



# Advice on establishing an outcomes measurement framework

A report for Young Citizens

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# Executive Summary

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# This report provides advice to Young Citizens on its outcomes measurement framework

- Young Citizens asked PBE to provide advice on the design of its outcomes and measurement framework. This will be used by Young Citizens to demonstrate the positive impacts of its programmes to help young people develop the knowledge, skills and confidence to participate as active, engaged and motivated citizens.
- This report sets out our findings and recommendations in relation to (a) the overall design of the measurement framework, and (b) the approach to more detailed data and measurement issues.
- Our recommendations are not specific to the existing programmes and will be applicable to any future programmes developed by Young Citizens.
- The focus of this study is on the purpose and design of the outcomes measurement framework. Further work will be needed to implement our recommendations.

# Our recommendations on the framework design

1. Develop Theory of Change to identify outcomes targeted by each programme
2. Focus on measuring direct rather than wider outcomes
3. Supplement evidence on direct outcomes using literature on wider outcomes
4. Focus on cost effectiveness analysis, given the difficulties of robustly monetising programme impacts
5. Use consistent measurement methods to ensure that programmes can be compared

# Our recommendations on data and measurement

1. Measure inputs at the programme level and apportion costs
2. Measure the amount of time volunteers contribute
3. Systematically record activities and outputs as management information
4. Use surveys and tests to measure direct outcomes
5. Identify outcome measures that map to the direct outcomes
6. Assess the impact of programmes on outcomes against an appropriate benchmark
7. Use a control group approach if possible, particularly if there are concerns about confounding factors

# Background and Approach

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# Introduction to the Young Citizens

Young Citizens (formerly known as the Citizenship Foundation) was set up nearly 30 years ago. It runs programmes to help young people develop the knowledge, skills and confidence to participate as active, engaged and motivated citizens. Young Citizens' flagship programmes are:

- **Go-Givers:** Young Citizens provides schools resources for citizenship, SMSC and PSHE education for primary school students
- **Make a Difference Challenge:** primary school students in partner schools choose a cause and plan a campaign/action
- **Mock Trials:** teams of secondary school students participate in mock trials in local courts
- **Legal Experts in Schools:** Lawyers volunteer to run sessions with secondary school students on different aspects of law

# Context and aim of this report

- Young Citizens asked PBE to provide advice on the design of an outcomes measurement framework that it can use to develop a stronger evidence base to demonstrate the positive impacts of its programmes.
- Our recommendations are not specific to the existing programmes and will be applicable to any future programmes developed by Young Citizens.
- One of the key strategic rationales for this work is the need to provide evidence of the benefits of Young Citizens' programmes to potential funders. In this context, we note that the proportion of Young Citizens' income from central government grants has reduced from 60% to zero over the past 6 years. [Direct income from schools currently represents 25% of Young Citizens' income, and this is expected to grow.](#)

# This report will help Young Citizens address a number of objectives

Young Citizens identified a number of potential uses for this report:

- To help Young Citizens test its theory of change, in particular to provide insight into which of its assumptions appear to be accurate, and which are less so.
- To provide evidence of the overall effectiveness of Young Citizens' work, and the relative strengths of its different programmes. This will help Young Citizens to engage with key stakeholders, especially schools and others which work with young people.
- To help Young Citizens build the policy case on why it is important for every young person to have the opportunities to learn what it takes to be an active citizen.
- To help Young Citizens build the evidence base of the impact of its work on wider government priorities, in order to put the case to government of the value for money in investing in education about citizenship.

# Key elements of an effective measurement framework

1. **Clear theory of change:** this should articulate all the significant relationships between programme inputs and activities and the resultant outcomes for participants and wider societal impacts. This provides a framework for identifying evaluation metrics and data collection.
2. **Evaluation approach:** There are a number of metrics that that can be useful, depending on data availability, which address different aspects of an organisation's effectiveness:
  - **Cost analysis** – measurement of programme costs, for comparison across programmes.
  - **Cost effectiveness analysis** – measurement of ratio of programme outcomes to cost, enabling comparison of cost effectiveness between programmes that have similar outcomes metrics.
  - **Cost benefit analysis** – measurement of ratio of monetary value of programme outcomes to cost, enabling comparison between programmes that have different outcomes metrics.
3. **Robust approach to evidencing programme impacts.** We consider two approaches, both discussed in more detail later in the report:
  - **Before and after analysis** of outcomes for programme recipients
  - **Causal impact analysis** measuring outcomes for programme recipients and a control group not receiving the programme

# The report has three main sections

## Section 1: Evidence review

- This section sets our comments on Young Citizens' current approach to impact measurement, including its theory of change, and existing data collection. We also summarise key findings from our review of studies that evaluate similar programmes to Young Citizens.

## Section 2: Recommendations on framework

- This section sets out our recommendations for developing an effective outcome measurement framework to assess Young Citizens' work.

## Section 3: Recommendations on data and measurement tools

- This section sets out our recommendations on how Young Citizens can measure each element of the theory of change, from costs through to programme impacts. These recommendations take into account the resources available for collecting and analysing data.

We conclude the report with a summary of our recommendations. Additional detail is included in an appendix.

# Evidence Review

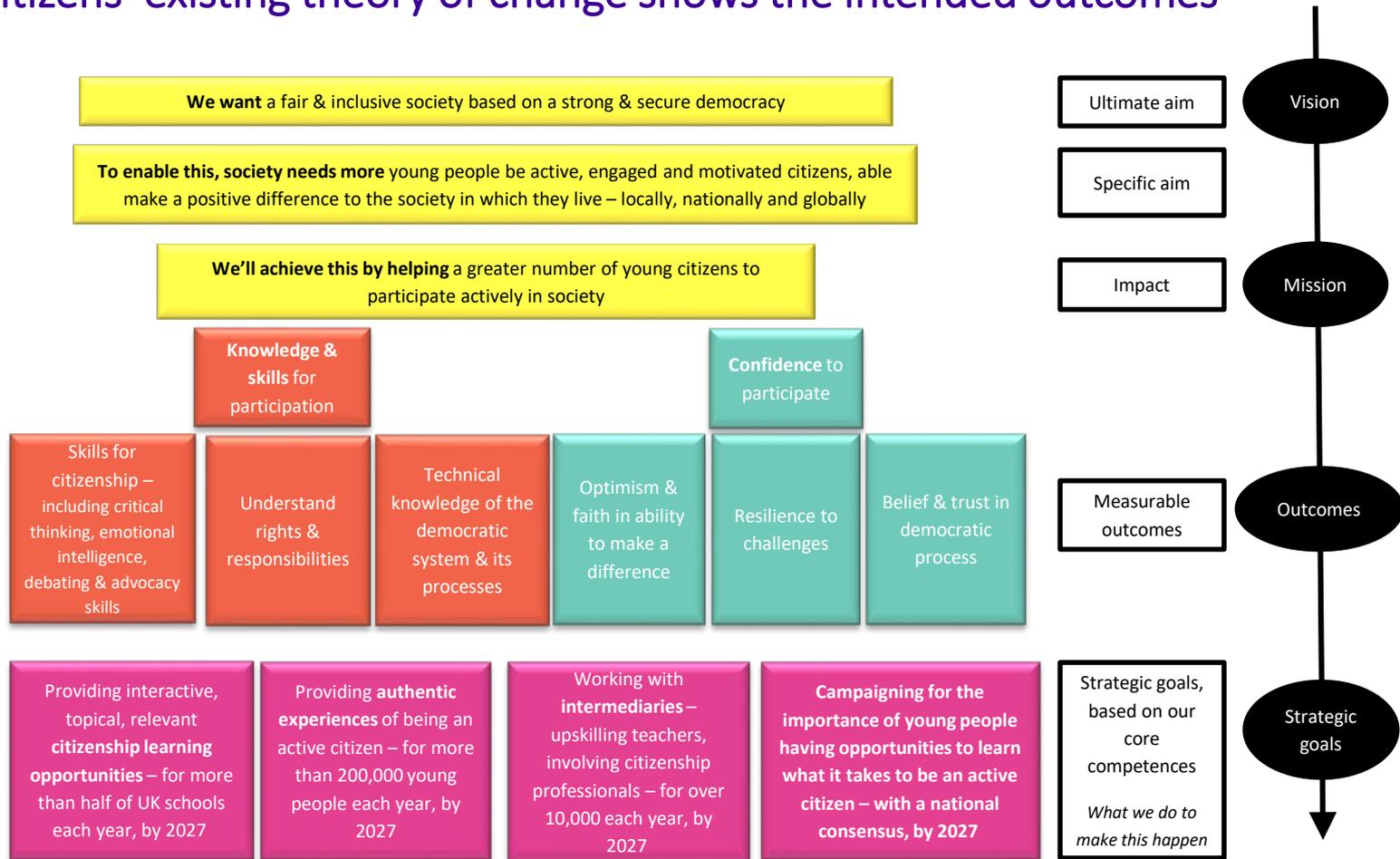
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# We looked at a range of evidence to inform our thinking

1. Review of Young Citizens' theory of change to assess whether it is fit for purpose as a backbone to the outcome measurement framework
2. Review of Young Citizens' internal documents and existing programme evaluations to understand what data is already gathered by the organisation and to identify main gaps. The materials reviewed include:.\*
  - Five year Business Plan 2017/18 – 2021/22
  - Young Citizens' Strategic Plan 2017-2027
  - Legal capability evaluation questionnaire
  - 'Evaluating youth social action' – a study by the Behavioural Insights Team which evaluated the impact of a few social action programmes in the UK including Young Citizens' Make a Difference Challenge.
3. Review of studies of other similar programmes to understand what outcome measurement tools are most commonly used in the field.

\*We have also reviewed the 'Boom, Bust & Crunch: Impact Report for 2015/16' which assesses the impact of the Boom, Bust & Crunch programme. However, note that this is not one of the programmes that are within the focus of this study.

# Young Citizens' existing theory of change shows the intended outcomes



# The theory of change can be developed to:

- **Include individual programmes:** to show the link from inputs to outcomes for Young Citizens' individual programmes and support programme-level analysis.
- **Include programme inputs:** to support measurement and comparison of programme costs and cost effectiveness. Inputs include financial costs (e.g. staff, learning materials), and non-financial costs (e.g. volunteer time, donated resources):
- **Define measurable outcomes:** a number of outcomes articulated in the current theory of change are abstract, making them difficult to measure. The theory of change should include tightly defined outcomes that map to possible outcome metrics.
- **Use direct language:** the theory of change should reflect how Young Citizens' inputs, activities and outputs are expected to result in changes to outcomes for programme participants. This requires direct language, for example "This will increase the number of young people who are active, engaged and motivated citizens," rather than "To enable this, society needs more young people to be..."

# Young Citizens should strengthen data collected on programmes

- Young Citizens currently monitors the following KPI and financial parameters at the organisation level:\*
- number of schools engaged,
- number of young people engaged with,
- number of intermediaries engaged with,
- income and costs.
- Data on the outputs specific of each programme is not currently systematically collected.
- For programme costs, we understand that employees do not record time by project, and that only one of the main Young Citizens programmes (Lawyers in Schools) has separate financial data.
- Young Citizens plans to introduce new project management software that will allow project and programme level reporting in future.

Data should be collected on inputs and outputs at the programme level to allow Young Citizens to monitor and assess them (see Data recommendations section).

\*Note that this is based on information from the five-year business plan where the information is forward-looking and the values for some parameters (e.g. number of young people and intermediaries engaged with) has not been reported.

# Young Citizens has started collecting evidence on some impacts, but needs to do the same for others

- The impact of the Make a Difference programme was assessed in the ‘Evaluating youth social action’ study by the Behavioural Insights Team. However, this was a one-off study and there is no ongoing assessment of any of Young Citizens’ programmes.
- In addition, Young Citizens has recently created and launched its Legal capability evaluation for its Mock Trials and Lawyers in Schools programmes. The data will be collected based on surveys before and after the programme with data collected periodically depending on programme timings. The survey questions cover:\*
  - Knowledge and understanding of the legal system
  - Ability to identify appropriate sources of information on legal issues
  - Ability to deal with legal issues
  - Confidence in the legal system

While the evaluation of legal capability impacts is underway, there is a need to develop an approach for measuring outcomes related to the other key citizenship competencies that Young Citizens is targeting (see Data recommendations).

\*Since data from the first survey is currently being analysed by Young Citizens, we have only reviewed the survey questions but not the analysis of the data.

# We looked at approaches used by evaluation studies for programmes with similar aims to Young Citizens

We reviewed the following studies:

- 'Citizenship education in England 2001-2010' which looks at factors and changes of young people's citizenship outcomes over time;
- 'Public Legal Education Evaluation Framework' which defines legal capability and suggests ways for evaluating interventions;
- 'National Citizen Service 2015 Evaluation' which evaluates the impact of the government-backed NCS programme;
- 'National Youth Social Action Survey 2016' which estimates the level of youth participation in social action in the UK;
- 'Evaluation of the Uniformed Youth Social Action Fund 1/2' which evaluates the government-backed UYSAF from the perspective of beneficiaries and volunteer experience.

# These studies rely on self-reported survey data and typically do not monetize outcomes

- Most of the studies rely on participants' self-reported survey data to evaluate impacts. Often the analysis is done on a comparison of pre- and post-programme responses, although two of the studies reviewed ('Evaluating youth social action' and 'National Citizen Service 2015') also used a control group.
- All studies focused on direct outcomes rather than on establishing the wider benefits of programmes (e.g. on employment). This reflects the difficulty of robustly measuring wider programme impacts directly. Instead, a few studies use/recommend focus on outcomes which are shown in other literature and research to be associated with certain wider benefits.
- Only the National Citizen Service (2015) carries out a monetary cost benefit evaluation. This reflects the difficulty of valuing the type of outcomes involved.
- The National Citizen Service study estimates the monetary value of volunteering time and the value of improving leadership skills. However, this only captures two outcomes and thus other key benefits are not included in the cost benefit analysis.

# Summary: key gaps and findings identified during the evidence review

Area reviewed	Recommendations to address gaps
Theory of change	<ul style="list-style-type: none"><li>• Include programmes</li><li>• Include inputs</li><li>• Define programme outcomes in measurable terms</li><li>• Use more direct language</li></ul>
Young Citizens	<ul style="list-style-type: none"><li>• Record more detailed output information separately by programme and tracking that over time</li><li>• Develop an approach for measuring outcomes related to the other key citizenship competencies that YC is targeting to complement the evaluation of legal capability</li></ul>
Area reviewed	Findings
Wider evidence	<ul style="list-style-type: none"><li>• Most studies focus on evaluating impacts by comparing pre- and post-programme survey responses</li><li>• All studies focused on direct impacts rather than on establishing a link between programmes and wider benefits such as employment</li><li>• Only one study carries out a cost benefit analysis, and this is limited to the benefits of volunteering on leadership</li></ul>

# Recommendations on design of framework

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# Key issues in building an outcome measurement framework for Young Citizens

The review of Young Citizens' programmes and theory of change as well as the evaluation studies on other similar programmes has highlighted a few key challenges for the measurement of Young Citizens' impacts:

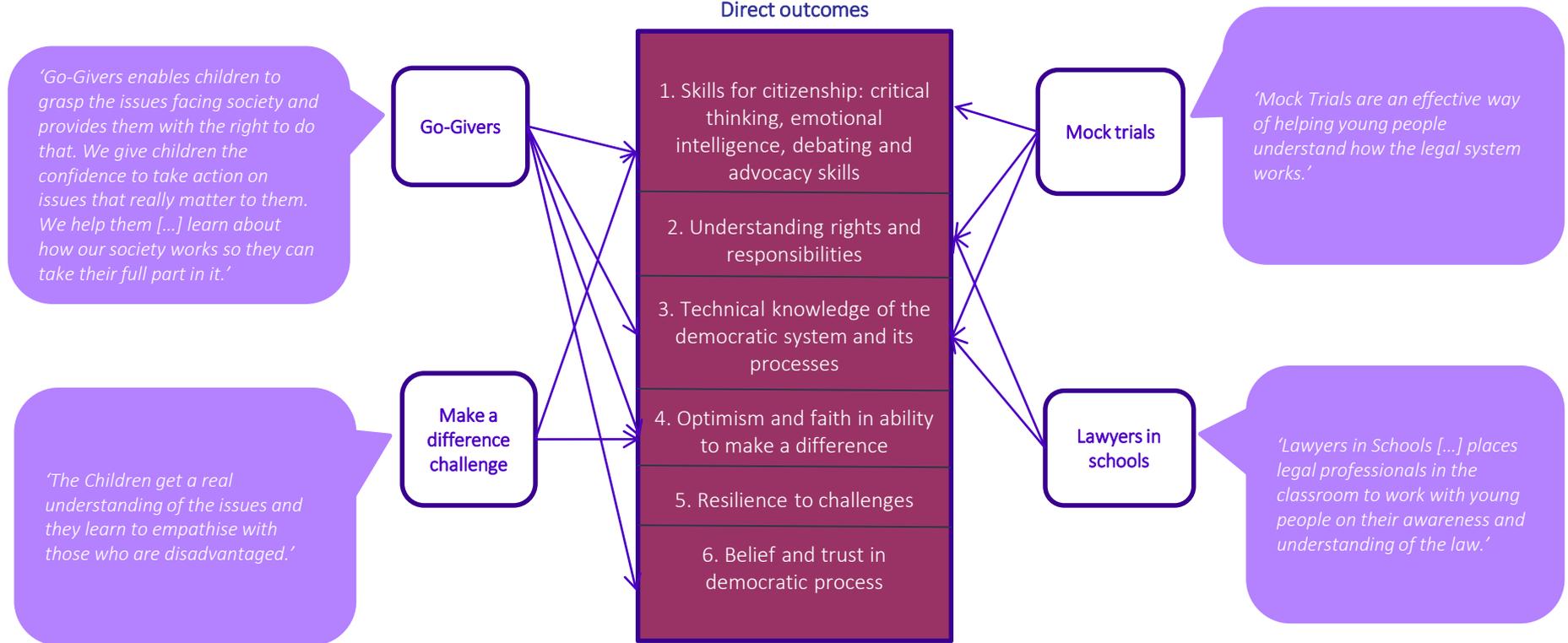
- **Multiple programmes targeting different outcomes** – for example, some of Young Citizens' programmes are aimed at improving students' understanding of the legal system, while others are aimed at increasing their confidence in the ability to make a difference by taking an active part in society. The outcome measurement framework should recognise these differences and ideally use a consistent way of measuring outcomes that are common among programmes to allow comparison.
- **Several outcomes are difficult to measure** – a lot of the direct outcomes of Young Citizens' programmes relate to improvement in soft skills (e.g. debating, advocacy) and attitudes (e.g. confidence in own abilities, resilience to change). Such outcomes are harder to measure in a robust way and there is little existing data on them that can be used in the evaluation.
- **Wider benefits that are affected by multiple factors** – Young Citizens' programme may have wider benefits beyond the direct outcomes such as improved employment outcomes. However, given that these are longer-term outcomes that are influenced by a number of other factors unrelated to Young Citizens' activity, establishing the relationship between the programmes and these wider benefits is challenging.

Our recommendations for the measurement framework are guided by these considerations and are described in the next slides.

# Recommendation 1: identify which direct outcomes a given programme is targeting

- The theory of change highlights a number of ‘measurable outcomes’, that Young Citizens aims to achieve (e.g. skills for citizenship), which for ease we refer to as ‘**direct outcomes**’.
- We recommend that Young Citizens considers which direct outcomes are being targeted by each programme (recognising that several programmes may have an impact on a given direct outcome). This will help develop the Theory of Change, and allow for a programme level analysis.
- On the next slide, we provide an example of how Young Citizens’ four flagship programmes could be mapped onto the direct outcomes set out in the theory of change (this is illustrative only – Young Citizens should review and validate the mapping). The same assessment and mapping of outcomes should be done for current as well as future Young Citizens programmes.
- In the next section, we will provide suggestions for how to measure direct outcomes based on our review of other evaluation studies.

# Illustrative example of mapping of programmes to direct outcomes



## Recommendation 2: focus on measuring direct rather than wider outcomes

- In addition to the direct outcomes set out in the theory of change, Young Citizens' programmes could have wider long-term benefits, such as improved educational attainment and employment, or reduced crime.
- There are a number of difficulties inherent in empirically estimating the wider impacts, including:
  - the presence of multiple factors that have to be controlled for,
  - more extensive data requirements,
  - more advanced analytical/research tools required to identify the impact.
- We therefore suggest that Young Citizens focuses its effort on measuring direct outcomes, supplementing these with evidence on wider benefits from other relevant studies where these are available (see recommendation 3).

# Recommendation 3: supplement evidence on direct outcomes using literature on wider outcomes

- The analysis of direct outcomes can be supplemented with other evidence such as academic research assessing the relationship between the direct outcomes that the organisation is targeting and wider economic and social benefits. This type of approach was used or recommended in other studies. For example,
  - the ‘Evaluating youth social action’ study uses outcome measures that are shown in the literature to improve employment outcomes;
  - the ‘Public legal education evaluation framework’ report suggests a theory-based approach, namely when outcomes are difficult to measure, the researcher can measure the change in behaviour which is known from theory to lead to a certain outcome.
- We recommend that Young Citizens monitors external research analysing the wider benefits of improved citizenship outcomes to assess whether these are relevant to its programmes. For example, ‘The impact of non-cognitive skills on outcomes for young people’ study cites research evidence of a positive correlation between non-cognitive skills and outcomes such as academic performance.

## Recommendation 4: focus on cost effectiveness analysis, given the difficulties of robustly monetising programme impacts

- We suggest that Young Citizens focuses on assessing the cost effectiveness of its programmes. This is because of the lack of robust monetary values for the type of direct outcomes targeted by Young Citizens, combined with the difficulty of measuring any wider benefits that may arise in the longer term means that a cost benefit approach is not likely to be feasible.
- As noted earlier, cost effectiveness analysis involves comparing the measured direct outcomes of each programme (e.g. improved knowledge of rights and responsibilities) to the programme cost. We note that there may be several cost effectiveness indicators for a programme that targets multiple outcomes.
- This approach can help track the performance of individual programmes over time, and may also facilitate comparison between programmes that target the same outcomes (assuming the programmes serve different participants, otherwise it may only be possible to measure the cumulative effect)

## Recommendation 5: use consistent measurement methods to ensure that programmes can be compared

- It will not be always possible to compare the relative strengths of different programmes if they target different outcomes (e.g. Go-Givers and Mock trials).
- However, where programmes target the same or similar outcomes, it is important to use the same measurement method and the same survey questions to be able to compare outcomes on a like-for-like basis.
- It is also important to factor in parameters of intensity of the programme such as the duration (e.g. full school year vs. 5-day programme). This can be done by comparison of the inputs.
- Finally, to enable cross-project comparisons the data needs to be collected and recorded in a consistent way both across projects and over time.

# Recommendations on key data and measurement issues

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# This section makes recommendations on key data and measurement issues

We identify the key data requirements as well as the need to develop appropriate tools for data collection and measurement and analysis in relation to each of the following areas:

1. Measurement of inputs
2. Measurement of programme activities and outputs
3. Measurement of programme outcomes through surveys that use robust outcome measures
4. Development of benchmarks to aid evaluation of programme impact

# Recommendation 1: inputs should be measured at the programme level and costs should be apportioned

- Young Citizens already records programme level costs for some of its programmes, and should extend this to all programmes.
- We recommend estimating the total cost and cost per participant (unit cost) for each programme over time. Unit cost estimates enable comparison between different Young Citizens programmes, and against alternative programmes.
- Estimating total and unit costs for all programmes requires that Young Citizens apportions its cost data. The new PM software could be used to record information on staff costs by programme.
- Young Citizens should explore whether the new project management software will provide data on staff time spent on different tasks which could be used to apportion costs by programme.

## Recommendation 2: the amount of time volunteers contribute should be measured by programme

- We recommend that Young Citizens records the amount of time contributed by volunteers for each programme. This is useful both to give a complete picture of inputs, and to demonstrate the value of resources that Young Citizens can leverage in to support programme delivery in addition to its own spending.
- In principle, the cost of inputs should include an amount that reflects the value of volunteer time (i.e. the opportunity cost), and any other non-financial costs such as donated materials. The value of volunteer time can be estimated from the hourly wage foregone by volunteers, assuming they would have spent the time in paid employment if they hadn't volunteered.
- Alternatively, Young Citizens could choose to measure programme costs excluding volunteer time and to record volunteer time by programme separately.

## Recommendation 3: activities and outputs should be systematically recorded as management information

- Data should be collected to record **what is delivered** (e.g. the number of training sessions), **what is received** (e.g. the number of participants), and the programme **locations**. This would allow Young Citizens to demonstrate the scale of the audience that it reaches, and how this audience varies in terms of area, age, over time, etc.
- We also recommend collecting information on **key demographic and socio-economic characteristics** (see next slide for examples). This will provide useful information on what type of students are participating, and could potentially be used to select appropriate control groups to help benchmark programme performance if needed (see slides 42-43).
- For example, the 'Citizenship education in England 2001-2010' study lists a number of student and school/teacher characteristics (e.g. gender, ethnicity, socio-economic status) that are considered relevant in the citizenship education context. The study finds that such factors affect citizenship outcomes.
- Collecting this type of information in a systematic way will also enable Young Citizens to track the **overlap in coverage** between its programmes in terms of participating students and schools (e.g. are the participants of programme X also taking part in programme Y? If so, are both the treatment and control group used to assess the impact of programme X taking part in Y?)

## Recommendation 3 (cont.): examples of data on activities and outputs for each programme

- Useful activities and outputs information that Young Citizens could collect by programme include:
  - number of participating schools,
  - number of students participating,
  - number of sessions,
  - number of professionals volunteers,
  - student characteristics: age, gender, geography, educational attainment, socio-economic status proxies,
  - school characteristics: type of school, size.
- As described earlier, some of this information is already covered in Young Citizens' KPIs. However, the information should be collected systematically and separately by programme to ensure completeness.

# Recommendation 4: use surveys and tests to measure direct programme outcomes

- Surveys can be used to collect data on outcomes for programme participants. It is important that where possible the questions are objective rather than subjective (i.e. relying on respondent's self-assessment). In addition, it is preferable to use questions that are shown to measure the outcomes reliably. This could be achieved by using questions that have been validated in other studies.
- Methods and question types that Young Citizens should draw on include:
  - tests which could be particularly useful for measuring knowledge-oriented outcomes;
  - tasks/situations. For example, the 'Evaluating Youth Social Action' study used a donation opportunity as part of the survey design where the participants were given £2 and asked to decide whether and how much to give to a charity or keep for themselves. A mock job interview was also used in the evaluation of one programme;
  - situational questions (e.g. If faced with situation X, how would you respond?);
  - examples of actual behavior or actions (e.g. How many social action projects have you participated in the past X months/years?);
  - subjective questions are less reliable for measuring knowledge and understanding but can be used for measuring confidence, for example (e.g. How confident are you to undertake activity X?)

# Recommendation 5: identify outcome measures that map to the direct outcomes

- Young Citizens should identify ways to measure the direct outcomes for its programmes and develop questionnaires, particularly for its non-legal capability related direct outcomes for which currently it does not collect information.
- To help in that process, in the next three slides, we outline some specific **outcome measures** which were used in studies in the context of citizenship and legal capabilities. We have linked these to Young Citizens' direct outcomes. Some of these measures also link to Government priorities such as the promotion of social action among young people and of active citizenship. We suggest these as **measures that YC could consider for its evaluations**.
- The studies used **surveys** to inform these measures. In Appendices 2-3, we have listed the references to the **survey questions** used in those studies as these may be useful for Young Citizens in putting together its surveys in the future.

Note: 'Evaluating youth social action' study is a useful reference for Young Citizens to review and consider because it used measures that are closely linked to the objectives of the projects that the study evaluated, one of which was Young Citizens' Make a difference challenge. In addition, the questions used have been validated to ensure that they provide reliable and consistent measures for the outcomes.

# Recommendation 5 (cont.): outcome measures relevant to citizenship skills, faith in ability to make a difference, and resilience

Young Citizens' direct outcomes	Outcome measures	Description	Example survey question	Study
Skills for citizenship	Empathy	Ability to understand/sympathise with other people's feelings	Do you agree/disagree with the statement: 'I feel bad if somebody gets their feelings hurt'?	'Evaluating youth social action'
	Problem solving	Ability to assess available information and consider options to meet an objective	Do you agree/disagree with the statement: 'I am confident at having a go at new things'?	'Evaluating youth social action'
	Grit and resilience	Retain interest in long-term goals and confidence about own ability to handle different situations	Do you agree/disagree with the statement: 'If something goes wrong I am able to carry on'?	'Evaluating youth social action' 'National Citizen Service 2015'
Optimism and faith in ability to make a difference	Sense of community	Feeling part of a community and willing to take social action	Do you agree/disagree with the statement: 'I am motivated to take action on issues in my community'?	'Evaluating youth social action' 'National Citizen Service 2015'
Resilience to challenges	Political participation	Signing petitions, electing student/ school council members, intention to vote	Are you certain to vote in next election (if eligible)?	'Citizenship education in England 2001-2010' 'National Citizen Service 2015'
	Civic participation	Fundraising, supporting causes, helping local communities; volunteering	Have you helped out at a local club or an organisation outside of schools in the past three months?	'Citizenship education in England 2001-2010' 'National Citizen Service 2015'

# Recommendation 5 (cont.): outcome measures relevant to citizenship skills, optimism about making a difference, and resilience

Young Citizens' direct outcomes	Outcome measures	Study
Understanding rights and responsibilities	Familiarity with the concept of rights and obligations	'Public legal education evaluation framework'
	Ability to assess how the law applies in different situations	'Public legal education evaluation framework'
Technical knowledge of the democratic system and its processes	Knowledge of the difference between civil and criminal law issues	'Public legal education evaluation framework'
	Ability to find out the procedures applicable in different situations	'Public legal education evaluation framework'
Belief and trust in democratic process	Ability to use different legal sources	'Public legal education evaluation framework'
	Ability to identify and chose from different options for dealing with legal situations	'Public legal education evaluation framework'

There is a lot of overlap between these outcome measures and Young Citizens' Legal capability evaluation framework. We suggest that Young Citizens consider whether any additions or refinements to its existing questionnaire can be made based on the outcome measures from the 'Public legal education evaluation framework'. Note that the measures included above are a selection of all measures in this study.

# Recommendation 5 (cont.): other potential outcome measures

Finally, we list below a few measures that do not correspond to Young Citizens' existing direct outcomes. Nevertheless, these measure could be included in the outcome measurement framework if Young Citizens considers them as potential additional benefits of its activity.

Young Citizens' direct outcomes	Outcome measures	Study
N/A	cooperation i.e. ability to work with others	'Evaluating youth social action'
	educational attitudes	'Evaluating youth social action'
	plans for future studies	'National Citizen Service 2015'

# Recommendation 6: assess the impact of programmes on outcomes against an appropriate benchmark

There are two potential approaches that Young Citizens could use to provide a benchmark against which programme outcomes can be assessed:

- **Approach 1** – comparison of outcome measures before and after the programme.
- **Approach 2** – comparison of outcome measures between students who have participated in a programme and a ‘control group’ of non-participants. It is important to ensure that the control group provides a suitable benchmark. This can be done either by randomly assigning pupils of schools to participate in programmes, if feasible, or by selecting a control group with similar characteristics to match that of the actual programme participants (e.g. similar age, socio-economic background etc.). This may require access to data from the National Pupil Database (see Appendix 3).

Note that approach 1 requires data on outcome measures before and after the programme for the participants. Approach 2 requires similar data for participants and the control group.

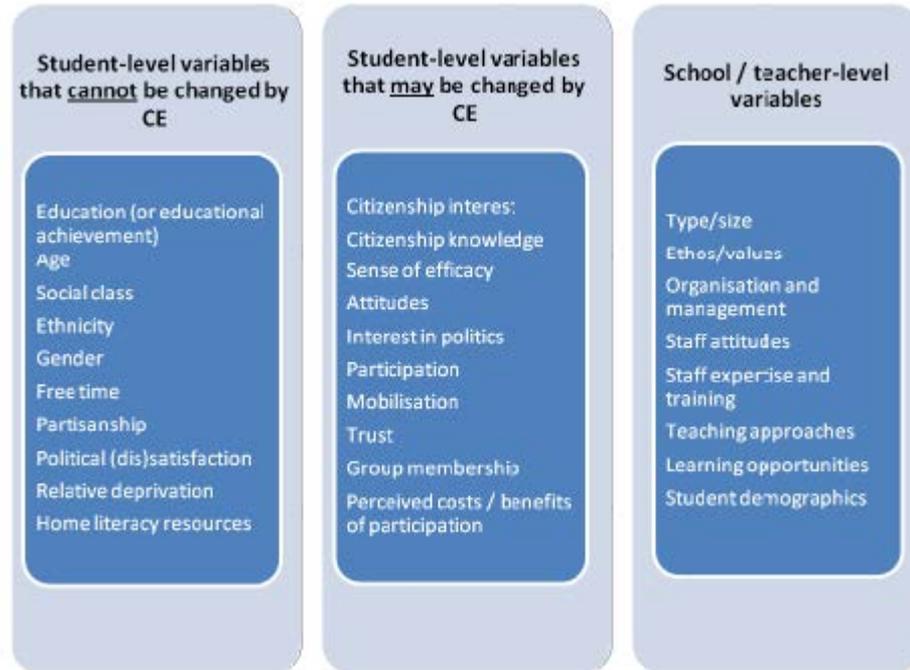
## Recommendation 7: use a control group approach if possible, particularly if there are concerns about 'confounding factors'

- The 'before and after' approach to assessment can be misleading if there are extraneous (or 'confounding') factors that have a significant impact on measured outcomes for programme participants. For example, if participants' understanding of the democratic system is increased during an election period this could be wrongly attributed to the impact of the programme.
- For this reason, it is generally preferable to use a control group approach where possible, unless confounding factors can be ruled out a priority. This may be a reasonable assumption when assessing the immediate impact of programmes with a short duration (e.g. a week or month), since it is unlikely that there will be significant confounding factors over a short period, but less so when assessing programmes with longer durations, or longer-term outcomes.
- It should be recognised that a control group approach requires more information and will be more complex and costly than a before and after approach. For this reason, it may be appropriate to use the latter approach in most cases, recognising that there is the potential for this to give misleading results in some circumstances as discussed above.

# Appendix

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# Appendix 1: Key variables for evaluating citizenship education



Source: Keating, A., Kerr, D., Benton, T., Mundy, E., Lopes, J. (2010), 'Citizenship education in England 2001-2010: young people's practices and prospects for the future: the eighth and final report from the Citizenship Education Longitudinal Study (CELS)', November, p.11, Figure 2.2.

## Appendix 2: Examples of survey questions relating to certain outcome measures

Construct	Question (agreement with statements is rated on a scale)
<b>Empathy</b>	I feel bad when somebody gets their feelings hurt
	I try to understand what other people go through
<b>Problem Solving</b>	I know where to go for help with a problem
	I am confident about having a go at things that are new to me
<b>Cooperation</b>	I can work with someone who has different opinions to me
	I enjoy working together with other students my age
<b>Grit and resilience</b>	I often figure out different ways of doing things
	If something goes wrong I am able to bounce back and carry on
	Once I have started a task, I like to finish it
<b>Sense of Community</b>	I feel able to have an impact on the world around me
	I feel motivated to take action on issues in my community
<b>Attitudes to Education</b>	I'm not interested in doing any more learning
	Studying to gain qualifications is important to me

Source: Kirkman, E., Sanders, M., Emanuel, N., 'Evaluating Youth Social Action, An Interim Report. Does Participating in Social Action Boost the Skills Young People Need to Succeed in Adult Life', Behavioural Insights Team, p.35

# Appendix 3: National Pupil Database

- The National Pupil Database (NPD) is held by the Department for Education and contains data on pupils in schools in England, covering:
  - Educational attainment and progress through key stages for state school pupils; and
  - Pupil characteristics and outcomes including gender, ethnicity, free school meal status, absences and exclusions, first language, free school meal eligibility.
- Organisations carrying out research to promote children’s wellbeing and education in England can apply for extracts of the data. Young Citizens could explore using data from the NPD to:
  - Understand more about the characteristics of children that receive Young Citizens programmes and their educational attainment; and
  - Construct a matched control group of children who don’t receive its programmes, to compare their educational outcomes with children who do receive Young Citizens programmes.
- As part of their application to access NPD data, organisations have to demonstrate that they comply with data security requirements.

## Appendix 4: References to studies which include useful outcome measures and survey questions

- Cameron, D., Stannard, J., Leckey, C., Hale, C., Di Antonio, E. (2017), 'National Citizen Service 2015. Evaluation. Main report', Ipsos MORI, March, pp.49-54
- Collard, S., Deeming, C., Wintersteiger, L., Jones, M., Seargent, J. (2011), 'Public legal education evaluation framework', Personal Finance Research Centre, Law for Life, November
- Keating, A., Kerr, D., Benton, T., Mundy, E., Lopes, J. (2010), 'Citizenship education in England 2001-2010: young people's practices and prospects for the future: the eighth and final report from the Citizenship Education Longitudinal Study (CELS)', November
- Kirkman, E., Sanders, M., Emanuel, N., 'Evaluating Youth Social Action, An Interim Report. Does Participating in Social Action Boost the Skills Young People Need to Succeed in Adult Life', Behavioural Insights Team, pp.41-44

## Appendix 5: Other references

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