capabilities are under unprecedented financial pressure. At a time of financial austerity, demonstrating how services improve outcomes, and reduce costs to the public purse, will be attractive to providers and commissioners alike.

Supporting the development of young people's underlying social and emotional capabilities is a strong theme in the Government's *Positive for Youth* strategy, which encourages a stronger focus on early help to support all young people to succeed.

Many services play a vital role in building young people's social and emotional capabilities, through the process of personal and social development. While many service providers have powerful examples of lives transformed, they have struggled to provide 'harder' quantitative evidence of the difference that their services make, and to articulate the value that they produce for young people and for society more broadly.

Historically, the evidence base for the significance of social and emotional capabilities has been elusive; there has been a lack of consensus around language and definitions; and it has been widely assumed that the development of these capabilities is too difficult to measure or evidence. Providers 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, and don't reflect the true value of the services delivered.

This Framework of Outcomes for Young People is designed to highlight the fundamental importance of social and emotional capabilities to the achievement of all other outcomes for all young people. It:

- 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 their link to outcomes such as educational attainment, employment, and health
- sets out a matrix of available tools to measure these capabilities, outlining which capabilities each tool covers, and key criteria that might be considered in selecting an appropriate tool – such as cost or the number of users

- outlines a step by step approach to measuring these capabilities in practice, that is illustrated in four case studies that exemplify how the Framework might be used by providers, commissioners and funders.

This Framework will help to address the key challenges in measuring impact on the lives of young people – strengthening and creating greater awareness of the evidence base and leading to greater coherence in language. It will support progress towards a future in which 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, youth work to youth justice. An important feature of many of these services is their support for the process of personal and social development, through which young people develop social and emotional capabilities, including determination, self-control, persistence and self-motivation. Social and emotional capabilities are sometimes also referred to as 'soft skills', or non-cognitive skills, because they refer to the skills and abilities that are not measured by standard cognitive tests. These capabilities are important for their own merit and for their significance in achieving other outcomes. In other words, these services work with young people to achieve *personal change* in their lives, which itself can lead to *positional change* in their circumstances.

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 produce, both for the young people who use them and for society as a whole. Individuals and organisations involved in commissioning, organising and delivering such services need to know the outcomes they are looking to achieve and the difference services are making to the lives of young people.

The financial pressures also make it ever more essential that all services working with and for young people focus on identifying the approaches that will have the greatest impact in improving outcomes and reducing calls on the public purse.

There is clear and growing evidence that young people's personal and social development is strongly related to positive life outcomes. The Government's *Positive for Youth*¹ strategy states that the process of personal and social development includes

developing social, communication, and team working skills; the ability to learn from experience, control behaviours, and make good choices; and the self-esteem, resilience, and motivation to persist towards goals and overcome setbacks.

This process is often through the provision of developmental educational opportunities: space for young people to actively learn, to participate, and to take responsibility. The 2008 National Occupational Standards for Youth Work 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.

Evidence shows that there is a clear connection between social and emotional capabilities and positive life outcomes, including educational attainment, employment status, health and behaviour.

Paradoxically, evidence also shows that approaches which focus on supporting personal and social development can have greater long-term impact than those that focus on directly seeking to reduce the

¹ DfE (2011) *Positive for Youth: a new approach to cross-government policy to young people aged 13-19*

'symptoms' of poor outcomes for young people. From The Wincroft Youth Project in the 1970s², to the New York chess in schools project applied in Harlem³, and the Venezuela favelas music programme, recently brought across to Stirling⁴, through approaches that offer developmental opportunities, and tap into the passions and energies of young people, it is possible to enhance greatly social and emotional capabilities, cognitive skills, and the 'hard outcomes' of exam results and employment alike.

However, providers and commissioners often find it easier to quantify and monitor 'harder' outcomes – tangible 'results' such as educational achievement, participation in training, exclusion from school, offending or challenging behaviour – than so called 'softer' social and emotional capabilities. Self-esteem, resilience and thinking skills, for instance, all underpin young people's progress but can be hard to assess. It can be difficult to make the case for such 'softer' outcomes, despite many compelling examples of lives transformed, in which building these capabilities has been a pre-requisite to success in 'hard outcome' terms.

Measuring and isolating the impact of a particular service on the development of young people's social and emotional capabilities is not straightforward. Part of the difficulty lies in the sheer variety of outcomes that are impacted through the process of personal and social development, from intrinsic personal outcomes to longer-term extrinsic outcomes such as employment, good health or avoidance of offending behaviour – and also the huge variety of influences on young people's lives, including school, youth projects, family, friends, possibly mentors or specialist professionals and the wider community.

As a consequence, organisations that focus on supporting personal and social development have long struggled to provide hard evidence of the value of their work. There is a lack of consensus around the outcomes that they aim for and are able to deliver, and a lack of consistency in measuring these outcomes.

So the challenge is to overcome the risk of ignoring the value of social and emotional capabilities, while addressing the difficulties in demonstrating links between these capabilities and 'harder' social outcomes.

This Framework outlines a clear approach to outcomes 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 government departments, social enterprises, voluntary and community sector organisations and local authority youth services.

Although there are many terms in use, including 'soft' or non-cognitive skills, this Framework focuses on social and emotional capabilities – the ability to function in important ways, to create valuable outcomes, and to navigate choices and challenges. These are not static traits; they can be learned and developed.

The Framework makes the case for why social and emotional capabilities matter, and why funders, commissioners and investors should have more confidence in their value:

- it clarifies the key social and emotional capabilities that are significant to and for *all* young people – so enabling greater confidence and consistency in talking about, and measuring those outcomes

² See Smith, C.S. et al (1972) *Wincroft Youth Project: A Social-work Programme in a Slum Area* London: Tavistock Publications

³ MacDonald, P, *The benefits of chess in education*, www.psmcd.net/otherfiles/BenefitsOfChessInEdScreen2.pdf

⁴ See for example 'Evaluation of Big Noise: Sistema Scotland' (2011), www.scotland.gov.uk/Publications/2011/03/11150907/1

- it highlights the evidence base that links social and emotional capabilities with the short, medium and longer term outcomes that commissioners seek, illustrating why funders, commissioners and investors should have confidence in services that strengthen them
- it outlines an approach to how providers might seek to measure their impact on these capabilities in practice, including how they might identify relevant and useful tools.

The long-term aim of the Framework is to empower motivated frontline staff to improve the quality of their services and demonstrate the impact of their work; 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 ongoing discussion and development of approaches to measuring and demonstrating the impact of services on the personal and social development of young people.

Outcomes: what matters?

Focus groups with young people to inform this paper identified five key themes in their 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; and 20 per cent mentioned health.⁵

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 – as demonstrated by the vision set out in *Positive for Youth* for a society in which all young people have strong ambitions, good opportunities and supportive relationships.

Articulating value

Providers of services for young people are aware of the vital importance of these outcomes to young people's life chances, now and in the future, and fundamentally aim to support young people to achieve them. Critical to this is the process of personal and social development. However, capturing the *difference* that services make through this process can be challenging. The link between the impact of services and the achievement of these outcomes is hard to assess or demonstrate, because for many young people, these outcomes lie some way ahead in the future. And outcomes from the process of personal and social development 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 accredited qualifications 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 can fail to reflect a cornerstone of the value added by services for young people: the attainment 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.

⁵ 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

Distinguishing between different types of outcomes

The 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. Some also refer to 'character' when thinking about the capabilities associated with positive life outcomes⁶ – the importance of 'building character' has been highlighted through debates around early intervention and in the recent report from the Riots, Communities and Victims Panel.⁷ Similar capabilities also feature regularly in definitions of 'employability'. *Capabilities* are different to *qualities*, which encompass values, beliefs and personality. This Framework is focused on social and emotional capabilities – the ability to function in important ways, to create valuable outcomes, and to navigate choices and challenges. These are not static traits; they can be learned and developed.

There is strong evidence about the connection between social and emotional capabilities and positive life outcomes, including educational attainment, health, employment status, and behaviour.

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 that are valued by and are primarily experienced by individuals, and those that are valued and recognised by others:

- outcomes which are valued by and relate primarily to individuals, such as happiness, self-esteem and confidence, are referred to as *intrinsic* outcomes
- those which can also 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 motivation (an intrinsic factor), for example.

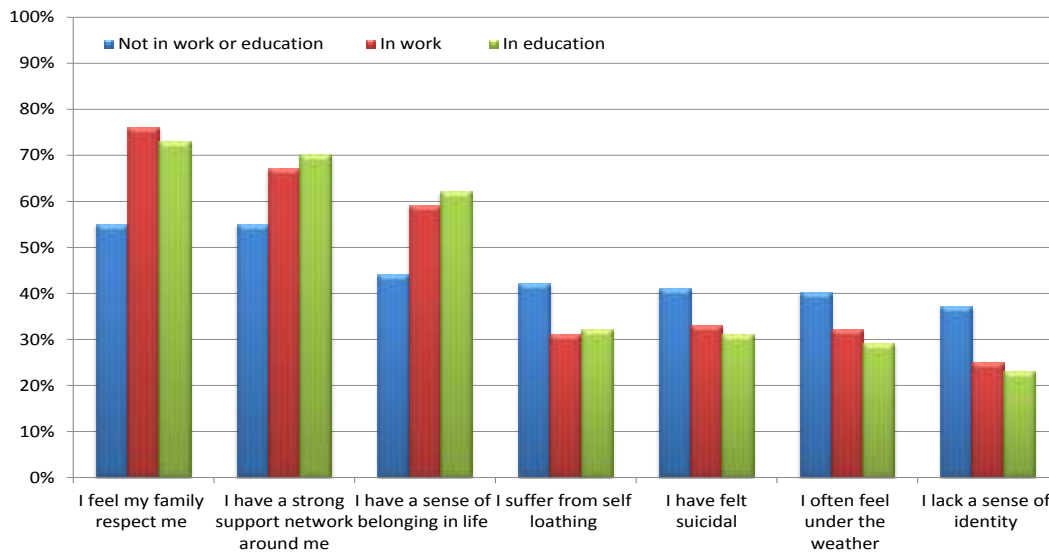
A complication is that intrinsic and extrinsic outcomes are often connected. More motivated children and young people are more likely to stay in school and have higher achievement in test results.⁸ As Figure 1 below shows, high levels of wellbeing and confidence correlate with participation in education 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).

⁶ Lexmond, J and Reeves, R (2009) *Building Character* London: Demos

⁷ Riots, Communities and Victims Panel (2012) *After the Riots*

⁸ Cunha, F, Heckman, JJ, Lochner, LJ, Masterov, DV *Interpreting the evidence on life cycle skill formation* (first draft 2003, revised 2005), prepared for the Handbook of the Economics of Education, E. Hanushek and F. Welch, editors, North Holland

Figure 1: Young people’s emotional wellbeing by economic status, %⁹



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 be a good parent. Evaluations of the impact of youth work, for example, have highlighted its contribution to both ‘human capital’ through the development of social and emotional capabilities, and ‘social capital’ through connection to communities and networks.¹⁰

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.

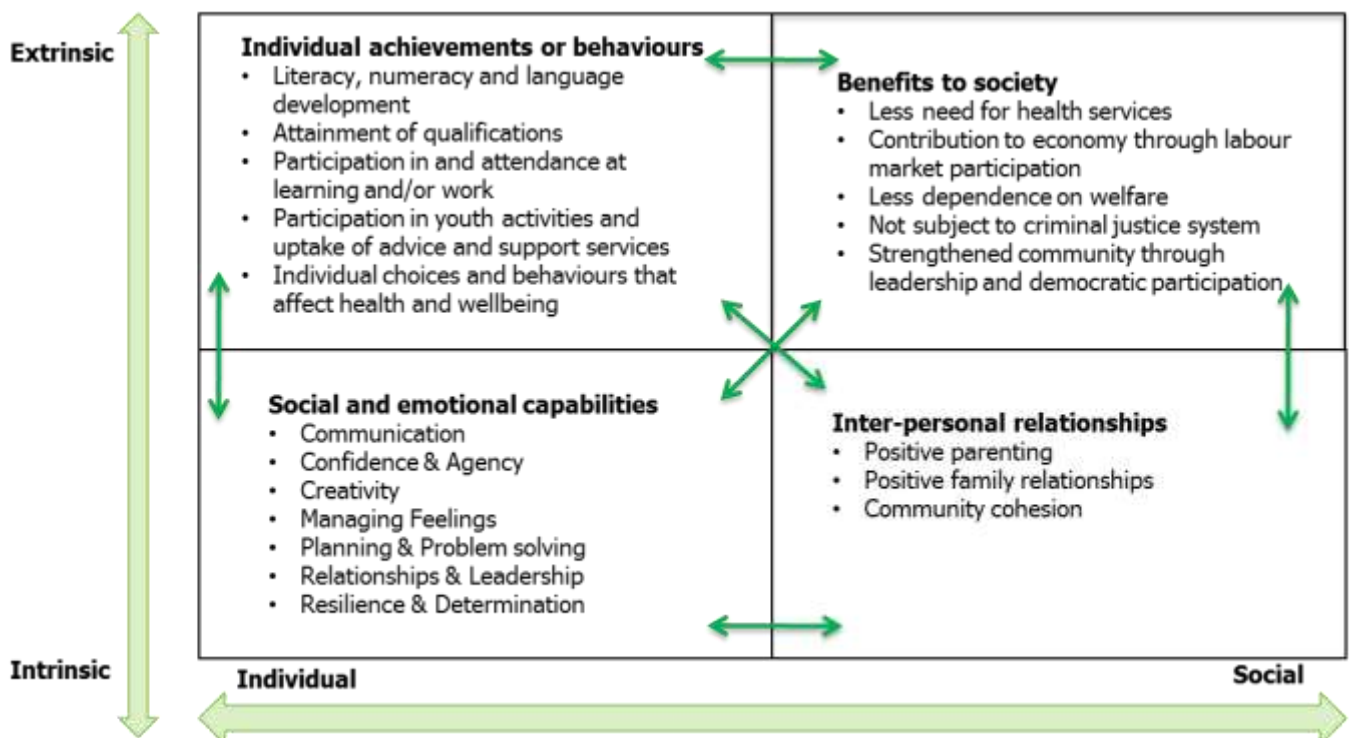
⁹ The Prince’s Trust (2010) *Macquarie Youth Index of 16-25 year olds in England*

¹⁰ Merton, B et al (2004) *A Evaluation of the impact of youth work in England* Nottingham: DfES

The outcomes model

All outcomes for young people can be mapped into a single conceptual framework defined by two dimensions – the distinction between individual and social outcomes and between intrinsic and extrinsic outcomes, as described above. Figure 2 illustrates this with examples of outcomes that fall into each of the resulting four quadrants.

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, and between individual and social outcomes
- the top right quadrant identifies those outcomes that have most direct impact on the public purse
- the bottom left quadrant identifies the intrinsic, individual social and emotional capabilities that result from the process of personal and social development such as communication skills, resilience and a sense of setting your own agenda. This Framework of Outcomes focuses most strongly on the 'clusters of capabilities' within this quadrant and their crucial significance to the achievement of other outcomes – particularly those that impact the public purse (the top-right quadrant)

- the four quadrants cannot easily be aligned to timescale. All outcomes could occur in the short-medium- or longer-term
- some of the outcomes are more reflective of true value than others. Although there is consensus on the value of extrinsic outcomes around education and career success, health and relationships, the difficulty in evidencing immediate and direct impact on these outcomes means that many providers and commissioners focus impact assessment on 'interim indicators' (in particular, those in the top-left quadrant) which are easier to measure.

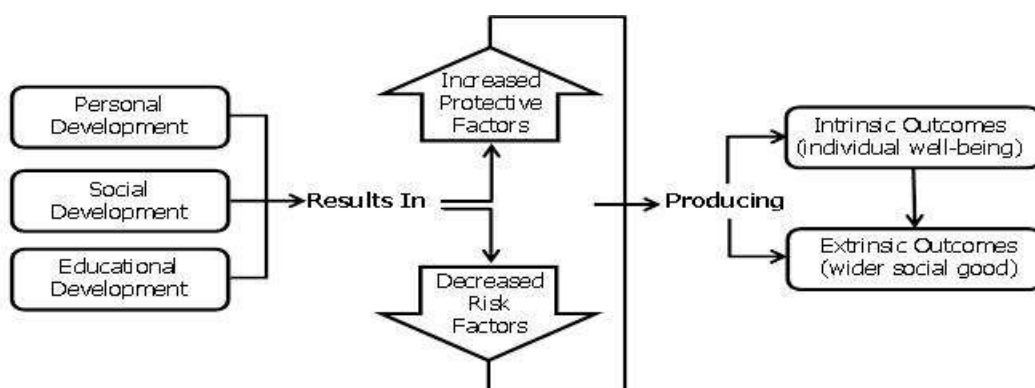
In the following section, we examine the evidence base that links social and emotional capabilities with other outcomes for young people – particularly those extrinsic outcomes society most often cares about.

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

Much effort has gone into reviewing more precisely the relationship between social and emotional capabilities and the achievement of extrinsic outcomes – for although important, this link is not straightforward. Individuals do not move passively through life. They are affected by, and must navigate, formal institutions (such as schools), peer networks, families and neighbourhoods, and what has been called the ‘wider learning platform’ (which ranges from friends to the internet).¹¹ The challenge is to connect all these ‘spheres of influence’ together for a positive result, empowering young people to take an active role in achieving positive life outcomes. 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 outcomes¹²



The process of assembling evidence is challenging, and it is particularly difficult to ascribe cause and effect. However, there is strong evidence on the correlation between risk factors and outcomes – for example, US research finds levels of perceived problem behaviour were higher for young men and older children from both single parent families and families including a step-parent;¹³ while socio-economic status is strongly related to both social and emotional capabilities, and functional (literacy/numeracy) skills at 14.^{14,15}

There is a growing consensus around the role that social and emotional capabilities play in the achievement of extrinsic outcomes. The evidence base which supports these connections is substantial and evolving – an overview of the evidence base is set out in Annex 1. There is less evidence on exactly

¹¹ Leadbeater, C (2008) *What’s Next? 21 Ideas for 21st Century Learning* The Innovation Unit

¹² London Youth (2011) *Hunch: a vision for youth in post austerity Britain*

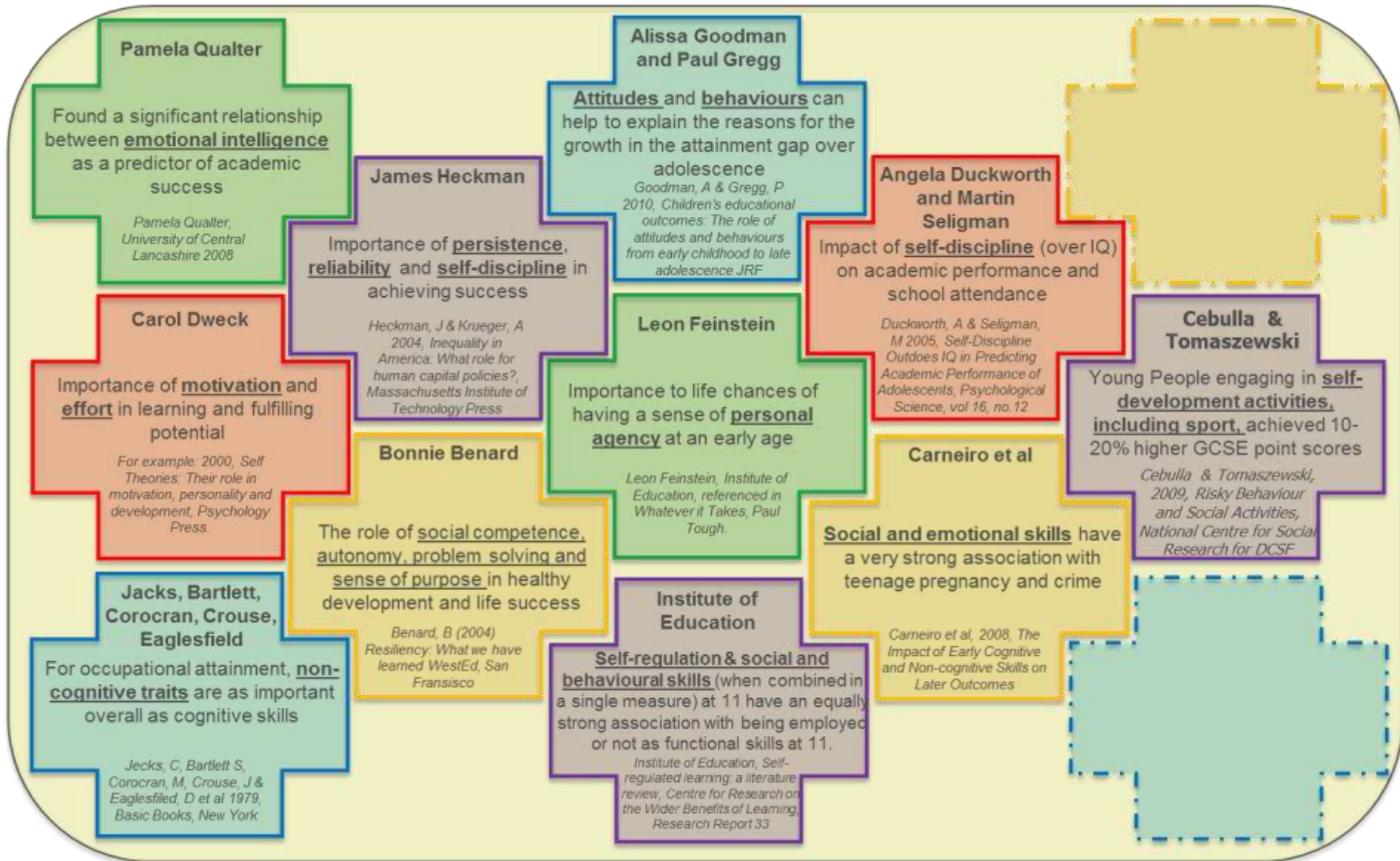
¹³ Aquilio, W and Supple, A (2001) ‘Long-term effects of parenting practices during adolescence in outcomes in early adulthood’ *Journal of Family Issues* 22:289

¹⁴ Chowdry, H, Crawford, C and Goodman, A (2009) *Drivers and Barriers to Educational Success* London: DCSF

¹⁵ 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

what works in cultivating these capabilities. Growing and developing an understanding about what works best, in what contexts and why, is critical.

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

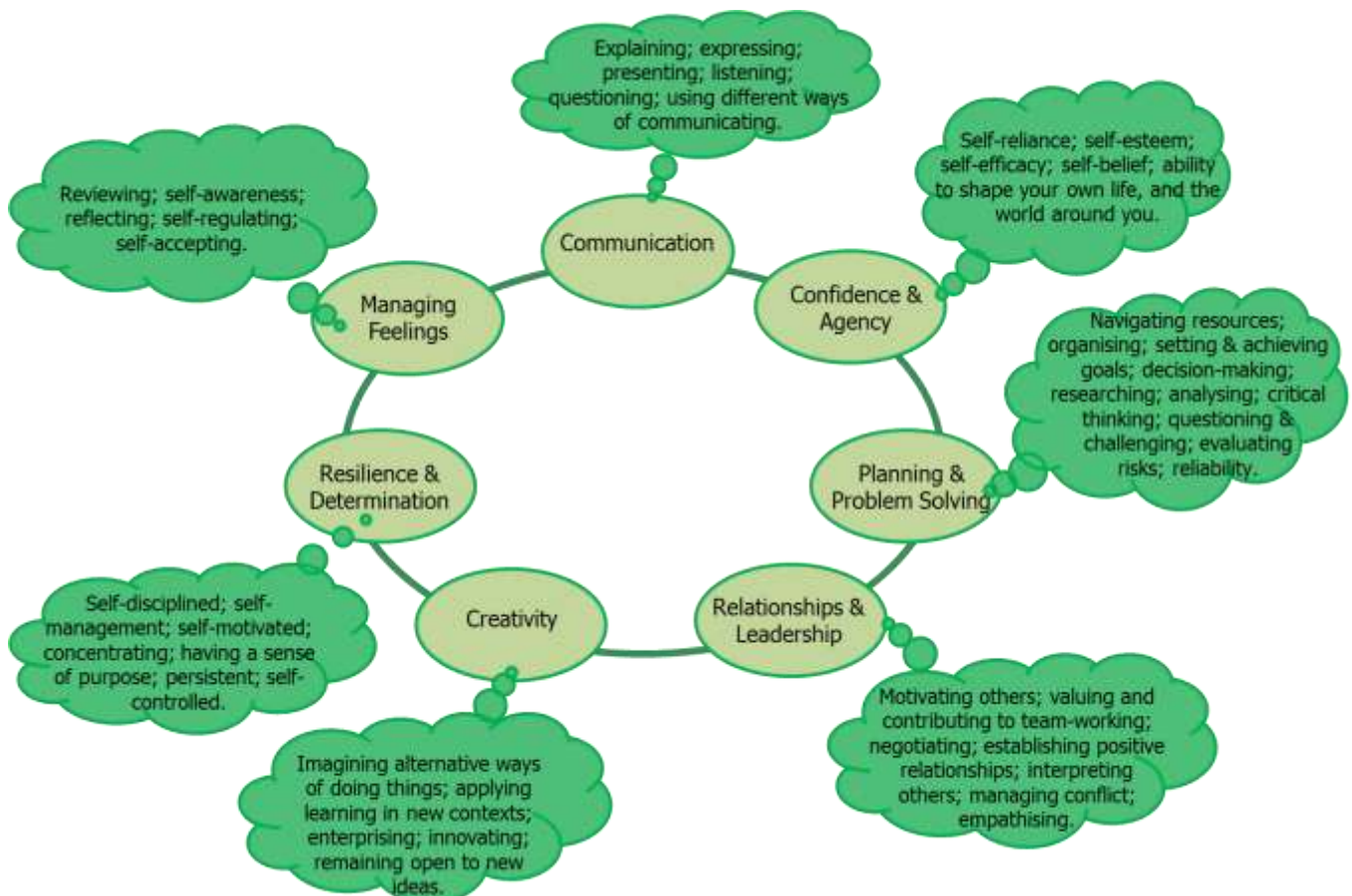


How can we understand social and emotional capabilities?

Evidence shows that 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 outcomes that they, and others, value both in their lives right now, and for their future.

We have reviewed a wide range of existing models, frameworks and award/accreditation schemes used by services for young people, schools, and agencies across health and criminal justice. These models¹⁶ were sometimes used for measurement and sometimes more informally to guide approach. Through this review, as well as the perspectives 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 an evidence base that demonstrates its importance and links to success in extrinsic outcomes – how these capabilities can act as a bridge between personal and positional change.

Figure 5: Clusters of capabilities



¹⁶ The frameworks reviewed included Fairbridge; Young Foundation SEED; the Aldridge Foundation Outcomes Framework; Personal Learning and Thinking Skills (QCA); Social and Emotional Aspects of Learning (SEAL); 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; James Côté’s Identity Capital; Youth Achievement Awards; the Arts Award and ASDAN Personal and Social Development and Volunteering Frameworks.

The evidence base underpinning the clusters is compelling and illuminating. It makes the case for why social and emotional capabilities matter, and explores how they are connected to a range of outcomes for young people:

- **communication** – for example, research from the University of Sheffield¹⁷ suggests that good communication is essential for a successful transition to work or training, for independence and to access a range of life opportunities. Both the Rose Review¹⁸ and Bercow Report¹⁹ highlighted the role of communication in attainment, and forming positive relationships. Improved communication skills have also been linked to reductions in reoffending
- **confidence and agency** – for example, Carol Dweck²⁰ has 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. Recent research for the Joseph Rowntree Foundation²¹ came to similar conclusions, and found evidence of a link between positive outcomes and self-confidence
- **planning and problem solving** – for example, Michael Turner's²² research suggests that problem solving, alongside resilience, provides young people with a 'positive protective armour' against negative outcomes associated with risky life events. Problem solving has also been shown to be associated with the ability to cope with stresses in life
- **relationships and leadership** – for example, Pamela Qualter²³ has found a strong relationship between emotional intelligence, positive school transitions and academic success
- **creativity** – for example, Benard²⁴ suggests that displaying creativity and imagination is related to resilience and wellbeing. The Robinson Report²⁵ notes that creativity can have an impact on both self-esteem and overall achievement
- **resilience and determination** – for example, a number of 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

¹⁷ Clegg, J, Hollis, C and Rutter, M (1999) 'Life sentence: what happens to children with developmental language disorders in later life?' in *RCSLT Bulletin*. Royal College of Speech and Language Therapists

¹⁸ Rose, J (2006) *Independent Review of Early Reading* London: DCSF

¹⁹ Bercow, J (2008) *The Bercow Report: A review of services for children and young people (0-19) with speech, language and communication needs* London: DCSF

²⁰ Dweck, C (2000) *Self-Theories: Their role in personality, motivation and development* Philadelphia: Psychology Press

²¹ Goodman, A and Gregg, P (eds) (2010) *Poorer children's educational attainment: how important are attitudes and behaviour?* Joseph Rowntree Foundation: York

²² Turner, M (2000) *Good kids in bad circumstances: a longitudinal analysis of resilient youth* Rockville, MD: National Institute of Justice

²³ See, for example, forthcoming research around Emotional Intelligence, Emotional Self-Efficacy and Academic Success in British Secondary Schools

²⁴ Benard, B (2004) *Resiliency: what we have learned* San Francisco: WestEd

²⁵ National Advisory Committee on Creative and Cultural Education (1999) *All our Futures: Creativity, Culture and Education*

toughness'. Angela Duckworth and Martin Seligman²⁶ have highlighted the importance of self-discipline as a vital factor in building academic achievement, significantly better than IQ

- **managing feelings** – for example, Daniel Goleman noted that 'mood management' is a critical part of Emotional Intelligence, and it also features in Howard Gardner's 'inter-personal intelligence'. There is evidence that regulating emotional behaviour is correlated with higher wages.²⁷

Different providers, commissioners, funders, investors, and indeed young people, will refer to social and emotional capabilities using different language and terminology. The clusters defined above provide a common language to describe the underlying capabilities, and it is hoped that this will lead to greater consistency of language. 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 both understand the evidence base, and develop a framework for articulating the impact of services. The clusters are not intended to replace quality judgments (for example, that activities are safe or enjoyable, or that young people's voices shape services), and are distinct from method or approach (for example, one which empowers young people). Quality, method and outcomes are vital and inter-connected elements of designing and delivering services for young people, and should be considered holistically.

What are the connections between the capabilities?

Our model does not present any one cluster of capabilities 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.*²⁸

The capabilities in all of the clusters are critical in enabling *all* young people to fulfill their potential, and make a positive transition to adulthood and independence. This is not a targeted model that only applies to certain groups of young people. However, some young people will need more support to develop the capabilities: they may not receive the right development opportunities through formal learning and may not have the necessary support from their family, peers and wider communities. Therefore services for young people have a critical role to play both by *directly developing* the clusters of capabilities in young

²⁶ Duckworth, AL and Seligman, MEP (2005) 'Self-discipline outdoes IQ in predicting academic performance of adolescents' *Psychological Science*, 16:12 pp 939–944

²⁷ Cawley, J et al (2001) Three observations on wages and measured cognitive ability *Labour Economics* 8(4) 419-442

²⁸ Hauser, S, Allen, J and Golden, E (2006) *Out of the Woods: Tales of resilient teens* Harvard University Press.

people and by *designing and increasing access to opportunities* that enable the development of the capabilities.

Whilst the outcomes model emphasises the development of social and emotional capabilities at an individual level, it does not seek to decontextualise work with young people, or overlook group work as the primary approach of many services for young people. Indeed, many social and emotional capabilities are 'demonstrated' through interpersonal connections and group interactions. Young people will always learn and develop within communities and societal contexts, and extrinsic outcomes in particular will be influenced by a range of other factors, which providers of services for young people will not always be able to shape.

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 points – and this may change over time. Indeed, the importance of each cluster will in part depend on the nature of any service or programme. For services that try to assess the impact of their work on the development of young people's social and emotional capabilities, deciding which aspect they are prioritising is a key first step.

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 for individual young people – and focus more explicitly on the development of social and emotional capabilities. These capabilities can potentially be evidenced within shorter timeframes than extrinsic social outcomes, and are more directly linked to value. The assessment of social and emotional capabilities is very useful in understanding and articulating both impact and value, but should always be approached with care.

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 for 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. Some tools can be used for evaluation (making judgements about whether or not a project or programme 'works') and others for monitoring (collecting, analysing and learning from information).

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. Tools can be more appropriate for diagnosis (understanding the needs and wants of young people) than performance management (how well they were met), and it is important to exercise caution regarding the conditions under which the tool is used. Tools used in isolation may give restricted or narrow information, and do not always provide an objective picture. It can be beneficial to use tools alongside other approaches such as case studies or witness testimonies in order to triangulate, or verify, the information gathered. Systems or IT platforms such as Views²⁹ enable providers to draw such sources of information together to present a broad picture. Similarly, award or qualification frameworks such as the Arts Award³⁰ or those offered by ASDAN³¹ can helpfully contribute towards and structure the gathering of varied evidence of young people's progress, and provide resources which focus on developing social and emotional capabilities.

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 included in the matrix has been taken from this desk research, expanded to include some others that were frequently

²⁹ www.views.coop

³⁰ www.artsaward.org.uk

³¹ www.asdan.org.uk

referenced during the development of the Framework – however it does not claim to be exhaustive, nor is it prescriptive. An overview of the tools and how they correspond to the clusters of capabilities is shown in Figure 6. The list focuses specifically on tools for measuring impact, often through ‘distance travelled’, which capture the difference at an individual level – some tools can be used in the context of group work, but ultimately focus on the response of the individual.

We have drawn together this detail into a matrix that gives information on each of the tools. In the majority of cases, the information has been provided by the tool makers.

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 a given programme, the nature of delivery, and the fit with existing methods for monitoring and evaluating the work.

The matrix concentrates on tools that can be used to measure the development of the clusters of social and emotional capabilities defined in the Framework of Outcomes. These capabilities are foundational to other outcomes for young people, yet they have been the outcomes that providers, commissioners and funders have found most difficult to quantify. The Framework does not, however, advocate a sole focus on these outcomes, which need to sit alongside other outcomes, outputs and indicators as appropriate. All of these together help to articulate the value of services, and build up a picture of their role in improving young people’s lives.

Figure 6: Matrix of tools

Clusters	Matrix of tools																										
	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	The Children's Society Wellbeing Tool	Resiliency Scales for Children and Adolescents	Rosenberg Self Esteem Scale	Self Image Profiles (SIP)	SelfSmart (www.selfsmart.org)	Strengths and Difficulties Questionnaire (SDQ)	The Resilience Scale	The Rickter 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	YP-CORE	
Communication				✓	✓	✓	✓			✓		✓				✓			✓	✓	✓					✓	
Confidence & Agency		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Creativity					✓	✓	✓			✓	✓	✓				✓			✓	✓	✓			✓			
Managing Feelings	✓	✓	✓	✓	✓	✓				✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Planning & Problem Solving					✓	✓	✓	✓	✓	✓		✓				✓		✓	✓	✓	✓	✓		✓	✓		
Relationships & Leadership			✓		✓	✓	✓			✓	✓	✓	✓	✓		✓			✓	✓	✓	✓		✓	✓	✓	
Resilience & Determination	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	

The Framework process

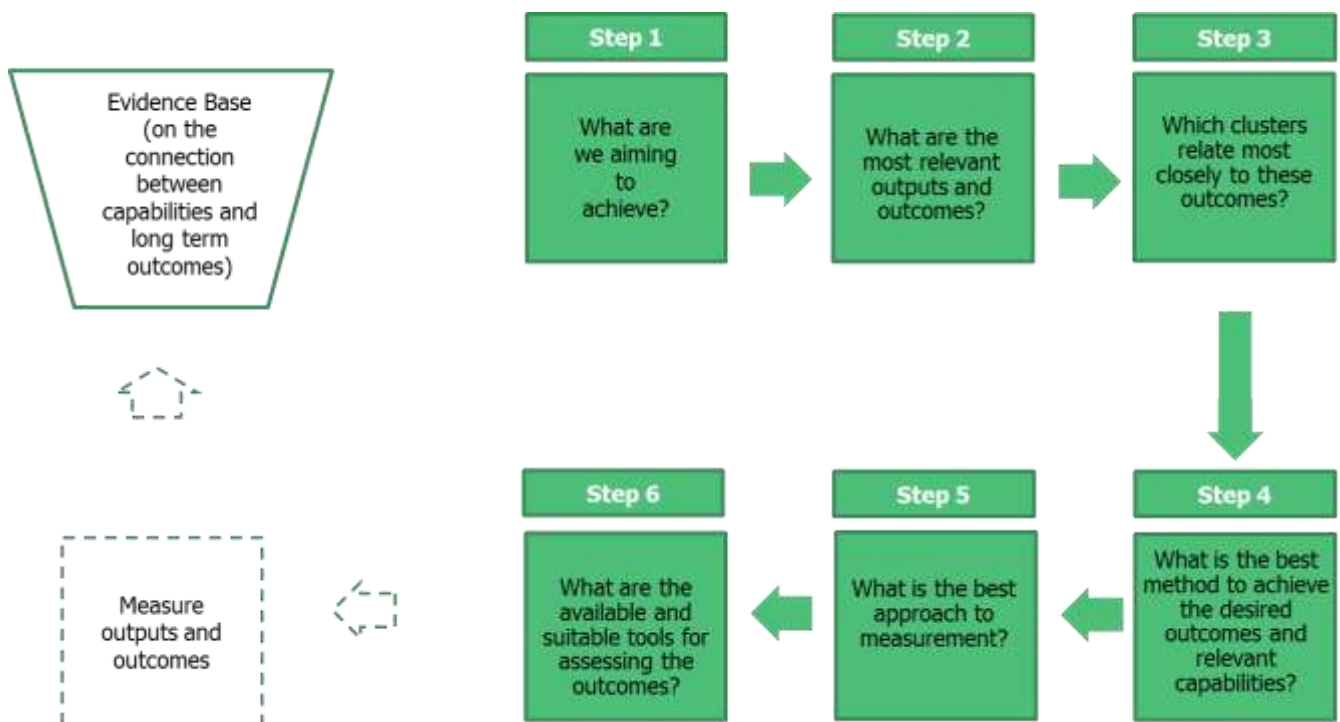
The measurement and evaluation of the impact of services is an important part of the wider cycle of planning and commissioning. Findings about what has worked, for whom and why, are a key output of the commissioning process and need to be fed back to inform future provision.

Stuart et al³² note that evaluation in work with children and young people, aside from being essential in the current climate, has a number of benefits:

- it links individual learning and its impact to both the programme’s aims/objectives and the business’ needs
- it is a natural part of review for individuals and organisations
- it can clarify what the programme is trying to achieve (content) and how (process)
- it establishes where the programme is working well and further improvements needed
- it closes the loop with feedback on progress against business needs.

Figure 7 below shows the process by which the Framework might be used in practice, both by providers to shape programmes or services and build evidence of their value, and by commissioners to develop more defined and better-evidenced outcomes from services. The model 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



³² Stuart, K et al (2011) *Literature review 5: Research and Evaluation Methods with Children and Young People*, Ambleside: Brathay Trust

Step 1: What are we aiming to achieve?

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 young mums and dads 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. This Framework of Outcomes and the clusters model, combined with other thinking or tools, can help sharpen reflection 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 accreditations achieved. These may be qualified by particular conditions: that spaces provided are safe, for example, or activities are meaningful. There is a range of quality assurance frameworks that 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, medium 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 in other areas. Providers and/or commissioners will need to determine for themselves the appropriate links between outcomes and the clusters of capabilities. The literature and evidence base cited in this paper can support the process of drawing out connections, as will tools such as theories of change.

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 or prioritising a smaller number of key capabilities, and robustly demonstrating the difference made, may create a much stronger impact.

Step 4: What is the best method to achieve 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, or methods, 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, and thus the outcomes that are intended to be measured. It can also help to identify where efforts to capture the difference should be focused. It is a technique frequently used by evaluators. 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 Annex 3.

Award or qualifications frameworks will also provide resources and curricula aligned to the development of social and emotional capabilities.

Step 5: What is the best approach to measurement?

Although it can be difficult, with attribution a particular challenge, it is possible to measure the impact of a service on young people's social and emotional capabilities.

Longer-term outcomes and outputs should be considered at this step, including deciding what to measure, how to measure it, and with what frequency. There are a number of guides to evaluation which are particularly relevant to work with young people.³³ Deciding on an approach to measurement involves thinking through a number of questions:

What is the question you are seeking to answer?

Reflecting on the question you are seeking to answer will influence the evidence you will need to gather.

For example, 'how can I understand the distance travelled by the young people we work with?' will call for a very different approach to 'what is the difference my service makes to young people who would otherwise not access such support?' It is also useful for providers to think through the questions that funders or commissioners may be seeking to answer.

What standards of evidence do you want to achieve?

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.³⁴ CAYT, commissioned by the Department for Education, has also created a repository for 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.

Building on the work of CAYT, the Social Research Unit has produced guidance around standards of evidence. This work focuses on the higher levels of evidence, and is designed for programmes or interventions that aim to build up an evidence base to prove they are effective. There are four different

³³ See, for example, Merton, Comfort and Payne (2005) *Recording and recognising the impact of youth work* Leicester: NYA

³⁴ See <http://www.ifs.org.uk/centres/cayt>

elements to the standards – intervention specificity, evaluation quality, intervention impact and system readiness.³⁵

What is proportionate?

It will also 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. Alternatively, if a provider wants to take a particularly rigorous approach, it may opt to work with a sample of young people in the first instance, rather than a larger group or the whole cohort. However, if a funder or commissioner is making a large investment in services for young people, it may want to consider how it can direct its resources to best capture the learning, build the knowledge base for the future, and help to grow a culture of self-evaluation. 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.

Proportionality also relates to how often you 'measure' – beginning, middle and end on a short programme might be burdensome, whereas this may be too infrequent on longer programmes. This also needs to be considered from the perspective of young people, in terms of what proportion of their time with you is taken up with measurement or evaluation.

Who are you working with, and how?

This involves thinking about both the young people you are working with, and your approach, alongside the agencies and individuals with whom you have stakeholder relationships.

The young people you work with, and how you work with them, will influence your practical approach to measurement. This may be because you work more in a group work setting than one to one, for example, or because the young people you work with have a disability such as a visual impairment or autistic spectrum disorders.

Similarly, mapping your stakeholder relationships can highlight who you need to communicate your impact to, and how. Different stakeholders will respond to different types of evidence.

It is critical that the learning from your approach to measurement influences and feeds into the planning and delivery process, creating a virtuous circle. Reflecting on how this process might work, and who needs to be involved, will help to inform the approach.

What outcomes are you focused on?

The priority outcomes for a service or provider – including short-, medium- and longer-term, intrinsic and extrinsic – will influence the approach to measurement. This closely relates to the tool chosen (see step 6 below) but also when and how often a tool is used, and in what setting. It is also useful to consider what other information might be helpful, and how stakeholders or partners can assist. Asking a

³⁵ Social Research Unit et al (2011) *Standards of Evidence* Dartington: Social Research Unit

referral agency for information on next destinations, for example, can add colour or depth to your data, as can asking a school or other institution for wider information about a young person's progress.³⁶

What resources are available?

In practice, available resources often play a strong role in determining the approach to measurement. Resources can include funding to purchase tools and associated training, access to IT systems, or time to embed an approach across a service. Different approaches will make very different resource demands. This is also important to consider in how data are used. A paper-based approach has little value, for example, if there is no capacity or process to feed the data into a wider system which enables learning from the findings.

Step 6: What measurement tools are available and suitable?

Selecting an available and suitable tool is closely connected to determining the overall approach to measurement. While this is likely to be an iterative process, it should be guided primarily by the principles set out in step 5. Allowing a tool to dictate your approach may have unintended consequences.

There are number of publicly available tools to measure the impact of a service on young people's social and emotional capabilities – open source and for 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, and feed into service design. 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. To help inform decisions, the matrix of tools contained within this Framework provides information and guidance about the range of different tools available.

³⁶ Although it is important to note issues of confidentiality, information sharing is now a key element of partnership working.

Annex 1: The evidence base on social and emotional capabilities and wider outcomes

This Framework makes the case for why social and emotional capabilities matter, and explores how they are connected to a range of outcomes for young people. It also proposes a core set of social and emotional capabilities which are of value to all young people. The Framework does not consider method or approach in developing these capabilities. As such, this Annex provides an overview of the evidence base linking social and emotional capabilities to other outcomes for young people, particularly longer-term extrinsic outcomes. It does not include evidence on what works in developing these capabilities.

Evidence suggests that social and emotional capabilities are not only linked to the achievement of positive life outcomes for young people, but in some cases they are more important than cognitive skills.

Carniero et al³⁷ used data for Great Britain from the National Child Development Study, and found that 'non-cognitive skills' were important for a host of outcomes, including attendance and post-16 participation in learning, employment status and wages, health and risky behaviour, likelihood of obtaining a degree. Non-cognitive skills included persistence, attentiveness and a range of 'social skills' such as getting on with others, truthfulness, and asking for help willingly. Interestingly, the researchers found that the impact of these social and emotional capabilities on outcomes is the same across all young people, regardless of socio-economic group. Carniero et al's research also came to another conclusion:

More importantly, our work suggests that social skills may be more malleable than cognitive skills, which – if true – suggests that there may be greater scope for education policy to affect social skills rather than cognitive skills.

Recent research for the Joseph Rowntree Foundation also suggests that social and emotional capabilities are connected to positive outcomes. Goodman and Gregg³⁸ note that attitudes and behaviours account significantly for attainment gaps between children from rich and poor backgrounds. Young people are more likely to do well at school if they have self-belief, self-efficacy and agency – that is, if they believe they can avoid risky behaviour, and that events result primarily from their own behaviour and actions. This is also referred to as having an 'inner locus of control', a factor which has been highlighted as significant in a range of other research. Interestingly, Goodman and Gregg also note that the evidence base for interventions designed to improve these capabilities is weak, and needs to be strengthened.

³⁷ Carniero, P et al (2007) *The Impact of Early Cognitive and Non-Cognitive Skills on Later Outcomes* London: Centre for the Economics of Education

³⁸ Goodman, A and Gregg, P (eds) (2010) *Poorer children's educational attainment: how important are attitudes and behaviour?* York: Joseph Rowntree Foundation

In a recent review of the impact of attitudes and aspiration on attainment, Gorard et al³⁹ draw together the four key capabilities which appear in literature around children and young people:

- self-concept: an individual's perception of themselves
- self-esteem: closely related to self-concept, refers to an individual's evaluation of their own worth or goodness
- self-efficacy: an individual's belief in their own ability to achieve something
- locus of control: very similar in definition to self-efficacy, refers to an individual's belief that their own actions can make a difference.

The researchers conclude that evidence shows that in some cases there is an association between these capabilities and attainment, but that the relationship is complex, with insufficient research to back up some of the claims that are made. Critically, the review highlights the importance of considering these capabilities alongside other areas of competence.

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 social and emotional capabilities 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 capabilities plus the ambiguity of self-reported data makes measurement difficult.

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 that

*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.*⁴⁰

Heckman believes that policy should focus on developing these social and emotional capabilities favoured by employers, such as perseverance, dependability and consistency.

In other research, Heckman and colleagues⁴¹ have also shown that both cognitive and non-cognitive skills influence education attainment, smoking by age 18, imprisonment, participation in illegal activities, and pregnancy by age 18. Their research suggests that, for many of these behaviours, non-cognitive skills are much more important than cognitive skills.

³⁹ Gorard, S et al (2012) *The impact of attitudes and aspirations on educational attainment and participation* York: Joseph Rowntree Foundation

⁴⁰ 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

⁴¹ Heckman, J, Stixrud, J and Urzua, S (2006) *The Effects of Cognitive and Noncognitive Abilities on Labor Market Outcomes and Social Behavior* NBER Working Papers 12006, National Bureau of Economic Research, Inc.

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, social and emotional capabilities are more readily changed at later ages. Therefore, there is a strong case that non-cognitive interventions, such as those provided by many who work with young people, are appropriate for a person's teenage years:

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.⁴²

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 that 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 and social development. She believes that an education system that 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:

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.⁴³

Angela Duckworth and Martin Seligman looked at the importance of self-discipline on a group of 13 and 14 year olds from a socio-economically and ethnically diverse school. They conducted a two-year study of the young people's 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 young people consistently out-performed their peers on every academic performance variable, including teacher-assessed grades and national assessment scores. They concluded that:

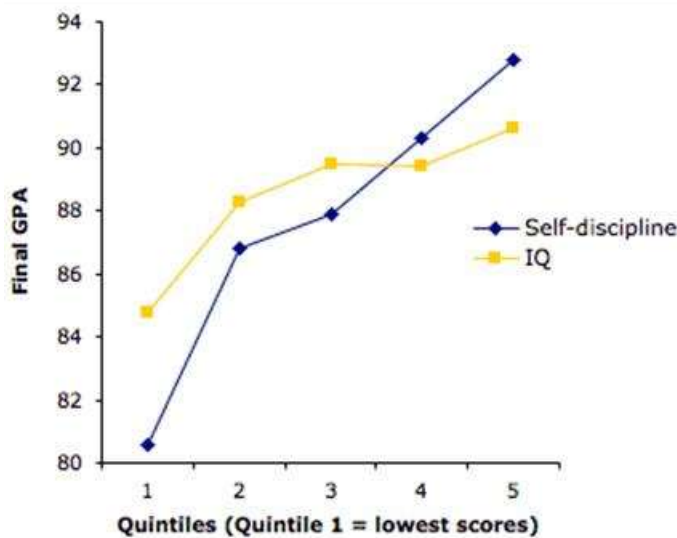
⁴² Cunha, F, Heckman, JJ, Lochner, LJ, Masterov, DV *Interpreting the evidence on life cycle skill formation* (first draft 2003, revised 2005), prepared for the Handbook of the Economics of Education, E. Hanushek and F. Welch, editors, North Holland

⁴³ Dweck, C (2000) *Self-Theories: Their role in personality, motivation and development* Philadelphia: Psychology Press

*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.*⁴⁴

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 – more strongly than IQ.

Figure 13: Final Grade Point Average (GPA) as a function of ranked quintiles of IQ and self-discipline⁴⁵



Leon Feinstein 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.*⁴⁶

Therefore there is a clear argument that intervention should not focus solely on functional skills but also on personal and social 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'.

⁴⁴ Duckworth, AL and Seligman, MEP (2005) 'Self-discipline outdoes IQ in predicting academic performance of adolescents' *Psychological Science*, 16:12 pp 939–944

⁴⁵ *ibid*

⁴⁶ Feinstein, L (1998) *Pre-school Educational Inequality? British Children in the 1970 Cohort* Discussion Paper 404, Centre for Economic Performance

The relationship is a complex one and is by no means one-dimensional. At age ten, conduct disorder predicts male adult unemployment but it is self-esteem that predicts male earnings.⁴⁷ For women, the 'locus of control' variable – or personal agency – 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 while differences in functional skills became 20 per cent less important.

Feinstein recommends that:

*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.*⁴⁸

James E. Côté's⁴⁹ work is also helpful in understanding the role of 'capital'. Côté believes that *human* (skill-oriented knowledge) and *cultural* (knowledge of 'high culture') capital are helpful concepts, but neither comprehensively describes what is necessary for individuals to navigate complex choices and opportunities. Côté notes that young people today require more personal resources and heightened awareness to make their way through "uncharted and often hostile territory". These personal resources and awareness are what Côté refers to as 'identity capital', which includes ego strength, self-efficacy, cognitive flexibility and complexity, self-monitoring, critical thinking abilities, moral reasoning abilities, and other character attributes that can enable young people to understand and negotiate the various social, occupational and personal obstacles and opportunities they are likely to encounter throughout their lives. Côté believes that skill-oriented knowledge "does little for short- or long-term personal development or fulfilment" and as such "may not be the most astute investment".

Peter Evans argues for the importance of developing 'identity capital' 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.*⁵⁰

⁴⁷ Feinstein, L (2000) *The Relative Economic Importance of Academic, Psychological and Behavioural Attributes Developed in Childhood* London: Centre for Economic Performance

⁴⁸ Feinstein, L (2000) *The Relative Economic Importance of Academic, Psychological and Behavioural Attributes Developed in Childhood* London: Centre for Economic Performance (LSE)

⁴⁹ Côté, J (1996) 'Sociological Perspectives on Identity Formation: the cultural Identity link and identity capital' *Journal of Adolescence* 19 pp 491–196

⁵⁰ 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

Building on the theme of social and emotional development, analysis of personal relationships⁵¹ 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 and Hamilton⁵² and Roth⁵³) highlights key aspects of quality that are significantly associated with improved outcomes, including positive relationships (young people reporting developing warm and trusting relationships), emotional and physical safety (young people and their parents reporting feeling that the programme is safe) and a focus on life skills (young people reporting that they acquire skills such as teamwork, leadership, and conflict resolution). Pamela Qualter's⁵⁴ research at the University of Central Lancashire has highlighted emotional intelligence and 'emotional self-efficacy' as significant in academic achievement, and smooth school transitions.

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". Mental toughness has four components: control (emotional and life), challenge, commitment and confidence (abilities and interpersonal). The team's research has shown that capability 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 further and higher education, and greater employability. Mental toughness has also been shown to improve stress-resilience among young people. More specifically, mentally tough young people are less prone to depressive symptoms if a high stress situation is perceived.⁵⁵

Resilience – the ability to bounce back, or adapt in the face of obstacles - is increasingly identified as a significant protective factor, particularly for the most vulnerable and disadvantaged young people. All young people will be faced with risk, throughout the life course, but some young people will experience such risks disproportionately, as individuals, within families, and through their communities. Evidence suggests that resilience is a critical factor in whether or not young people exposed to repeated risks 'succeed in life'. Turner's⁵⁶ research suggests that individual resilience (for example, related to self-esteem) is influential, but is much more powerful when combined with other protective factors. He concludes that services for young people should take a 'broad based' approach, building a range of protective factors, alongside attempting to reduce risk. The National Resilience Resource Center at the

⁵¹ DCSF (2009) *Young People in England: An evidence discussion paper*; based on LSYPE

⁵² Moore, K and Hamilton, K (2010) 'How out-of-school time programme quality is related to adolescent outcomes' *Child Trends Research Brief No 19*

⁵³ Roth, J and Brooks-Gunn, J (2003) 'What exactly is a youth development program? Answers from research and practice' *Applied Developmental Science* 7:2 pp 94–111

⁵⁴ See, for example, forthcoming research around Emotional Intelligence, Emotional Self-Efficacy and Academic Success in British Secondary Schools

⁵⁵ 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

⁵⁶ Turner, M (2000) *Good kids in bad circumstances: a longitudinal analysis of resilient youth* Rockville, MD: National Institute of Justice

University of Minnesota⁵⁷ refers to four 'manifestations of resilience': social competence, autonomy, problem solving, and sense of purpose. Benard⁵⁸ notes that these 'strengths' are associated with healthy development and life success, and that they "hold up under the scrutiny of research" since they were first suggested in the early nineties.

Research shows that social and emotional capabilities 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 the difference between being good at a subject and being good at doing a job. In 2009, too few people have these skills.*⁵⁹

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*⁶⁰, a report from the New Commission on the Skills of the American Workforce, and the Robinson Report, *All our futures: Creativity, Culture and Education*⁶¹ identify a growing need for creative skills to be developed and encouraged in young people, in order "to develop young people's capacities for original thought and action". The Robinson Report defines creativity as "imaginative activity fashioned so as to produce outcomes that are both original and of value", and notes that "when individuals find their creative strengths, it can have an enormous impact on self-esteem and on overall achievement".

Both studies report a static education system which is failing to answer the needs of a rapidly changing employment market. Creativity and enterprise are 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".

⁵⁷ Benard, B (1991) *Fostering resilience in kids: protective factors in the family, school and community* Minneapolis: National Resilience Resource Center

⁵⁸ Benard, B (2004) *Resiliency: what we have learned* San Francisco: WestEd

⁵⁹ UKCES (2009) *The Employability Challenge*

⁶⁰ National Center on Education and the Economy (2006) *Tough Choices or Tough Times: The report of the new Commission on The Skills of the American Workforce* Executive summary

⁶¹ National Advisory Committee on Creative and Cultural Education (1999) *All our Futures: Creativity, Culture and Education*

Annex 2: The business case for investment in services for young people

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

There have for some time been attempts to understand costs to the public purse (potentially) saved by services for young people. Social Return on Investment (SROI)⁶² 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), however, are relatively new and are untested in the longer-term.

It is well recognised that *not* supporting young people to thrive and achieve longer-term positive life outcomes has a significant cost implication for the public purse – research from the University of York, for example, identified the 'lifetime costs of being NEET' as £12 billion for the 16-18 year old cohort.⁶³ 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 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.⁶⁴

The report argues that, by supporting these young people, £3.2 billion in 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

⁶² 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

⁶³ Coles, B et al (2010) *Estimating the life-time cost of NEET: 16-18 year olds not in Education, Employment or Training* The University of York

⁶⁴ nef, Catch 22 (2011) *Improving Services for Young People, An economic perspective* London: nef

- £1.4 billion for the state over five years, for example as a result of more young people being in jobs and there being fewer demands on emergency services and mental health services.

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.⁶⁵

In *Teenage kicks: The value of sport in tackling youth crime*⁶⁶, 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 of 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 Centre 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

⁶⁵ nef, Catch 22 (2011) *Improving Services for Young People, An economic perspective* London: nef

⁶⁶ New Philanthropy Capital (2011) *Teenage Kicks: The value of sport in tackling youth crime* London: NPC

£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.⁶⁷

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.

⁶⁷ The Prince's Trust with the Centre for Economic Performance, London School of Economics (2010) *The Cost of Exclusion: Counting the cost of youth disadvantage in the UK* London: The Prince's Trust

Annex 3: 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 Oracle.⁶⁸ 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.

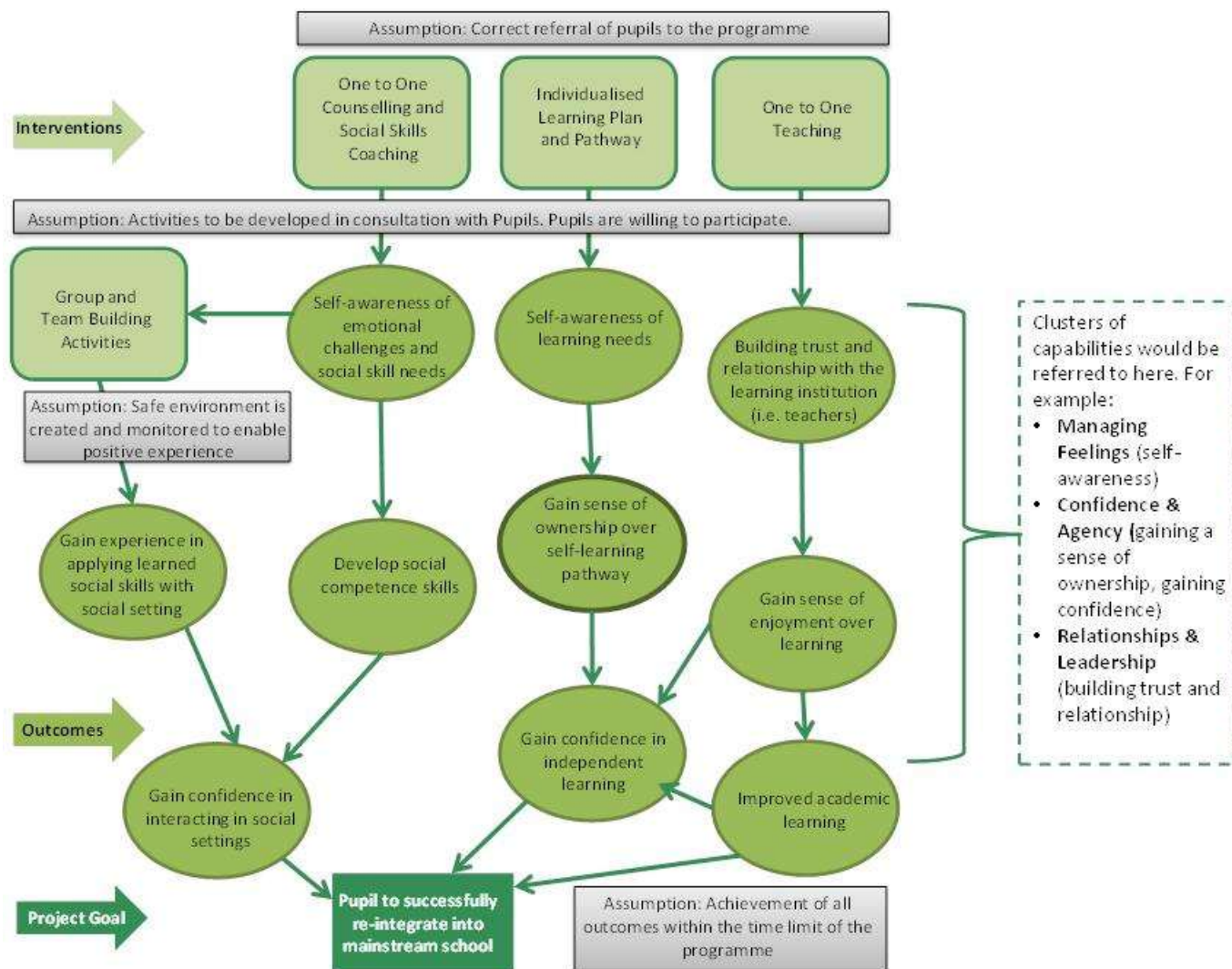
Figure 11: Example of a logic model

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.

⁶⁸ 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 the development of social and emotional capabilities, are intended to result in the longer-term outcomes. Importantly, it also includes any assumptions that underpin the service.

Annex 4: 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 are we aiming to achieve?

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 provider 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 group
- develop a programme of partnership work with the schools (and others as appropriate) involved to reduce bullying.

In terms of outcomes, the provider wants to:

- support the young people to re-engage fully with school, feeling safe and confident
- help the young people make friends
- enable the young people to gain new skills and build confidence and resilience (particularly including the capacity to respond appropriately themselves to bullying) and to manage their feelings about the experience of being bullied
- stop the bullying, and to change the behaviour of perpetrators.

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-belief 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 and determination will play a key role in supporting young people to cope and thrive

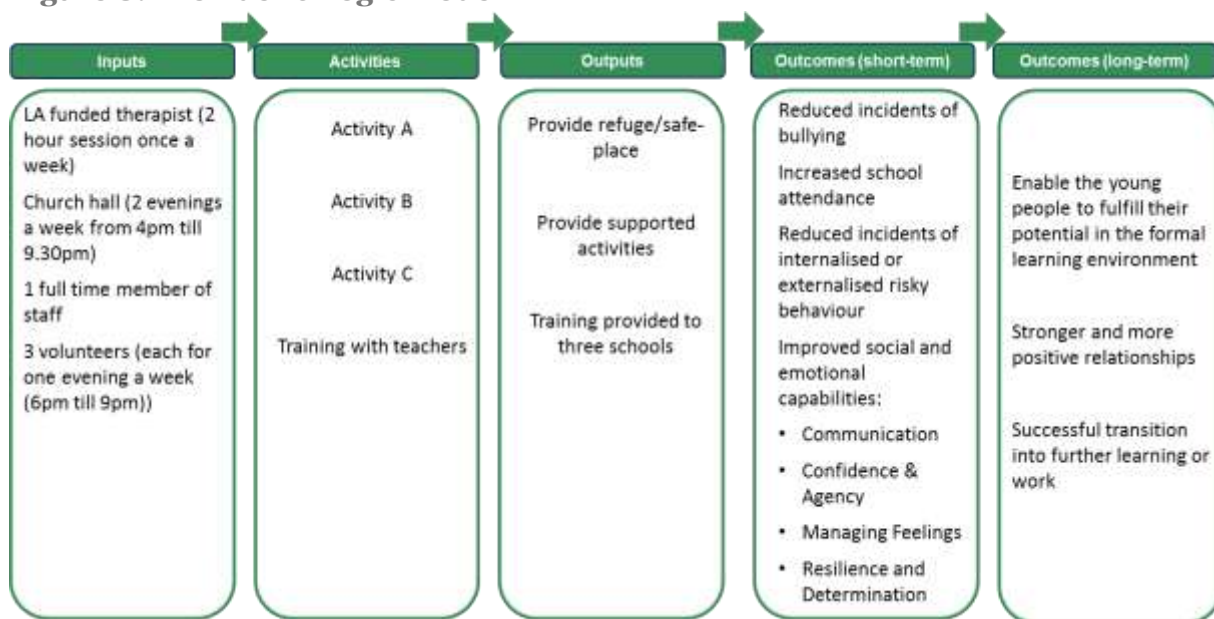
Step 4: What is the best approach to achieving the desired outcomes and relevant capabilities?

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
- 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 3 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 understand what they would like from the service. The provider also decides to undertake diagnostics to assess more specifically the 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 behaviour, alongside further incidents of bullying. This will be gathered and recorded through the weekly mentoring sessions planned as part of the activities, and recorded through the provider's 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 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 this Framework of Outcomes 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 map well onto the more relevant capabilities.

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)

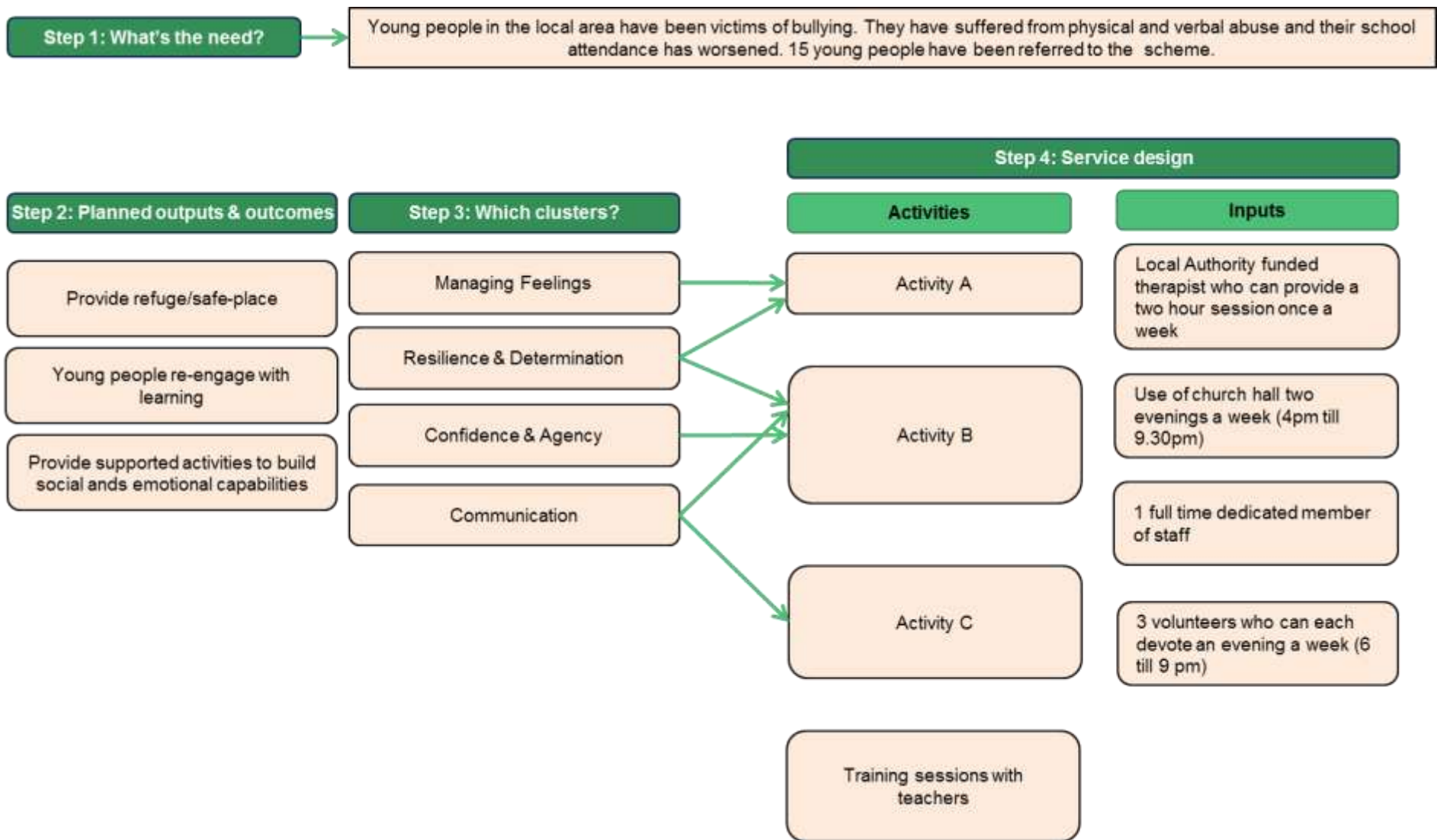
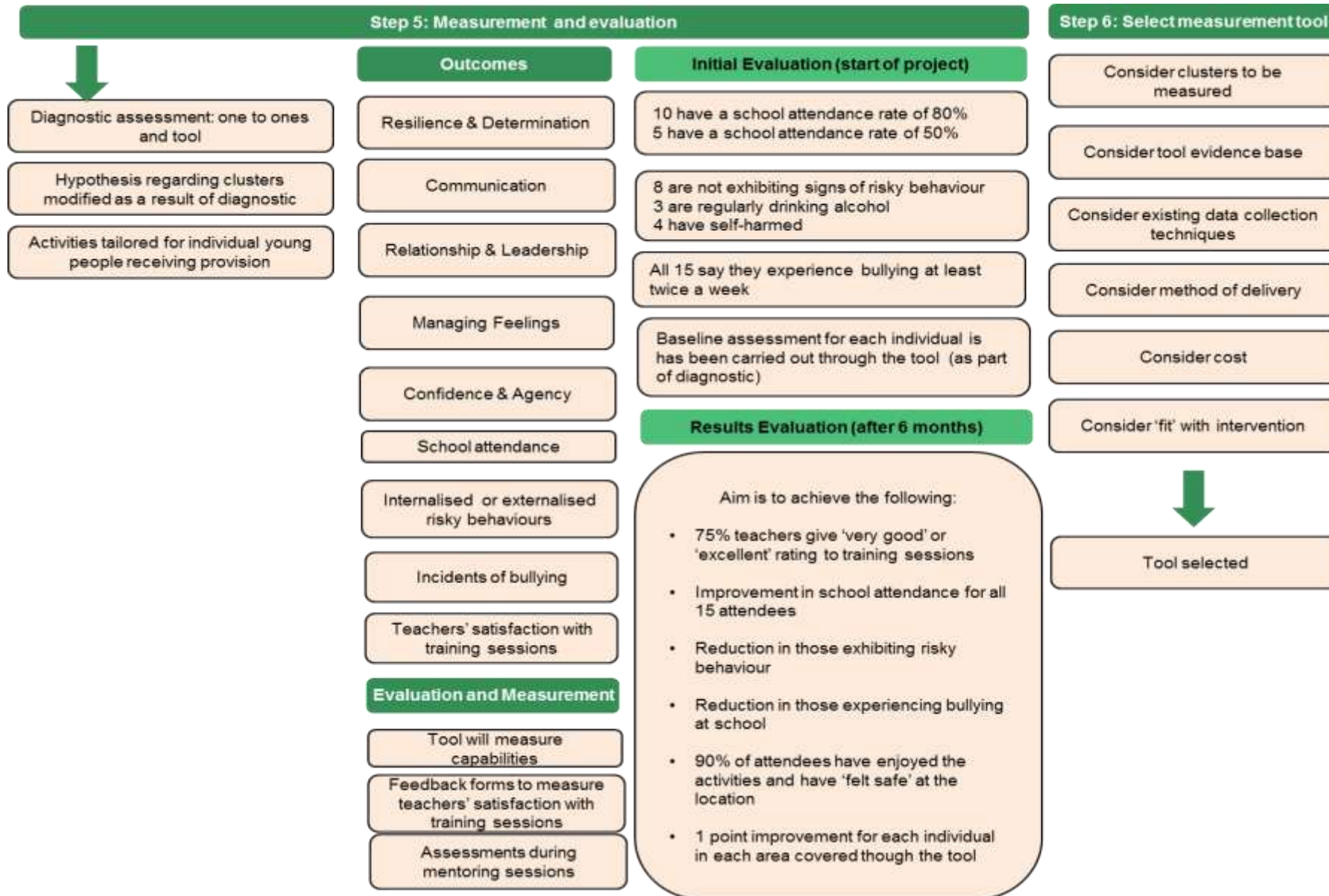


Figure 9b: Schematic diagram of steps taken by provider (steps 5 and 6)



Local commissioning body

Step 1: What are we aiming to achieve?

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 that 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 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
- an increase in the number of volunteering opportunities locally, which support both young people’s development and enable them to take an active part in their local communities.

In terms of outcomes:

- young people will develop their resilience, determination and emotional wellbeing

- young people will 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
- young people will have increased exposure to and understanding of the world of work, through a range of opportunities
- young people will be better equipped to make decisions about their future in the local area.

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 approach to achieving 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 confidence and agency, creativity, managing feelings, relationships and leadership, and resilience and determination.

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 work experience placements and partnerships between local business and the youth service, and where possible investigate the links between a longer-term increase in local 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 are we aiming to achieve?

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.

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 among 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 approach to achieving 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
- 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 young 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, and the type of activities they participate in.

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 this Framework of Outcomes, which gives a listing of tools that 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.

Grant-making foundation

Step 1: What are we aiming to achieve?

The organisation is a national foundation that gives grants to providers that 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
 - experiencing, or at risk of experiencing, poor health outcomes
 - 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. Some grantees use outputs to report on their services, some use indicators, and others use user-voice surveys and reports. 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.

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 approach to achieving 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 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).
Emotional Intelligence	The ability to identify, understand, and manage the emotions of oneself, of others, and of groups.
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	Activities that harm the young person such as drinking, smoking, drug use or truancy.

Term	Description
behaviours	
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.
Locus of control	The extent to which someone believes they can control events which affect them. The locus is either internal (where the individual controls their life) or external (where the individual believes that their life and decisions are controlled by outside factors they cannot influence).
Managing feelings	Being able to identify, recognise and express feelings positively, and in ways that do not hurt others or yourself. Closely related to self-awareness.
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.
Personal and social development	The Government’s <i>Positive for Youth</i> strategy states that the process of personal and social development includes <i>developing social, communication, and team working skills; the ability to learn from experience, control behaviours, and make good choices; and the self-esteem, resilience, and motivation to persist towards goals and overcome setbacks.</i>

Term	Description
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).
Risk and protective factors	Risk factors are those that contribute to poor outcomes, while protective factors promote them. Risk factors include poor literacy and numeracy, or low socio-economic status. Protective factors include supportive families, and resilience.
Self-discipline	The ability to motivate oneself in spite of a negative emotional state. This can include willpower, hard work and persistence.
Self-efficacy	A person's belief in their own competence or ability to achieve goals.
Self-esteem	An overall evaluation or appraisal of self-worth. It includes beliefs and emotions. Self-concept is described as what we think about the self; self-esteem is described as how we feel about it.
Self-regulation	A person's ability to adapt their behaviour according to either internal or external standards, goals or ideals.
Social and emotional capabilities	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.
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	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.
Wellbeing	How people experience the quality of their lives.

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