The Scottish Government
Riaghaltas na h-Alba

An evaluation of the Personal Development Partnership (PDP)

Crime and Justice

social research

An evaluation of the Personal Development Partnership (PDP)

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Scottish Government Social Research 2013

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Executive Summary

1. The Personal Development Partnership (PDP) commenced work in April 2010 and continued to run as this evaluation drew to a close in December 2012.
2. Funded by the Scottish Government, as part of the Cashback from Communities Scheme, the over-arching aim of PDP is to: -

   "co-ordinate a young person's journey as they move away from negative destinations, such as disengaging with formal education or statutory provision and/or displaying offending behaviour, towards more positive destinations such as employment, education, training or volunteering."
3. PDP now operates in four 'hubs'; these are geographically determined areas around which partnership organisations, local authorities, schools police and other services coalesce. Initially there were three hubs – Dundee, Edinburgh and Glasgow – and as of April 2012 the fourth was launched in North Lanarkshire.
4. The partner organisations are the Princes Trust, Venture Scotland and Venture Trust. At the outset Fairbridge was a partner but this charity merged with the Princes Trust in 2011.
5. PDP is managed through a Steering Group, a Development Manager, with Positive Destination Advisors (PDAs) providing the on the ground intensive work with young people through the respective hubs. More Choices More Chances (MCMC) workers are the lead professionals in local authority localities whom seek referrals for PDP as appropriate. PDAs have actively cultivated referrals from a range of appropriate sources as the project has developed.
6. This is the final report of the evaluation which commenced in May 2010 and ran until December 2012. The evaluation approach was multi-method and offered regular feedback to enhance project development. The evaluation connected with, and generated numerous inputs from, PDP young people, staff, funders and other agencies. In total 186 interviews were conducted, 6 workshops and 10 meetings facilitated, 2 databases set up, 5 overviews of statistical data provided and 3 reports provided.
7. As at November 2012 a total of 524 young people had been referred to PDP. Of this number 374 (71%) 'engaged', that is, participated in activities and courses run across the partnership of PDP. Of the 374, 244 (65%) concluded a journey with 159 of that figure (65%) considered to have reached a positive destination, namely, a return to school education, further education and training, work, or volunteering. Eighty-five young people started a PDP journey but did not complete an agreed programme. One hundred and twenty nine cases of the 374 engaged remain open at the end of November 2012. One hundred and fifty one of the 524 referrals did not engage with the PDP despite contact with PDAs and relevant communications on opportunities.

8. The young people on PDP are on the cusp of offending or re-offending and 'dropping out' of routes to sustainable adult life. Calculating the costs is complex given the need to place a value on the intangibles such as the intense relationship between PDP, course providers, young people and their families. If we compare the costs of possible routes then, exclusion from school costs £300,000 each young person per annum; job seekers allowance £16,000 per annum. With the average PDP cost of £7,922 per person the saving are potentially large.
9. The profile of young people referred to PDP mirrored that of the target population and use of related services. Gender (by December 2012 it was 75% male and 25% female) and ethnicity (3% of referrals were people from ethnic minority backgrounds) mirror the trends documented in Reports and Orders handed down in 2011 as in the Criminal Justice Social Work.
10. The PDP is predicated upon intensive work with a PDA and a young person. Much of this support is in emotional as well as practical terms offered over coffee, by text, phone, social media and through networks and can be complex to document and hard to cost. This is in response to the lives of many young people referred to PDP, which are peppered with varying degrees of chaotic and tense family and school life, neighbourhood and peer groups, and need the intensive support offered by the PDA. Many young people have lost confidence, lack direction and cannot perceive a future for themselves in their communities. Some have already come to the attention of the children's panel and justice system.
11. Young people gained many immediate and intermediate outcomes from initial engagement with PDP. These were especially in areas such as developing new skills, independence, confidence and working with other people. PDP's own report on performance[1] demonstrates that most young people improve their personal and life skills. It has been increasingly important to acknowledge these, especially in the context of increased challenges of reaching positive destinations in the climate of the recession as competition for jobs and college places increases
12. Three hundred and twenty nine young people have set goals with 85% (281) fully achieving the goal set and a further 9% (31) partially achieving the goal set.
13. The evaluation found that the young people greatly appreciate the one to one work with PDAs along with the opportunities for group work. The multifaceted

[1] PDP Progress Report for The Scottish Government May 2012

approach of the PDP, offering a range of courses and options across the partnership found favour with the majority of young people.

14. The following key learning points emerge from the final review of evaluation data: -

- Working across four organisations and three large geographical localities, at the outset presented hurdles to common agreement on management structures, definitions (such as differences in provision of outdoor activity based courses) and the focus of the project. We recommended that written agreements with partners at the outset are drafted, agreed and monitored.
- Central to organisation and delivery is project management. On the appointment of a Development Manager, and a review of management and governance structure in February 2012, a marked increase in co-ordination, communication and referrals was documented. Two thirds of referrals occurred in the last year and this is evidence of consolidation, knowledge and co-ordination maturing and operating.
- Many are what are commonly termed 'high tariff' young people; they have complex needs which require intensive one to work. Project workers want to be working with young people, rather than concerned with structures. However, the speed with which PDP was launched resulted in provision for under 16s – now recognised as a major group for referrals – being under-developed and only available through one organisation. Thus it took time to ensure that provision could be adequately developed across the age span. We recommend that a scoping of needs and provision is undertaken prior to starting up.
- A review of referrals and outcomes found that the largest categories are young people (a) not wanting support any longer and (b) those giving no reason for not engaging. These are the main groups for increasing the success rates for PDP and the partnership should consider opportunities to address these categories of young people in order to increase capacity.
- Documenting who is referred, what their journey is and the stages of this, requires a common database. This was not up and running until two years into the project. Again this should be available from the outset to allow for tracking and partnership working on cases.
- Underpinning outset agreements is an appreciation of the ethos and values of a project. Working through risks and assumptions (contribution analysis) at the commencement, with regular reviews, can aid development, monitoring and reflection. We recommend the establishment of 'criteria for success' and a matrix of risks and assumptions which are reviewed at least once a year.
- Case study work with young people, which included interviews with family members, providers, PDAs, and other relevant individuals, proved

invaluable in offering insights into the multifaceted nature of issues for young people. Taking time to document and reflect on journeys enhanced understanding of and support for PDAs and young people.

- Monitoring and evaluation are tools which can aid reflection, re-configuration and change. Regular feedback and workshops allowed all stakeholders to document and take stock of practices, their intended and unintended consequences. Regular review is imperative to meeting goals, and reassessing these.
- Young people do not like gaps in provision between partner courses or after completing courses and this can prove detrimental to engagement and ensuring personal development is sustained and built upon.

Introduction

1.1 This report presents the findings and learning from the Personal Development Partnership (PDP) from May 2010 to November 2012.

1.2 PDP is a partnership project between Princes Trust, Venture Scotland and Venture Trust. At the outset Fairbridge was also a partner but it merged with Princes Trust in 2011. PDP is funded by the Scottish Government Cashback for Communities. It provides outdoor based activities and opportunities for courses over 4 sites, namely Dundee, Edinburgh, and Glasgow and (from April 2012) North Lanarkshire. PDP started with a target group of 14-17 year olds, which on review was amended to 14-19. PDP referrals are young people who are unemployed or not engaging in education or training, and have a 'significant' risk of offending.

1.3 The evaluation has taken an innovative and practical approach. It combines contribution analysis with a pluralistic approach and this ensures we acknowledge, map and assess the complexity of this project (see Appendix 1 Methods and Appendix 2 Contribution Analysis Framework). Regular feedback was provided through workshops and on-going reviews of a development matrix, criteria for success matrix, and a listing of risks and assumptions (see Appendix 3 Criteria for Success Assessment).

1.4 This report presents an overview of the evaluation and key findings on the contribution made by the project to helping young people set goals and get the support they need to reach positive destinations. It also highlights key learning on partnership working, engaging with troubled young people, and sustaining a multi-hub project during a period of economic constraints.

1.5 The evaluation was conducted using mixed methods and a developmental approach. Methods, data and analytical processes are outlined in Appendices 1, 2 and 3 and Table 1 below presents an overview of data sources.

Table 1: Sources of Evaluation Data

Source of Evaluation Data	Numbers and Rounds	Total Different Interviewees	Total Interviews
Interviews with PDP Partners, Managers and Key External Partners	Ist Round=16 2nd Round=11 3rd Round =10	16	37
Interviews with Referral Agents	Ist Round =10 2nd Round=45 3rd Round=10	65	65
Bi-monthly catch-ups with the PDP staff	12 x 3 PDAs plus new PDAs x 2	5	38
Case Study Interviews	6 young people, their parents, PDAs, referrers, activity providers and other	33	27
The Views of Young People	3 discussion groups, 1 in each area; 1 Scottish Power group		19*
PDP Evaluation Workshops	4 workshops		
PDP Development Workshops	2 workshops		
Statistical Analysis of PDP Quantitative Data	5 overviews		
Secondary Analysis of PDP Quarterly Reports; PDP Partner data	3 reports; various partner data		
Secondary analysis of other relevant databases e Justice related data sets (juvenile and adult)	2 databases		
PDP Database Development	6 meetings		
Evaluation Input into PDP Development Plans 2012	4 meetings		

1.6 The research literature offers some evidence that participation in recreational activities can contribute to positive outcomes for young people, but this evidence is not straightforward. Attention needs to be paid to the quality, context and appropriateness of the activities. Further, it is important to consider the primary objectives of involving young people in such activities; are the activities diversionary, providing alternative ways for young people to fill their time, do they aim to build skills and enhance protective factors that may reduce risk of anti-social behaviour or are they a 'hook' into other, often more relational, opportunities for personal and social development? (Adamson 2003; Gilligan 2000; Crabbe et al 2006; Mahoney et al 2001). The PDP aims to use the outdoors as a learning environment, helping young people to set their own goals, supporting them through appropriate provision from the partners best suited to their needs, and linking them to external agencies and opportunities. In some senses then, the PDP aimed to address some of the issues highlighted above in the way they delivered the programme.

Main findings: Activities and Outputs

1.7 PDP is a project which seeks to identify and address the needs of the target group, namely, 14-19 year olds, disengaged from education, training or employment that are deemed to have a significant risk of offending behaviour, and use the outdoors as a learning environment where appropriate. It has done this through the development and use of a structured programme of activities that started in April 2010. Every young person in PDP devises a continuous, long-term programme of engagement on the courses provided across originally four, and now three, development providers: *Venture Trust, Venture Scotland, Princes Trust,* and *Fairbridge* and which merged with Princes Trust in 2011.

1.8 The programme runs in three Scottish cities (Glasgow, Edinburgh and Dundee) and one semi-rural locality, North Lanarkshire. Although early intentions were to also run a rural hub, following a feasibility study and discussion with Highland Council, the plan to launch a site in the Highlands was not pursued. Instead a hub was launched in April 2012 in North Lanarkshire.

1.9 There are *Positive Destination Advisors* (PDAs) in each project to: act as a liaison between the four providers and a *More Choices More Chances* (MCMC) 'lead professional' employed by the local authority Young people are identified through the MCMC partnerships.

1.10 MCMCs, as lead professionals, work with referral co-ordinators to ensure a joined-up process and to co-ordinate and integrate the young person's project

activities with additional wider local (statutory and non-statutory) provision. MCMC work through established relationships with relevant organisations and young people to encourage involvement in the project.

1.11 Since the inception of the project there have been a number of changes at the partner level. As noted above, four partners became three and Venture Trust completed an internal reorganisation. Three of the seven partner representatives on PDP have recently left their roles and been replaced within the partnership. The remaining four representatives have been involved throughout.

1.12 The Project Management Structure went through several changes before becoming more established. The Steering Group initially lacked clear roles and allocation of responsibilities, meetings were frequently cancelled and it became difficult to establish a calendar. This resulted in a drifting agenda, duplicating 'discussions' such that people were left unsure as to aims of the group and participation drifted away.

1.13 Partners were from different sizes of organisation, styles of working and resource levels, and experiences of partnership working. With no clear partnership agreement there was a lack of clarity regarding (a) leadership and lines of responsibility, (b) mechanisms to translate learning into practice and (c) monitoring and accountability. There was a lack of attention to partnership working despite agreement at an early evaluation workshop that this would be critical to the success of the project.

1.14 The Project Development Coordinator (PDC) role at the start of the project lacked the authority and experience required to drive the project forward. Different partners seemed to have different expectations of the role. The role itself was split between coordination and case work resulting in the PDC being pulled in different directions. The amount of development work required took the partners by surprise. It was only when the original post-holder left this post in the second half of 2011 that the structure was changed to include a dedicated Development Manager (DM).

1.15 The DM now coordinates a complex project of multi-partner, multi-location, and multi agenda development and this, along with management and governance restructuring has resulted in a much better level of partnership working, clearer identity for the PDP and better monitoring and case management.

1.16 Until recently, a rise in referrals was not accompanied by a rise in front-line PDA resource with one Hub in particular struggling to cope. The PDA in this hub supported almost double the number of young people than the other two hubs. This resulted in the Hub having to cut back the number of new referrals that could be taken on. Recent changes to PDA staffing levels mean that the Hub will be able resume taking on new referrals. It should be noted that during this period, the PDA took a note of the young person's details and made suggestions as to other alternative services in the interim.

1.17 From the outset there was no agreed definition of what an approach using the outdoors as a learning environment meant and each partner interpreted this in their own way. This came to light during an evaluation workshop some nine months into the life of PDP and seemed to take some by surprise. Further, during interviews it became evident that some partners felt that differing and somewhat limited notions of outdoor activities had restricted the engagement of some young people.

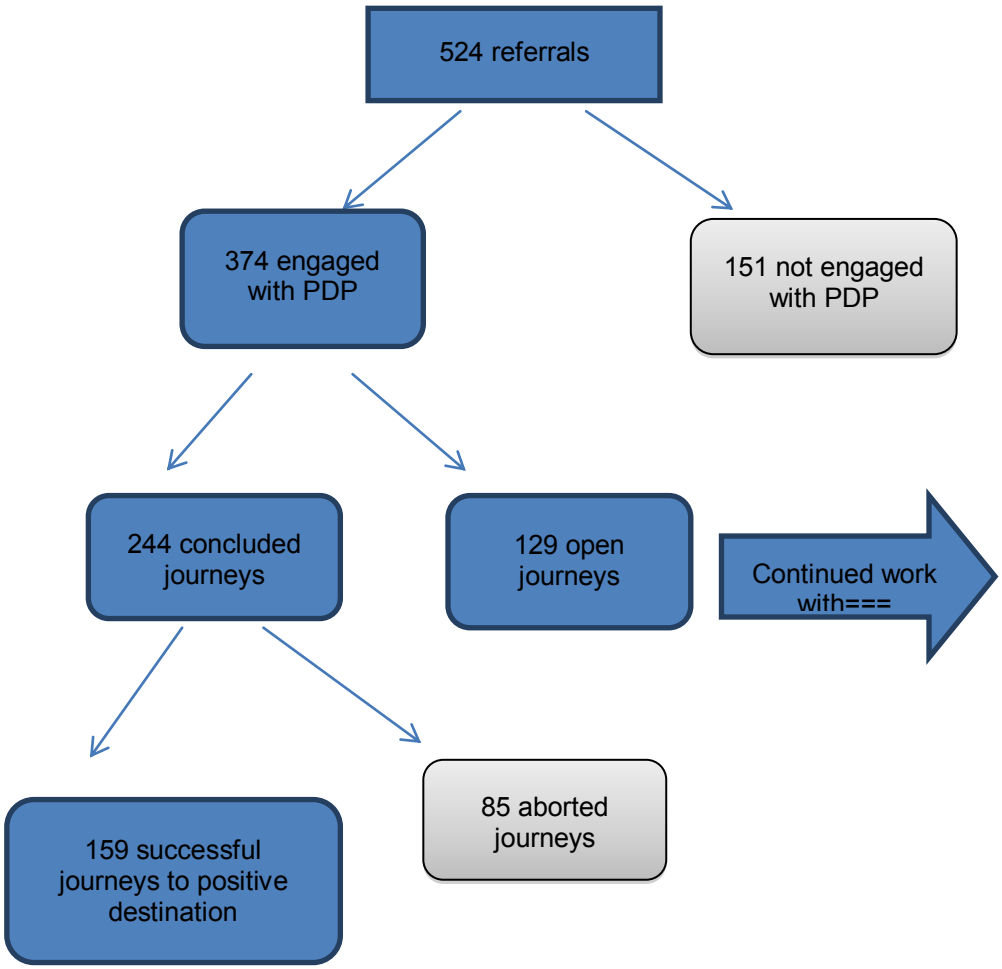
1.18 The appointment of the DM has led to agreement on common assessment criteria, and monitoring processes, across the PDP, as well as improved partnership working. During 2012 gains have been made from these initiatives in terms of approaches to engagement, clearer evidence of young people's pathways through the project, and evidence of outcomes.

1.19 From inception in April 2010, 524 young people have been referred to PDP. After a slow start, referrals have risen and exceeded the Scottish Government target for the three year period of the project by 55%. Almost two thirds (65%) of all referrals have occurred over the past year (Sept 2011-Sept 2012).

Engagement/Involvement

1.20 This section assesses success in engaging and involving young people through an analysis of the young people referred to PDP, their diversity, referrals achieved, views of referrers on engagement with the project, analysis of drop-out after first contact, and the partnership role in promoting the project, based on the risks and assumptions identified through the contribution analysis work on the project.

Diagram A: PDP from Referral to Outcome



1.21 Each PDA holds on average 30 cases at any one time and it can be challenging to maintain a case mix that balances different support needs of young people in a way that creates a reasonable workload. Some young people require intensive one to one work before they can engage with any PDP 'journey', whilst others require less support to take the first step on their PDP journey and may get more out of group support. However changing needs and external crises can impact on caseload. Issues in case-load management and mix can create fatigue and burn out among the PDAs. The recent decision to stop referrals to one hub for a specified time reflects a maturing of the project and recognition of the need for manageable roles and co-ordinated experiences for young people. The DM has been tasked with the on-going assessment of caseload against staff time.

Profile of PDP Young People

1.22 PDP Young People with an existing or previous justice issue numbered 251 (48%) of all those referred to PDP. Unfortunately it is not possible to unpick this figure into categories of problems and behaviours as this data was not collected from the start of PDP. However, referral criteria include drug and alcohol misuse, non-attendance at school, risk of offending or involved in offending (see appendix 2). Whilst difficult to find relevant comparators[2], 8.8% of young people in the Edinburgh Study of Youth Transitions and Crime had a conviction by age 19 (McAra and McVie 2007). A Scottish Government report in 2005 estimated that the bulk of youth crime is attributable to those aged 18-21 (49%). The under-15s commit over one-third of youth crime, with the remainder attributable to those aged 16-17. 87% of youth crime is committed by males.

1.23 Of those who have exited PDP, 34% reached a positive destination. An analysis of the circumstances of the other young people in this category found that many did not engage with the project, a smaller number were not appropriate referrals, and some disengaged during the process. One hundred and thirty-four young people with a justice issue are currently engaged with PDP so these figures may change as the programme matures.

Table 2: Outcomes for young people with justice issues on referral

Outcomes	No (%)
Did Not Engage on Referral	40 (34%)
Inappropriate Referral	10 (9%)
Disengaged from support	24 (20%)
YP Requested to withdraw	2 (2%)
YP was Asked to withdraw	1 (1%)
Reached Positive Destination	**40 (34%)**
TOTAL EXITED PDP	117

1.24 From the case study and focus group data, along with evidence from assessment on referral, it is clear that many of the young people have

[2] It is difficult to provide measures of youth crime (Scottish Government 2005)

complex difficulties and may be hard to engage. Many are disengaged from school and have problems with peer relationships, attendance problems, poor timekeeping, and sometimes violent or aggressive behaviour. As discussed elsewhere, it can be difficult for PDAs to know how much to pursue a young person who appears to disengage from the project, particularly when balancing a caseload. The main potential gain from the data above may be to increase the numbers engaging on referral. Referral and the immediate days/weeks following this are critical. Further mechanisms for following up at the referral stage should be considered.

1.25 Throughout the project, the ratio of males to females has remained at approximately two thirds to one third despite efforts to attract young females by actively encouraging young girls to try PDP and by setting up all female groups for taster sessions. Proportionately more females than males withdrew as a result of not feeling any more support was necessary. It should be noted that the latest age range figures produced by PDP (PDP Quarterly Performance Report October 2012) suggested the ratio has altered to almost three quarters to one quarter. In a similar youth project dealing with a similar age range, the balance was 60/40. However, the latest statistics from the Children's Reporter Scotland 2011/2012 noted that boys made up the majority (74%) of children referred to the panel for 'offences': thus the gender split within PDP is reflective of the statistics. For those under 21 years, three times as many boys received Diversion form Prosecution Orders compared with girls and 74% of all Reports and Orders handed down to the 16-20 age group were for boys (Criminal Justice Social Work Statistics 2011). PDP gender balance can be judged as appropriate for their client group.

1.26 The initial target age range for PDP was 14-17. Over three-quarters of PDP referrals have been under 16 and at the time the partnership was formed, only one partner provided activities for this age group. The PDP partners knew this situation could arise but seemed to be caught out by the sheer numbers of young people who in effect could not access three of the partner's services. It took 18 months to develop appropriate services for the under-16 group. Two partners (Venture Trust and Venture Scotland) have developed under-16 versions of their programmes to address the need. Princes Trust has developed a programme for young people not in mainstream education. This demonstrates appropriate response to the current needs of young people in the system. The age range for PDP has now been adjusted to 14-19 to take account of the need for training places and employment opportunities.

1.27 Three percent (16) of young people referred to PDP were from an ethnic minority group. That compares with 4% of all Reports and Orders handed down in 2011 Criminal Justice Social Work Statistics 2011: Excel File) and 4% of the total Scottish prison population (Prison Statistics and Population Projections 2011-12). Therefore PDP is in alignment with other comparable projects.

Referral Sources

1.28 Education has remained the main referral agent throughout the project followed by social work, PDP partners and the Third Sector. The percentage of referrals coming from education mirrors that of their referrals to the Children's Reporter (25%) when the main referral source (police) is removed from their referrals figures.

Table 3: Referral sources

	Hub 1*	Hub 2	Hub 3	Hub 4	TOTAL
Schools mainstream	46	20	18	1	85 (23%)
Schools (Social, emotional and behavioural difficulties)	0	8	1	5	14 (4%)
Education Total	***46***	***28***	***19***	***6***	***99 (27%)***
Skills Development Scotland	12	12	1	0	25 (7%)
'More Choices More Chances'	5	7	1	0	13 (4%)
Job Centre Plus	0	0	0	3	3 (1%)
Employment Agencies Total	***17***	***19***	***2***	***3***	***41 (11%)***
Social Work	14	39	12	8	73 (20%)
PDP Partners	39	10	14	0	63 (17%)
Third Sector	5	22	31	4	62 (17%)
Other Local Authority	8	0	0	0	8 (2%)
Glasgow Redevelop Agency	3	0	0	0	3 (1%)
Self-Referrals	2	8	14	0	24 (6%)
Private Sector	0	1	0	0	1 (0.3%)
TOTAL	**134**	**127**	**92**	**21**	**374**

* Hub 1: demand out-stripped supply in 2012 and since April 2012 the focus has been on supporting the existing young people in to positive destinations and all new referrals had been put on hold.

1.29 Education remains a key referral agency, especially in Edinburgh. This may be because there is a lack of provision for this age group and a need to find activities for post 16s:

'– (the school) they're under pressure to get rid of pupils that are post compulsive education who are… not attending… If there are any behavioural concerns, you get a couple of warnings then it's "look, we don't have to deal with you here, over 16, out.'(PDA case study interview)

1.30 MCMCs found it difficult to locate the service in terms of what was available in the locality. In one hub area there already existed similar service packages for individual young people. In another hub, MCMCs were looking more for training and employment opportunities and did not want another support service. In a further hub area, the initial connection with MCMC faded as it became clear it was not producing referrals at the levels hoped for. In addition, it took time, and hard and creative work, by the PDAs to open up referral routes and identify potential sources of consistent referrals. Networking locally by the PDAs, hub leads and DM, for example with Joint Action Teams and Youth Justice Forums have been important ways of raising the profile of the project. Both of these points underline the need for development time to be built into projects.

1.31 From the case studies of young people the appeal of PDP is the offer of structured activities in otherwise unstructured and sometimes chaotic lives. Many activities mirror leisure and sport activities relevant to the age group. These opportunities offer 'hooks' and the intense work of the PDA offer a key conduit to developing a PDP journey. Young people and their families also value support towards positive destinations.

'She was not doing anything with her life and getting into trouble.' (PDA about Iona)

The needs and interests of young people vary. The outdoor aspects of the programme appealed to some of the young people, for one young man who liked sport there was a clear appeal. For others though, especially one girl this was a disincentive:

'Skye is work-orientated and struggles to see how going canoeing is going to help.' (PDA)

Others didn't like the idea of doing things outdoors and yet they found positive benefits. The quote from Fiona, below, explains why she doesn't like outdoor activities, but in the end felt that being outdoors had a calming influence.

'It's, like, outdoor, I don't like it, like you go gorge walkin' and I'm a girly girl, so I don't like my hair and makeup gettin' messed up and that's, basically the things you dae, like hill walkin'. I enjoyed it. it got me away for a week when I was at residential, and took me away an' everythin', so it helped me, it calmed me down with it. Just bein' away in the middle of naewhere, in the mountains… you couldn't even get any phone signal, like, so it was like away frae everybody for that week. I've done everything there I done gorge walkin' and, like, night walkin'(Fiona)

1.32 It is hard to assess whether young people and their families felt that the PDP offered a unique opportunity, and there seems to have been some confusion about the difference between the PDP and courses/activities on offer from individual partner projects. This confusion is also reflected in some of the referrer's comments. Internal referrals from partners to PDP may add to this from external referrer's perspectives.

1.33 There was lack of clarity amongst local authorities on what PDP is, how it functions and how it could add to what was already available. The change in management structure and inclusion of a DM has contributed to an improvement in the marketing of the project through local networking and discussions with local authorities about how the PDP can contribute to local outcomes, along with the passage of time meaning that PDP has become better known.

From Referral to Engagement

1.34 Of those referred to PDP, 71% (374) had engaged with the service and its programmes by the end of November 2012. This represents a notable improvement on Dec 2011 when 66% (189) engaged with PDP.

1.35 When young people stop attending the programme it can be difficult for PDAs to judge how much to keep chasing them up and when to draw a line under a case, especially given the demands on their workload.

1.36 86 young people did not engage with the project after initial referral. Of these 40 (46%) were young people with a criminal justice involvement (see Table Two). A further 69 young people disengaged or withdrew from the programme before reaching a positive destination. The reasons for disengagement are given below in table 4. The largest categories: those not wanting support any longer and those giving no reason are the main potential areas for increasing the success rates for the programme.

Table 4: Unsuccessful referrals and disengagement from programme

	Males	Females	TOTAL
Unsuccessful referrals:			
Did Not Engage on Referral	68	18	86
Inappropriate Referral	16	4	20
TOTAL unsuccessful referrals	**84**	**22**	**106**
Disengagement/withdrawal from programme:			
Disengaged from support: Custody/Remand	4	0	4
Disengaged: unable to contact	7	3	10
Disengaged: personal circumstances	2	5	7
Disengaged no reason given	14	4	18
Disengaged: not wanting the support any longer	11	7	18
YP Requested to withdraw (drug possession at courses)	2		2
YP was Asked to withdraw (behaviour, or no parental consent)	5		5
Moved Away	3	2	5
TOTAL disengaged/withdrawn	**48**	**21**	**69**
GRAND TOTAL	**132**	**43**	**175**

1.37 Those referring to PDP gave a variety of reasons. Creating motivation, a sense of momentum and a positive outlook was a common reason:

'the [young person] had a lack of motivation and PDP was another way of coming at it...' (Skills Development Scotland referrer)

'he'd been underachieving and although he had been going, he'd been skiving off...he needed something more meaningful.' (Skills Development Scotland)

'the [young person] went from outgoing to scared to leave [parent who was ill]...[PDP could] give [the young person] a bit of independence and me time' (Youth Project)

1.38 Sometimes PDP was seen as a way of getting a young person away from negative influences

'[PDP might help] get something positive as he was running around with a group who were offending, so part diversionary and part new relationships.'(Youth Justice)

1.39 Occasionally it was seen as a route into employment:

'(the young person) left us for child care placement but didn't complete it.. [she/he] needed support with employment and PDA had links with employment agency.' (PDP Partner)

1.40 Referrers saw PDP as an opportunity for young people to develop a better sense of appropriate behaviour and general responsibilities, as a way of gaining social skills or as a way of getting other skills, all of which would make them more employable.

1.41 Referrals agents at two of the hubs noted the impact of staff changes at PDP on communication and their ability to channel referrals. In one hub there was no real surprise that referrals were being put on hold as the referral agents had previously commented on the workloads and difficulties of getting a hold of the PDA. As one respondent put it:

'(the PDA) was very good when you could get (them) but it's been obvious for a while (the PDA) has been under the cosh trying to cope. Hopefully things will improve soon as they are really our main outlet for some of our younger kids.'

1.42 Although PDP had put in place measures to handle the situation in both hubs, it was not always apparent to some referral agents who commented that they only found out the PDA had left when they were referring in. As another referral agent commented:

'I was really disappointed to hear [the PDA] was leaving, we had built up a good working relationship and the young people liked [the PDA]. It's having to build up relations again, it's always the same people moving and we start again!'

1.43 Communication and marketing approaches across the PDP were highlighted in early workshops as crucial for reducing confusion about what the programme would offer and how the partnership worked. In the event this was also slow to get started. There were limited resources for this as extra funds had to be devoted to the rebranding of the programme following the name change (from Junction to PDP in early 2011). Since the appointment of the DM there has been an improvement in the website, with case studies being developed, and in the marketing and reporting from the project.

Immediate and Intermediate Outcomes

1.44 This section outlines the immediate and intermediate outcomes from the project including the participation of young people, the partnership approach to delivering a range of activities, young people's immediate gains from the project and skill development. It assesses the additionality offered by the partnership approach to the project.

1.45 Creating a PDP Journey within the PDP Partnership is dependent on the age groups the PDAs are working with and the availability of a journey pathway. Sometimes there have not been suitable pathways for some young people, although the development of Venture Trust, Venture Scotland and Princes Trust new under-16 programmes allied to Fairbridge's provision has, for the first time, created a 'Journey' for the under 16s.

1.46 The project also aimed to link young people with external opportunities. The emphasis has been on putting together journeys within partnership provision; incorporating external resources have been less prioritised. However, in order to avoid gaps in journeys for young people there has been a move to look beyond the partners in creating a journey.

1.47 The Fairbridge programme has been the most used by the PDP, with 45% young people attending over the life of the project but, this represents a drop from its highest proportion at the end of May 2011. Fairbridge was the one partner who catered extensively for the Under 16 age group which until this year have formed the majority of PDP referrals. There have been notable changes in the provision form PDP partners especially in the past year with Venture Trust developing more under-16s provision and Venture Scotland creating a more flexible entry system for their programmes and more use of a wider range of Princes Trust programmes.

1.48 It should be noted that 26 young people had been sent on external non-PDP partner courses since the project started: 11 of those in the last year. Initially this was a mechanism to keep young people engaged while waiting for partner courses but the course selected had a value to the young person and the work they would do with PDP. Within this the PDP has started to use the wider Cashback programme as part of the young person's journey.

1.49 Course Completions: All three hubs achieved over 60% course completions from their referrals. There was no significant difference between the justice (66%, 98 people) and non-justice group (62%, 94 people) in the number of course completions.

1.50 The young people in the discussion groups liked the workers and other young people they met at PDP. Those participants mentioned particular activities that they had enjoyed doing, learning from, and having fun: 'keeping you busy' 'active' and 'with a routine'. 'It felt good doing something I liked'. For example, those who had been on the Spirit course really valued the experience. They liked seeing the changes in themselves: 'becoming an adult', 'taking

responsibility for themselves and others' and 'treating others with respect'. There were some people and activities which individuals did not like and occasionally some over-long introductions to courses, but overall the young people felt that they were moving forward and that PDP was helping them to 'get on the right track'.

1.51 The young people thought that their PDAs were '*sound*' because they listened and helped them. As one young person summed the experience as:

> *'My favourite thing would just be meeting up with the PDA, when you're not feeling too good, just go for a coffee… if I didn't meet the PDA, or didn't get involved with it, I don't actually know what I'd be doing right now. I'd probably be in a job that I didn't like… Because, before I actually met the PDA, I was obviously, not on a good track, doing stupid stuff, and I think it's just matured me… I'm actually responsible for myself and others… Like, knowing that it's not all about yourself.' (Young person, discussion group)*

1.52 This is perhaps unsurprising, and there is some evidence that allocation of a key worker might be more important than the diversionary activities offered by programmes like PDP (CRG research 2006). A supportive relationship, with a focus on goals may be a key ingredient in helping young people to get on track with their lives.

1.53 PDAs negotiate a line between providing support and encouraging independence for example deciding whether to support young people by accompanying them to an activity or meeting versus getting them to make their own way and risking that they might not turn up. For many of the young people involved there is a lack of informal support in their lives, and the PDA is plugging this gap. However, building on this to ensure future independence can be difficult.

1.54 In addition to supporting the young person, on occasions the PDAs provided support for the parents and wider family network of a young person. Whilst this enhanced support for the young person it also provides evidence of the ways in which the family and home context can enable or pose hurdles to a young person's engagement. For example, in the case of Ross, a young person with boredom, anxiety, and attention issues the PDA recognised a lack of family support and intervened to discuss the potential benefits of PDP with his family; 'he's used up all the goodwill from his gran and his other gran and his relatives and he's got a really strained relationship with his dad and his mum now. They used to be a little bit more supportive, so that's causing anxiety within where he's living and he sort of moves from friend to friend as well.' Often young people are referred to PDP when family support is at a low ebb and necessitates a broad approach to PDA work. This appears to support the findings of Nutall et al's (1998) review of what works in reducing criminality, which suggests the need for a broad-based approach that includes support in all the different domains of a child's life including their family life.

1.55 In other cases the PDA seems to be encouraging the young person to rise above their family's expectations of their abilities. This seems to support the findings of Nutall et al's (1998) review of what works in reducing criminality, which suggests the need for a broad-based approach that includes support in all the different domains of a child's life including their family life.

1.56 Many programmes were tailored appropriately to young people's needs. However, young people disliked gaps in the PDP journey, between courses or when they were waiting for the next step. Gaps in the journey were often difficult for young people who spoke of having to wait until a course started. Having something to get up and do on a regular basis is something the young people have found key to be feeling positive about themselves and moving towards a positive destination. Thus, gaps between courses left them without any regular activity and made it easier for them to revert to old patterns of behaviour and socialising which were counterproductive.

1.57 There was also some mismatch with the level of qualifications than young people already had and those on offer through PDP partners and college courses – sometimes young people already had higher qualifications than those being offered in the college courses which was a problem for them.

1.58 Young people gained many immediate and intermediate outcomes from initial engagement with PDP. These were especially in areas such as developing new skills, independence, confidence and working with other people.

1.59 The partnership delivered a full programme of activities and skill development for YP, offering wider range of activities than single agency approaches as can be seen by the pattern of provision across the partners in Table 5 below. Nearly three quarters of young people (72%, 198) had been on single partner journeys to date (Sept 2012). The most common pattern is use of courses from two separate partners. The most common partner journey was that of Venture Trust and Fairbridge which in part still reflects the influence of the under-16 group. Venture Scotland figured in 17 of the journeys a notable increase on their position at the end of 2011 (Interim report). This is in large part due to the changes the organisation has made to its entry criteria that allows more young people to come in at different stages in their courses. It is also a reflection of PDP having more young people over-16 and thus eligible for VS courses.

Table 5: Added value: number of partner courses utilised in young people's journeys

No of partner courses in journey	Hub 1	Hub 2	Hub 3	TOTAL
1	86	67	45	198
2	24	17	11	52
3	2	5	5	12
4 **	3	0	0	3
1 + ep*	1	5	0	6
2 + ep	0	1	2	3
3 partners + ep	0	0	1	1
TOTAL	116	95	64	275

*ep = external provision outside partnership
** it was only possible to use 4 partners before the merger

Changes in Behaviour and Practice

1.60 The goal of the project was to help young people towards positive destinations defined as education, training and employment but it could be argued that getting on to a partner course is a positive destination in its own right. Getting back to school was added as a positive destination as the project progressed especially in recognition of the younger than anticipated age of the client group.

1.61 However, the recording of attendance as a proxy for participation can offer a partial story. Genuine engagement and progression requires commitment and depth in participation. Progress is rarely liner and recording this requires a fuller appreciation of the ebbs and flows in a young person's, as well as a range of methods in any evaluation to gain views and experiences. As Crabbe et al. (2006) note, it is problematic to use attendance on a course or activity as a metaphor for engagement.

1.62 However a wide range of 'soft' outcomes were evidenced for many young people. PDP's own report on performance suggests that most young people improve across all core life skills. It has been increasingly important to acknowledge these, especially in the context of increased challenges of reaching positive destinations in the climate of the recession as competition for jobs and college places increases.

1.63 PDP works with a goal-setting system, that is, the young person with the help of the PDA sets the goals they want to achieve while at PDP. These goals are focused on improving the young person's life and employment skills. Three hundred and twenty nine young people have set goals with 85% (281) fully achieving the goal set and a further 9% (31) partially achieving the goal set.

1.64 The most common 'core' goals set were those relating to improving the young person's confidence and those encouraging better engagement with other people. In working on core life skills PDP was most successful with changing behaviour/offending and positive relationships. Overall PDP returned a 72% success rate for improving core life skills.

Table 6: Core skills achieved by young people

	Yes		Partial	No	TOTAL
Confidence	109	(79%)	17	12	138
Behaviour/Offending	26	(84%)	7	7	40
Relationships	54	(82%)	6	6	66
Motivation/Self Challenge	40	(64%)	9	13	62
Engagement	93	(67%)	30	16	139
TOTAL	322		69	54	445

1.65 The most common employment goals set were those relating to improving the young person's detailed employability skills and qualifications, communication and improving their team/group working abilities. In working on core employment skills PDP was most successful with changing the ability of young people to work in teams/groups. Overall PDP returned a 72% success rate for improving core employment skills.

Table 7: Achievement of Core Employment Skills

	Yes		Partial	No	TOTAL
Team/Group Work	25	(83%)	2	3	30
Living Skills	14	(74%)	2	3	19
Communication	26	(70%)	6	5	37
Routine/Timekeeping	12	(71%)	2	3	17
Progression/Qualification	26	(65%)	7	7	40
TOTAL	**103**		**19**	**21**	**143**

1.66 In addition to PDAs noting changed behaviour, so too did parents. In the case of both Iona and Skye their respective mothers noted enhanced negotiation and communication skills. The outcomes was described by Iona's mother as moving from 'she used to put me through hell as well, ….I couldna cope' to at the end of PDP, 'we're getting on great now.'

Case study: Skye

Seventeen year-old Skye was referred to PDP by her school guidance teacher. She had achieved 7 standard grades and wanted to work with animals and/or join the police, but she was emotionally insecure, with low self-esteem and self-confidence. Skye said that she had hoped that PDP would help her with "my confidence, getting me ready for work. I was confident with my pals, but with other people I was really, really, really shy, I didn't like meeting new people".

Skye's relationship with her PDA has been of key importance throughout her PDP journey, maybe more so that her participation in PDA partner courses. Skye said of this relationship "(my PDA) helps me see that I can make changes in my life, like showing me I actually do these things…she asks me what I want to do with my life and that….and doesn't put me down or say that I'm stupid, or like worthless or anything." This relationship also extended to Skye's mother who said that the PDA has "been a support for all of us as well because it's like a third person there, a neutral person that I can speak to".

Skye's specific needs were centred on her confidence and her relationships with her peers. Her PDA said of her involvement in the project, "Skye is work orientated and therefore struggles to see how going canoeing is going to help. She is an interesting case in the PDP, because I have done quite a lot of work with her but in terms of the PDP courses it looks like she has not done very much. I think it speaks to the need to be flexible".

Skye started a Princes Trust Team Programme and was doing well but, on the course residential, was involved in an incident that she was asked to leave the programme. Her mother said "(Skye) felt that she was unfairly dealt with. Skye's PDA felt that this incident had a negative impact on her broader involvement in PDP

She has subsequently taken part in two courses focused upon employability. She feels that the courses have been valuable in terms of work experience but has also at times found them boring because it is "a bit like being at school". Her PDA commented that "the difficulty is that these courses are mainly designed for young people that have left school without a full set of qualifications… she doesn't really need help with literacy or numeracy … she is quite capable". Skye's aspirations appear to have changed over the course of her involvement in the PDP. At the end of the case study period she was looking at two possible future opportunities, a Princes Trust programme to get into retail work and an office based internship with Venture Trust. Her PDA expressed uncertainty about whether this change away from her original career plans indicated an increased maturity or suggested that her aspirations had been "squashed" as a result of taking part in employability courses that had a short-term focus on getting people into any available jobs.

In summary, Skye feels that she has become more responsible during her time with PDP. This view is corroborated by her mother who says that she is better at managing relationship conflict within her family. Skye says that she has become better at managing her anxieties, that she can travel places on her own.

Case Study: Stuart

Stuart wasn't coping academically at school, there were concerns about his behaviour and attendance and he was on the verge of being asked to leave. It was suggested that these problems could be related to the death of a close family member some years earlier. Stuart's mum said that he was "very poor in study…and all the time shy". Stuart was referred to PDP by his school guidance teacher when he was nearly 17.

Stuart said that, as a result of his involvement in PDP he hoped to "build my confidence…and just get me into a course and hopefully get a career off the course I'm doing".

After initial meetings with his PDA, Stuart's PDP journey began with the Princes Trust's Team programme. Stuart's mother was initially unsure about his involvement in the programme. She worried whether the courses were worthwhile and was unhappy with Stuart attending the residential aspect of the programme. However, after encouragement and reassurance from the PDA and Activity Provider she agreed to let her son attend the whole programme. Stuart said that the residential was his favourite part of the programme.

Stuart's PDP journey includes both individual work with the PDA and working in a group on the Princes Trust programme. His PDA said that "it's the opposite of actually quite a lot of my young people who need a lot of one to one support and

maybe struggle a bit in the early stages with the group. Stuart was the opposite, I could barely get two words out of him and then as soon as he was in a group he was just out of his shell and the life and soul of the party".

By all accounts, Stuart proved to be a popular member of the Princes Trust Team and made impressive progress in his confidence and independence. A member of staff from the programme said that "at first (he was) very shy, quiet, but then became the joker of the pack, and very well liked, very, very popular. He was just such a nice, charming young boy, who done really well, from being so quiet to coming out and being more confident." Many of the positive outcomes that Stuart identified from the Princes Trust Programme related to having an opportunity to become more independent and to learn about himself and about what he wanted to do. He felt a sense of achievement in finishing the programme and was confident that it would benefit him in the future through building his CV.

Both Stuart's PDA and his Activity Provider commented that his family underestimated Stuart's abilities and maturity. His PDA expressed the hope that his family would value the achievements that he had made on the Princes Trust Team Programme and continue to support his involvement with PDP rather than pushing him to get a job immediately.

After completing the Princes Trust Programme, Stuart's PDA had referred Stuart to Youth Build, a six-month training course leading to full-time employment, but he was unable to attend the interview because of illness. Stuart is still involved with PDP and his PDA is exploring other external options with him.

Contribution of PDP Project: Final Outcomes

1.67 The PDP can be seen to have contributed to the reduction in anti-social behaviour of the 159 young people who have completed the programme and reached a positive destination, Given that all the young people referred to PDP were not attending school, and at risk of offending or involved in offending, reaching a positive destination for all of these means they have "more choices and chances to succeed, reducing the likelihood of them being involved in antisocial behaviour " (Scottish Government 2013)

1.68 244 young people concluded journeys from the inception of PDP, the figure of 159 represents 65% of all of the young people to exit PDP up to November 2012. This represents an increase of 400% (127) in nine months.

1.69 Setting aside those young people who re-engaged with school, significantly more young people went to further education or training opportunities than either employment or volunteering opportunities (CI 0.712 to 0.863). Fifteen per cent (17) of young people managed to get employment. Twenty nine percent of all positive destinations were re-engagement with school. Significantly more positive destinations in hub1 were further education and training opportunities than either hub2 or hub3 (CI: 0.0683 to 0.413; CI: 0.0142 to 0.467).

Table 8: Positive Destinations

	Hub 1	Hub 2	Hub 3	Hub 4	Total
Employment	8	3	5	1	17
FE/Training	49	26	13	1	89
Volunteering	0	4	3	0	7
Sub-Total	**57**	**33**	**21**	**2**	**113**
Re-engaged with school	30	9	6	1	46
TOTAL	**87**	**42**	**27**	**3**	**159**

1.70 Bringing together the evaluation approaches allows us to assess success for the young people, the partnership and the project (see Appendices 2 and 3).

1.71 Professional respondents in the project were asked what they would see as successful outcomes for the PDP in early interviews. These 'criteria for success' for the PDP project were incorporated into the logic models for the contribution analysis, and revisited at regular intervals. Respondents included the staff and partners of PDP, representatives of MCMCs, and other key referral organisations, relevant Scottish Government Policy partners. This section presents the final review of the core criteria for success in relation to outcomes for PDP young people, the PDP Partnership and the PDP project as a whole.

1.72 Three criteria have been consistently met throughout the project:

- The numbers of young people being referred to the project
- The numbers of young people completing partner courses
- The sharing of learning among the PDP partners

1.73 Eleven criteria have improved in the last year on previous performances

- Positive journeys made (with more than one partner utilised)
- Positive destinations reached
- Learning in terms of partner's own organisations
- Establishing partnership working
- Building relationships with local authorities

- PDAs using resources across the PDP partnership
- Having appropriate operational set-up
- Operational criteria: that the programme is set up and working
- Establishing the role of the Development Manager
- Building the influence of PDP at the frontline
- Independence of the PDP from other provision

1.74 Access to the PDP was one of the identified criteria for success which has always been met in overall project terms, but one Hub has struggled throughout to cope with the level of referrals although as has been noted elsewhere in this report, steps have now been taken to remedy this

1.75 By the end of the evaluation period, the PDP project had met or partially met all but one of the core criteria as set out in Appendix 3.

1.76 In addressing the final outcomes from the Contribution Analysis Framework we can see that the programme has reduced the likelihood of further anti-social behaviour for young people completing their journeys but there are a number of learning points:

1.77 PDA role versus partner programmes: relationships with PDAs have been highlighted by all young people taking part as very important and helpful and receive more positive reviews overall than other components of the programme. As has been noted in the literature it is often the relationships built that are of the most help in turning young people's lives around. It is hard to assess the relative influence of the role of one continuous worker versus the value of the diversionary activities themselves. It is also hard to assess to what extent young people continue to thrive after the support of the PDA is withdrawn

1.78 Influence of families and other external factors: The case studies in this report illustrate the very complex and disruptive circumstances young people referred to this project find themselves in. It can be very difficult to create and maintain positive relationships and the influence of their families, peers, or life events may interrupt or disrupt participation in the project through no fault of the PDP workers. It is hard to judge how long to keep following up a young person with whom the project has lost contact especially given the opportunity costs of working with other cases. For young women, becoming pregnant may mark the end of engagement with PDP, and for this group careful referral to other agencies may be important.

1.79 Partnership working: Multi-agency projects are complex and in this case partnership working took a long time to build. Towards the end of the project data demonstrates partnership gains in marketing and networking, achieving referrals and learning across the programme. Some of the partnership issues

could have been avoided and others speeded up had there been a partnership agreement in place, more thought given early on to the partnership structures, and time to develop the partnership included in the project timeline. In the event, none of the partner organisations saw these tasks as a priority, causing mistakes, staff turnover and lost opportunities. By the end of the project these issues were resolved to good effect.

1.80 **Further external factors impact on PDP:** This project has been developed in the context of the on-going recession, increasing unemployment, especially for young people, and accompanying increased pressure on college and other training opportunities. For the young people that PDP seeks to support this posed especial challenges. The likelihood of getting into employment or training when competition is high is least likely for the most vulnerable young people in need of high levels of support. Realistic positive destinations for many PDP young people are more likely to be training than employment in the medium term until better economic times. This means that targets that may have seemed realistic at the start of the project need to be revised, and that partnerships with the private sector need to be entered into with extreme caution to avoid creating false expectations.

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Appendix 1: Methods

In this annex we outline key elements of our approach to the evaluation, design and methods.

Overall Approach

Our approach was both innovative and practical. We used a pluralistic evaluation combined with contribution analysis (see Mayne, 2008). This provided a strong and multi-layered framework for the evaluation. It ensured that the evaluation worked with an agreed theory of change among participants and made explicit the links between inputs, outputs and outcomes. This combined approach was illuminated in, for examples, workshops and the no-going reviews of the matrices for development, and criteria for successes.

The PDP aims to enhance the lives of young people facing a range of problems and issues. The evaluation approach, and the many tools and processes utilised, were predicated upon our recognition of the realities of a multi-organisation and multi-site partnership. With varying agendas and expectations for such developments the evaluation team had to be flexible, appreciate the wider context to issues, and draw upon a range of research approaches and skills.

The Stated Aims and Objectives of the Evaluation

The aim was to map and explore the implementation, delivery and effectiveness of the PDP Project.

The objectives were to:

- map and assess the process of setting up and implementing the PDP, including examining the cost and use of funding;
- explore the effectiveness of partnership working between organisations and providers
- identify any emerging approaches and good practice demonstrated by providers and/or partnership organisations, along with any necessary areas of improvement
- examine young people's aims, experiences and reflections on their participation in programmes offered by providers
- determine the potential value and impact of project activities on young people's attitudes, social behaviours and subsequent engagement with education, training and employment
- facilitate exploration and understanding of the issues impacting upon the effectiveness of both individual providers and the wider Junction project.

- disseminate findings to delivery partners through the life of the project to inform on-going development and delivery of the project.

The Evaluation Framework

We opted for a parallel framework that combined pluralistic evaluation with contribution analysis.

Pluralistic Evaluation Research Design

Pluralistic evaluation (see both Smith and Cantley, 1985; Moss et al., 2008) takes account of the various stakeholders who may well have a general agreement with the project aims/objectives/outcomes but might still have to reconcile those with their own service parameters and political operating environment. It allows for variation in the notion of success for the project and takes that into account, teasing out the common core across the stakeholders as well as addressing the specifics to each stakeholder. Included in that are the young peoples and parents criteria of what would make this a successful project. The success criteria can shift over time as some are met and dropped and others come on board as a result of changes in the service/partnership/policy environment, so the criteria are dynamic and will be reviewed. Coupling this with contribution analysis allows us to develop theories of change for each group, and to identify successful outcomes from varied perspectives.

Contribution Analysis

The revival of logic model approaches to planning evaluations (see both Kaplan and Garrett, 2005; Morrison, 2009) has seen a recent refinement through the development of contribution analysis. This has at its core the question of attribution; ‘to what extent are observed results due to programme activities rather than other factors?’ (Mayne, 2008: 1). Contribution analysis is predicated on developing and clarifying the theory of change underpinning a service/policy and establishing chains of potential causality, that is, what does the project set out to achieve, and what steps will lead to these outcomes and why do we think that? Developing a clear attribution chain enables the identification of suitable evidence for each stage in the project.

Contribution analysis also allows consideration of which elements of potential outcomes the project has direct control of, and which can be achieved through direct and indirect influence. In this way we can isolate contributing factors and offer sharper research design, including understanding of the risks to achieving outcomes and how to minimise these. Contribution analysis is predicated on involving all of the partners in discussion about the theory of change and thus encouraging investment and ownership in the project aims and processes, together with the evaluation.

In summary, we asserted that using these two approaches in tandem allows the evaluation to recognise the political realities of the programme, the consequent range of agendas alongside the theoretical underpinnings. This allows us to illuminate causality more readily. These are not mutually exclusive or in conflict: they are complimentary ways of looking at outcomes and outcome assessment: a pluralistic model elicits the success criteria agenda that can be used to evaluate the project and contribution analysis lets us unpick the steps to success, and understand theories of change at work in the project.

Contribution Analysis and Pluralistic Evaluation in Practice

As noted contribution analysis (CA) involves developing and clarifying the theory of change underpinning a service and establishing chains of potential causality, that is, what does the project set out to achieve, and what steps will lead to these outcomes and why? Three results chains were developed, one for young people, one for the main project workers (PDA's) and one for the partnership. The risks and assumptions for the result chains were assessed and are set out in Appendix 2 This provided monitoring criteria for the project which is detailed in Appendix 2 This report provides an assessment of the extent to which assumptions were correct and risks were mitigated and provides an overall assessment of the contribution of the project.

Again, as noted above, pluralistic evaluation takes account of the various stakeholders who may well have a general agreement with the project aims/objectives/outcomes but might still have to reconcile those with their own service parameters and political operating environment. These criteria help to inform the CA assessment, but are also revisited by stakeholders at various points during the evaluation. The results from this assessment are integrated into the report and presented in Appendix 3

Data Collection

At every stage consent was sought and documented. Ethical guidelines were adhered to and procedures kept under constant review. All data was anonymised and pseudonyms used.

Data was collected using mixed methods from staff, partners, referral agents, young people and their families, project materials and through workshops. Methods and sources are presented in Table One below. A project database was also established, although this was not up and running until September 2012. This now provides statistical, assessment and outcome data on the young people involved in the project.

Table 1: Data Sources

Source of Evaluation Data	Numbers and Rounds	Total Different Interviewees	Total Interviews
Interviews with PDP Partners, Managers and Key External Partners	Ist Round=16 2nd Round=11 3rd Round =10	16	37
Interviews with Referral Agents	Ist Round =10 2nd Round=45 3rd Round=10	65	65
Bi-monthly Catch-ups with the PDP staff	12 x 3 PDAs plus new PDAs x 2	5	38
Case Study Interviews	6 young people, their parents, PDAs, referrers, activity providers and other	33*	27
The Views of Young People	3 discussion groups, one in each area; one Scottish Power discussion group		19*
PDP Evaluation Workshops	4 workshops		
PDP Development Workshops	2 workshops		
Statistical Analysis of PDP Quantitative Data	5 overviews		
Secondary Analysis of PDP Quarterly Reports; PDP Partner data	3 reports; various partner data		
Secondary analysis of other relevant databases & Justice related data sets (juvenile and adult)	Two databases		
PDP Database Development	6 meetings		
Evaluation Input into PDP Development Plans 2012	4 meetings		

Combined Approaches and On-going Development of PDP

The evaluation team took a developmental approach to evaluation, especially as the team started working at the outset of the project. This meant that findings were fed back to staff, managers and stakeholders in workshops throughout the project in order to maximise learning. This has meant that the programme was able to adapt to this information and this is particularly noticeable in the development of management structures. This also allowed for respondent validation of the findings of the evaluation following MacPherson and Williamson (1990).

The intention of the evaluation team was to involve young people in the evaluation and a 'big brother room' was set up in each site with a video camera for young people to record any feedback. These relied on the project workers in the sites encouraging young people to use them. There was no feedback recorded in this way and, as a result, the idea had to be abandoned.

An overview of the data type and source is presented in Table Two below.

Table 2: Data overview

Type	Description	Sources
Administrative Data	Referrals, case level, exit data, yp review, staff time and costs	Database, staff time monitoring exercise
Operational and Partnership	Service implementation	Staff interviews, partnership meeting observation, staff exit interviews
Client level data	Perspectives of young people and families, journeys through PDP, outcomes	Interviews with young people, families, referrers and focus groups with young people, database

Analysis

Data was collected by specific members of the project team utilising existing expertise and analysed across themes. Analysis was conducted regularly and in particular to feed into the workshops. Both contribution analysis and pluralistic evaluation created categories and themes for analysis.

This helped to draw together the various datasets qualitative and quantitative, client and service, partner and service, descriptive and explanatory, statistical and non-statistical, theories of change and wider notions of success. We suggest setting up a series of vertical and horizontal analytic zones (in consultation with the evaluation commissioners) under which to capture the aims and objectives. Vertical and horizontal analytic zones were established as listed below in Table 3.

Table 3: Analytic Zones

Vertical analytic zones:	Horizontal Analytic Zones:
service pathways	implementation
role of the PDAs/PDC	results chains
role of the YPDA	success criteria
role of the MCMC	costs
role of the activity providers	lessons
young people and their families	
partnership working	

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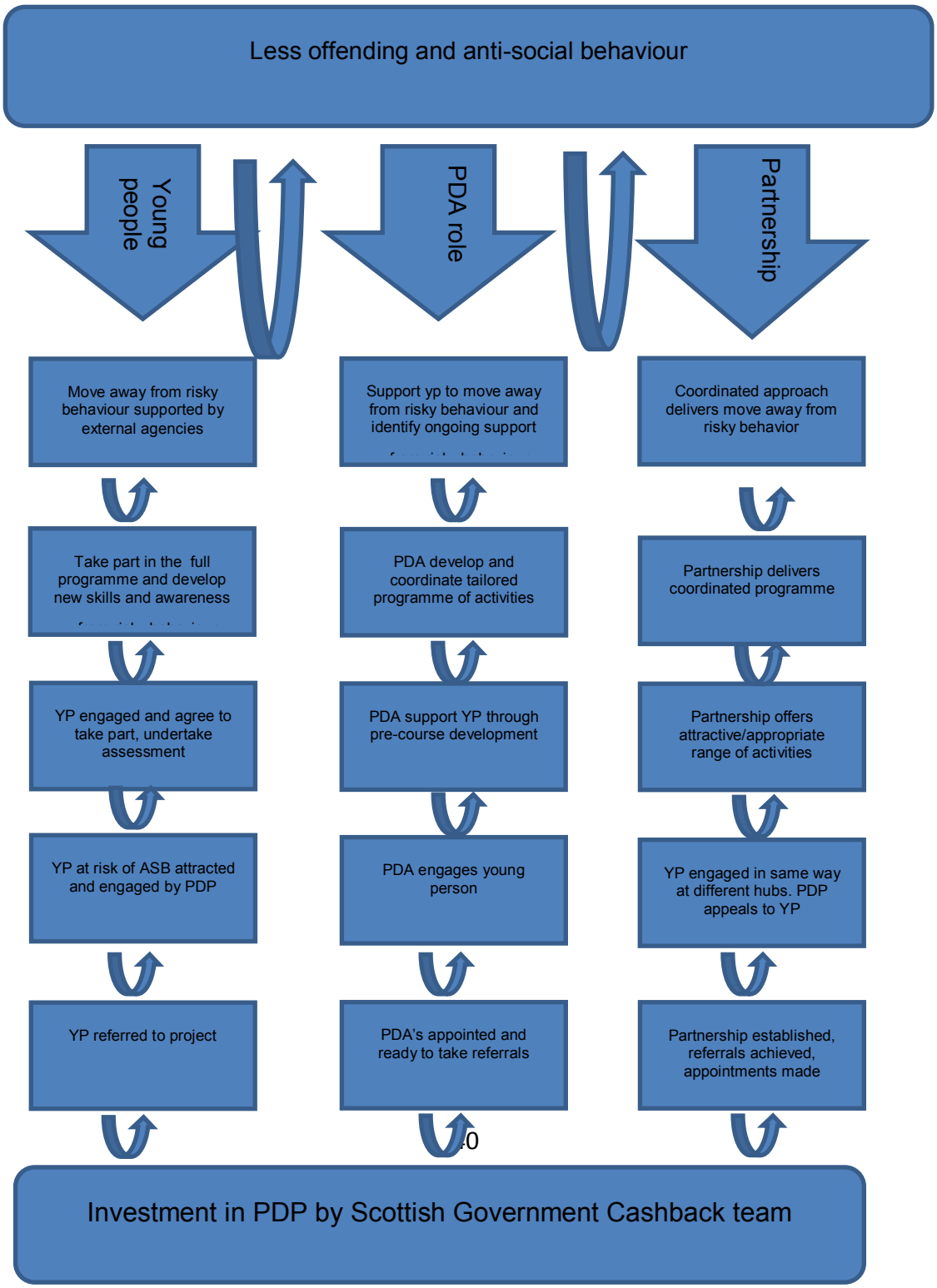
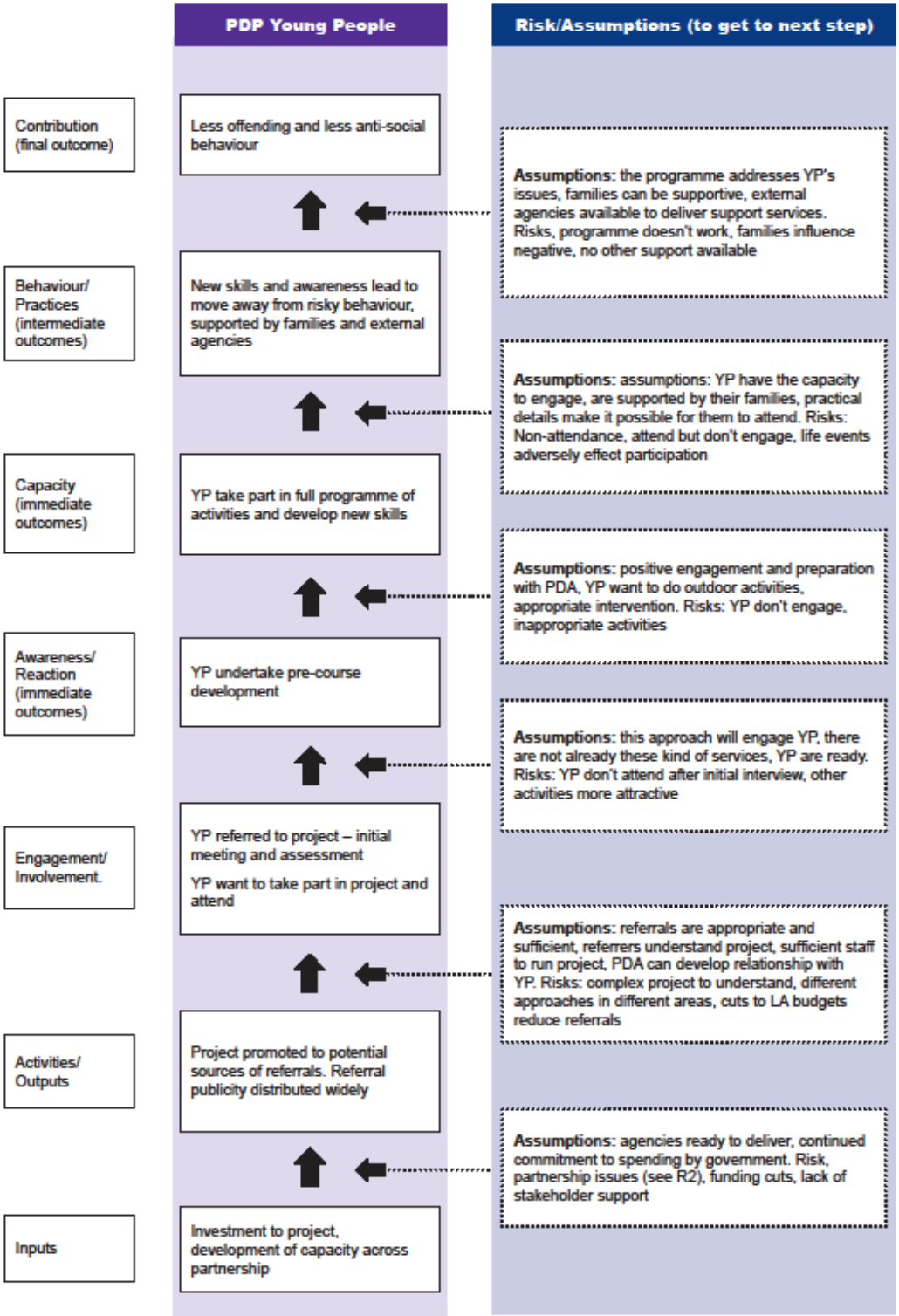
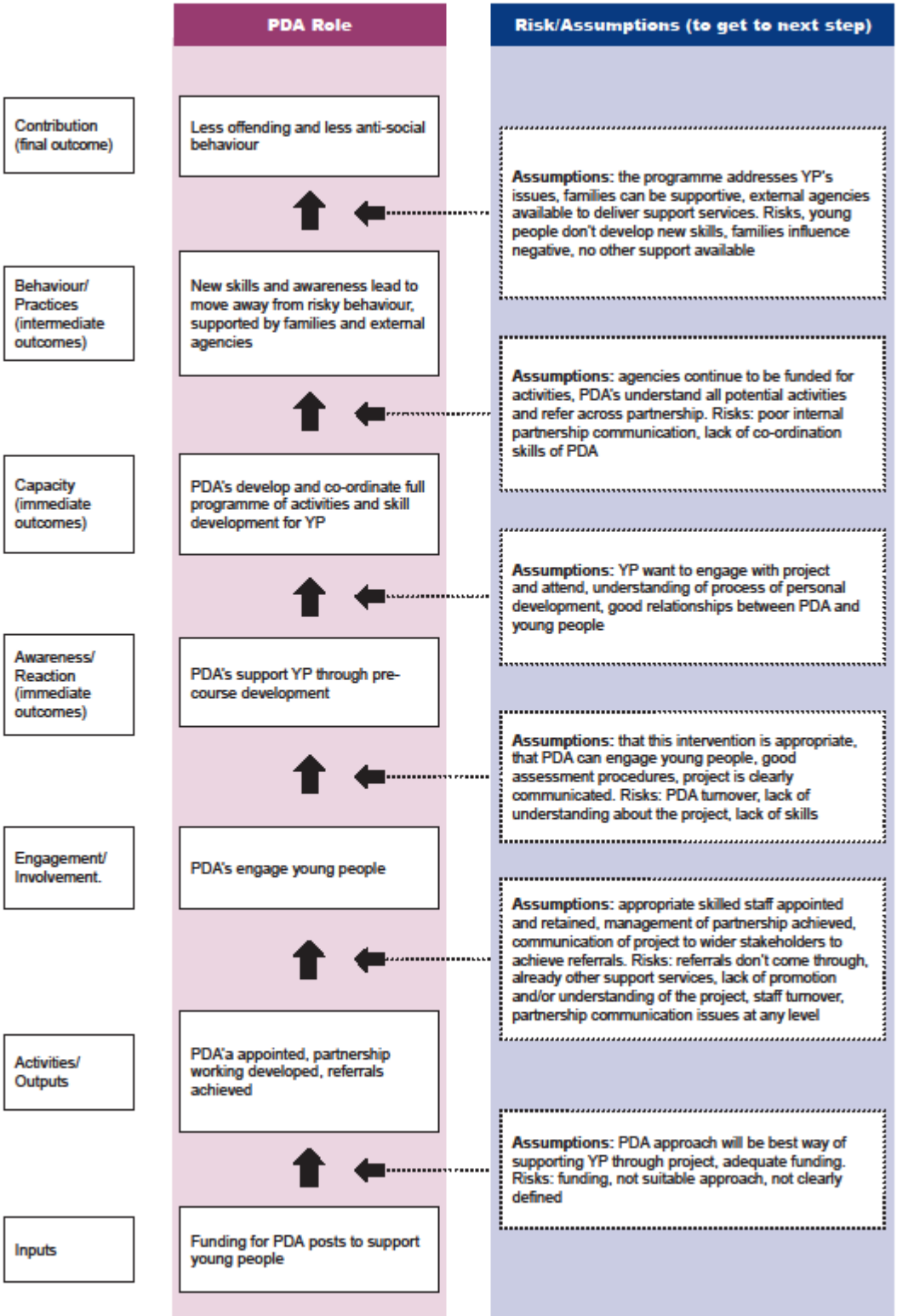
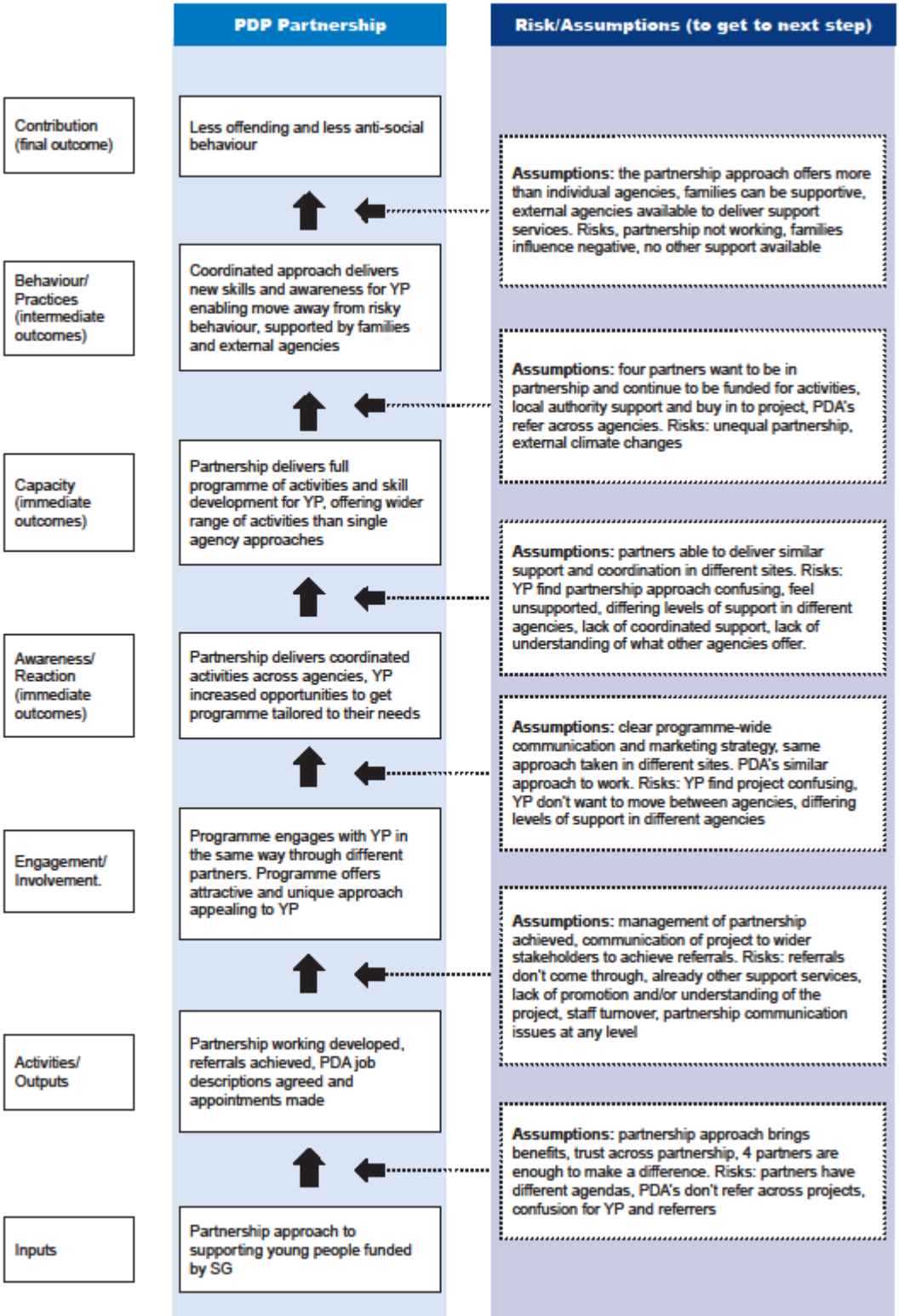
Appendix 2: Contribution analysis framework

Three results chains (a form of logic model) were constructed and analysed for risks and assumptions. The final report addresses these and aligns data to them. The three models were for young people, the PDA and the partnership. The overall model is set out below, followed by the risks and assumptions analysis for each chain. The curved arrows represent a dynamic and recurring pattern between each stage rather than a linear process.




PDP Young People
Risk/Assumptions (to get to next step)
Contribution (final outcome)
Less offending and less anti-social behaviour
Assumptions: the programme addresses YP's issues, families can be supportive, external agencies available to deliver support services. Risks, programme doesn't work, families influence negative, no other support available
Behaviour/ Practices (intermediate outcomes)
New skills and awareness lead to move away from risky behaviour, supported by families and external agencies
Assumptions: assumptions: YP have the capacity to engage, are supported by their families, practical details make it possible for them to attend. Risks: Non-attendance, attend but don't engage, life events adversely effect participation
Capacity (immediate outcomes)
YP take part in full programme of activities and develop new skills
Assumptions: positive engagement and preparation with PDA, YP want to do outdoor activities, appropriate intervention. Risks: YP don't engage, inappropriate activities
Awareness/ Reaction (immediate outcomes)
YP undertake pre-course development
Assumptions: this approach will engage YP, there are not already these kind of services, YP are ready. Risks: YP don't attend after initial interview, other activities more attractive
Engagement/ Involvement.
YP referred to project – initial meeting and assessment
YP want to take part in project and attend
Assumptions: referrals are appropriate and sufficient, referrers understand project, sufficient staff to run project, PDA can develop relationship with YP. Risks: complex project to understand, different approaches in different areas, cuts to LA budgets reduce referrals
Activities/ Outputs
Project promoted to potential sources of referrals. Referral publicity distributed widely
Assumptions: agencies ready to deliver, continued commitment to spending by government. Risk, partnership issues (see R2), funding cuts, lack of stakeholder support
Inputs
Investment to project, development of capacity across partnership


PDA Role
Risk/Assumptions (to get to next step)
Contribution (final outcome)
Less offending and less anti-social behaviour
Assumptions: the programme addresses YP's issues, families can be supportive, external agencies available to deliver support services. Risks, young people don't develop new skills, families influence negative, no other support available
Behaviour/ Practices (intermediate outcomes)
New skills and awareness lead to move away from risky behaviour, supported by families and external agencies
Assumptions: agencies continue to be funded for activities, PDA's understand all potential activities and refer across partnership. Risks: poor internal partnership communication, lack of co-ordination skills of PDA
Capacity (immediate outcomes)
PDA's develop and co-ordinate full programme of activities and skill development for YP
Assumptions: YP want to engage with project and attend, understanding of process of personal development, good relationships between PDA and young people
Awareness/ Reaction (immediate outcomes)
PDA's support YP through pre-course development
Assumptions: that this intervention is appropriate, that PDA can engage young people, good assessment procedures, project is clearly communicated. Risks: PDA turnover, lack of understanding about the project, lack of skills
Engagement/ Involvement.
PDA's engage young people
Assumptions: appropriate skilled staff appointed and retained, management of partnership achieved, communication of project to wider stakeholders to achieve referrals. Risks: referrals don't come through, already other support services, lack of promotion and/or understanding of the project, staff turnover, partnership communication issues at any level
Activities/ Outputs
PDA'a appointed, partnership working developed, referrals achieved
Assumptions: PDA approach will be best way of supporting YP through project, adequate funding. Risks: funding, not suitable approach, not clearly defined
Inputs
Funding for PDA posts to support young people


PDP Partnership
Risk/Assumptions (to get to next step)
Contribution (final outcome)
Less offending and less anti-social behaviour
Assumptions: the partnership approach offers more than individual agencies, families can be supportive, external agencies available to deliver support services. Risks, partnership not working, families influence negative, no other support available
Behaviour/ Practices (intermediate outcomes)
Coordinated approach delivers new skills and awareness for YP enabling move away from risky behaviour, supported by families and external agencies
Assumptions: four partners want to be in partnership and continue to be funded for activities, local authority support and buy in to project, PDA's refer across agencies. Risks: unequal partnership, external climate changes
Capacity (immediate outcomes)
Partnership delivers full programme of activities and skill development for YP, offering wider range of activities than single agency approaches
Assumptions: partners able to deliver similar support and coordination in different sites. Risks: YP find partnership approach confusing, feel unsupported, differing levels of support in different agencies, lack of coordinated support, lack of understanding of what other agencies offer.
Awareness/ Reaction (immediate outcomes)
Partnership delivers coordinated activities across agencies, YP increased opportunities to get programme tailored to their needs
Assumptions: clear programme-wide communication and marketing strategy, same approach taken in different sites. PDA's similar approach to work. Risks: YP find project confusing, YP don't want to move between agencies, differing levels of support in different agencies
Engagement/ Involvement.
Programme engages with YP in the same way through different partners. Programme offers attractive and unique approach appealing to YP
Assumptions: management of partnership achieved, communication of project to wider stakeholders to achieve referrals. Risks: referrals don't come through, already other support services, lack of promotion and/or understanding of the project, staff turnover, partnership communication issues at any level
Activities/ Outputs
Partnership working developed, referrals achieved, PDA job descriptions agreed and appointments made
Assumptions: partnership approach brings benefits, trust across partnership, 4 partners are enough to make a difference. Risks: partners have different agendas, PDA's don't refer across projects, confusion for YP and referrers
Inputs
Partnership approach to supporting young people funded by SG

Appendix 3: Criteria for Success Assessment

This Appendix reviews the criteria for success as at 23rd November 2012. This revisits different stakeholder's criteria for success for PDP from the start of the project to assess the extent to which they have been achieved.

Criteria for Success: (A) in relation to Young People

Common Core Criteria	Criteria Met: Yes, No Partial	Evidence
Numbers of young people being referred to PDP	YES (Yes) **YES**	Referrals have increased from one six month period to another at each Hub and the project overall **Over 500 yp now from a variety of sources and a notable number of self-referrals**
Completing partner courses	YES (Yes) **YES**	Just over half of young people have completed a partner course **Has improved since then**
Positive Journeys (more than one partner)	PARTIAL (Partial) **YES**	35 (12%) young people have been on a PDP Partner Journey **By end Sept 2012 an additional 40 yp have been on positive journeys**
Reaching positive destinations	PARTIAL (Partial) **YES**	31 (11%) have reached a positive destination Within this, 12 (4%) Scottish Power Power Skills course Jan 2012)

(B) The Partnership Level

Common Core Criteria	Criteria Met: Yes, No Partial	Evidence
Learning re PDP Partner Organisations	YES (Yes) **YES**	The development of the project has required partners to share detailed information on each other's strategic and operational levels. **The final interviews demonstrate this and the new 'management' structure is evidence of 'learning into practice'**
Learning re Own Organisation	YES (Partial) **YES/PARTIAL**	Eg doing presentations at UK senior management level; the development of new courses to meet gaps in PDP provision **It's been a reality check to experience what can really be achieved within national structures and how national structures impinge on developments such as PDP. There will always be natural limits on how far things can go**
Establishing Partnership Working	YES/PARTIAL (Partial/No) **YES**	Yes within PDP; Partial re external agencies: partnership working with the local authorities varies from Hub to Hub; partnership working with Business is just starting **Within PDP this has strengthened through the new structures; there is now a wider use of external agencies like Cashback partners and others to provide additional opportunities for young people (30 yp thus far)**
Building Relationships with Local Authorities	PARTIAL/YES (Partial/Yes) **YES/PARTIAL**	Partial re the lack of communication on recent PDP changes did not go down well; yes with development of fourth Hub **The Hubs have provided a focus for dealings at a local level and a better sense of who PDP should work with and who to set-aside. But, more needs done re LAs to really embed PDP as critical within local service environments: ie make yourselves useful more widely to the key players in LAs. Establish as part of local pipeline**

PDA/PDC making the most of the Partnership	PARTIAL (No) **YES/PARTIAL**	Improving at ground level but there are still areas that require clarity eg case working **Joint case working between PDAs and partner staff has improved but should always be monitored especially when staff on either side change. What has helped is the PDAs have a focal point in the Development Manager get more out of the partnership and the partners responding to needs at ground level re courses etc. But, what can be delivered is still contingent on individual partner systems and can be somewhat slow in emerging even if that's deemed fast in these partner systems!**
Operational: setting up and working	PARTIAL (Partial) **YES/PARTIAL**	Slow to react to the need for changes in the operating structure; key aspects not pushed eg database **The database has been delivered, and working and producing the type of data and depth need to evidence the project. The second updated version is due Jan 2013; The financial reporting and executing side has improved and admin is now available in the Hubs. BUT you still need an overarching and robust information strategy especially on analysis and how you maximise the potential of the information to strengthen your local position.**
Future Partnership Working	PARTIAL (No) **YES**	Development Workshops have laid the foundations for partnership working in other arenas **The groups – not least on external partnerships – are working and much has progressed in recent months. Seems the learning from SP has been considered.**

(C) Project Level

Common Core Criteria	Criteria Met: Yes, No Partial	Evidence
Establish the Role of the PDA and PDC (Development Manager)	NO/PARTIAL (Partial) **YES**	The PDC role did not sustain in the face of the development needs of PDP; the role of the PDA has operated slightly differently in each Hub and there is still a need for clarity where it mirrors partners own staff **The Development Manager role has been further clarified since January and thus far teething issues sorted between Hub Leads and that role. The admin support now going into the PDAs at each Hub should relieve some of the pressure in the post.**
Having the right operational set-up	PARTIAL (Partial) **YES**	As the project grew, the lack of robust information systems began to impact on PDAs and partners alike; some procedures eg assessment lacked coherence across the Hubs; a growing administrative element including responding to evaluation request for information as well as a growing case-load put pressure on the PDAs **A lot has changed over this year whereby there are clear Hub structures; now more PDAs in the Hubs and, by use of volunteers, support to the database information input. The appointment of a volunteer administrator in Glasgow will be of considerable benefit to the Development Manager**
Build Influence at the Frontline	YES (Partial) **YES**	The PDAs are now being invited to take part in other services case conferences; PDP is working alongside other services (partner and non partner) to close service gaps

		Interviews and recent reports demonstrate this is happening. People want to work with you and in some areas projects see you as a useful follow-on.
Sustainability	NO (Partial) **YES/NO**	Awaiting funding decisions this year; building useful reputations among other non-partner services; are all the eggs in one basket? **YES in that the building bricks are in place now and operational and delivering outcomes. NO because there does not seem to be a fall-back position as far as we can see if your main funder pulls out!**

Appendix 4: Costs

Costs calculated and presented by Isobel McPherson CHRE

Introduction

At the inception of PDP, the central theory was that using the Personal Development Advisor (PDA) to create and support connective journeys through the partner organisations would produce better outcomes than those achieved by the individual partners alone.

Once engaged by the PDA there are various options of journey open to the young person and various support requirements depending on the needs of the young person. This in turn affects the costs at case level. Some young people and their journeys need considerable input (high tariff) while others can be addressed with much lower input (low tariff) cases. Others lie in between. The purpose of the cost analysis was to:

- establish indicative costs of getting a young person to a positive destination using PDP and sustaining them for three months
- establish the 'additionality' impact of the PDA on getting more young people to start a journey with the partner courses and getting more young people to complete those courses

It was not possible to establish the comparative partner impact on positive destinations due the different ways in which PDP and their partners collected, collated and reported positive destination data.

Costs by Depth of PDP Journey

The costs reported below (Table 4.1) have been constructed by using two information sources:

- information about expenditure provided by the PDP partnership
- the PDAs provided a range of data on individual high and low tariff cases. This was done for three groups of young people engaging with PDP (existing justice issues on referral; no justice issues on referral; those under 16) who had reached a positive destination. This provided the potential range and depth within and across PDP cases.

The cost included the available 'on-costs' covering: partner expenditures for hosting and supporting the PDAs, the costs of the PDP development manager, the project development, monitoring and reporting costs.

All partners agreed to a common cost for each completed programme ie £3,000: this was not a full economic cost but an agreed working cost to smooth the cost variation across partner programmes.

Table 4.1 shows the potential range of costs for different journeys through the PDP model. The two figures in each category represent the range of costs between lower

tariff and higher tariff young people. The costs were less for the young people who participated in fewer programmes. The cost ranges in all categories are narrow, reflecting both the young people they work with, nature of the PDA role, and the way in which they work with partners regardless of Hub.

Table 4.1: Costs by Depth of Journey

	PDA Only: No Partner Programmes Used	PDA plus 1 Partner Prog	PDA plus 2 Partner Prog	PDA plus 3 Partner Prog	PDA plus 4 Partner Progs
	£102 to £164	£3,138 to £3,493	£6,096 to £6,395	£9,261 to £9,789	£12,089 to £12,707

Setting aside the young people who do not need any partner programmes then the PDA cost ranges between 1% and 14% of the cost of a full programme.

From the above, an indicative average cost[1] = £7,922 for those utilising partner programmes

PDA Additionality on PDP Partner Outcomes

The 'additionality' factor has been constructed by establishing:

- the number of young people who were referred by PDP to each partner programme v the number who were referred without PDP support. Then, in each group, the number of young people who actually started the programmes
- the number of young people who started the partner programmes v the number of young people who completed the programmes by PDP support and no-PDP support
- comparing and statistically testing the results using Confidence Interval Analysis for unpaired 't' tests.

1 The midpoint between the lowest low tariff case cost for a positive destination using one programme and the highest high tariff case using four partner programmes

Improving Take-Up of Partner Programmes

Only one partner was able to give comparable data. The impact of having the PDA to prepare and support the young person on to the partner programmes resulted in:

- Under 16 Programme : 43% of non PDP young people starting versus 82% of PDP young people referred to the same course (CI: 0.267-0.513)
- Over 16 Programme : 49% of young people starting versus 65% of PDP young people referred to the same course (CI: 0.0246-0.295)

PDP compares very favourably when the additional PDA costs are in the range of less than 1% to 14% per course

Improving Completion Rates for Partner Courses

There were five partner programmes for which comparable data existed and the addition of PDA support made a difference to completion rates in three. For one of the programmes that lacked an outreach service, the difference made by the addition of the PDA (75% v 94%) was statistically significant (CI: 0.0932-0.287). Even in partner programmes where there was an outreach component, there was a higher positive impact (+19%) than PDA maximum additional cost (+14%).

PDP Costs v Alternative Costs of Falling through the Gap

The young people targeted by PDP were those who were on the cusp of offending/getting involved in low level offending, disengaged from school, leaving school with no positive destination and little relevant skills. Getting young people into training and/or employment was one of the key positive destinations for PDP. The Job Seekers annual allowance cost has been put at £16,000 per young person per annum. Seventeen young people went on from PDP into employment and 89 went into training: if costed at the Highest High tariff case the potential saving was £3,293 per young person over being on Job seekers allowance for one year.

Social Research series
ISSN 2045-6964
ISBN 978-1-78256-872-8

web only publication
www.scotland.gov.uk/socialresearch

APS Group Scotland
DPPAS14691 (09/13)

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