"Giving schools and non-formal learning providers the confidence to work in partnership…"

CHARACTER BY DOING: EVALUATION

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Executive summary

In December 2014, the Secretary of State for Education Nicky Morgan MP announced a programme of work intending to make Britain a world leader in character education. The programme included support for new projects to increase participation in character-building activities and improve the evidence base, with £3.5 million in grants allocated. The Scout Association and Demos were successful in their joint bid to design, deliver and evaluate a pilot intervention as part of the grants programme, with Demos's role being to undertake the independent evaluation.

This report presents the findings of that evaluation of the Character by Doing programme, consisting of a full process and impact evaluation, including an impact analysis of participants using data from pre- and post-surveys and school data, as well as qualitative fieldwork with students, staff and parents, and session observations at each of the participating schools.

The report outlines the design of the programme and evaluation, the quantitative analysis of the impact on participants, and process findings relating to the experience of the programme, and draws conclusions on implementation based on the feedback of schools and local delivery partners. Given some difficulties with fidelity to the delivery model in two schools (leading to their exclusion from the impact analysis), it provides more useful lessons on process and implementation than on impact: why it worked for some schools, and did not for others.

Context

Much of the evidence and intellectual grounding for the pilot project was encapsulated in three reports published by Demos during 2015 – *Learning by Doing*, *Character Nation* and *Mind over Matter*.[1] These reports summarise the state of the evidence on the importance the traits, skills, habits of thought, virtues, attitudes and capabilities that are not captured through existing measures of cognitive ability for a happy and successful life. There is also recent evidence that interventions can encourage young people's development: for example, recent evaluative evidence produced by the Behavioural Insights Team has demonstrated the character-building potential of non-formal learning through social action programmes similar to those opportunities provided by Scouting.[2]

Yet in polling 14–18-year-olds for our report *Learning by Doing* we found that many young people stated that they did not have enough opportunities to participate in these activities, with an observable opportunity gap between those students who were eligible for free school meals and those who were not. We also found that young people who participated in Scouting tended to demonstrate more positive attitudes towards school, and higher scores in self-reported 'character' psychometrics – testing things like confidence, team working, communication, resilience and problem solving – than a nationally representative sample of young people.

This pilot therefore provided an opportunity to test whether Scouting itself is in some way responsible for these elevated character scores among participants, and therefore an effective means of building character. Perhaps more significantly, given the small scale of the pilot (six primary schools in England), the process evaluation provides useful advice for other 'non-formal education providers' in how to interact with schools, for schools in how to work with external providers, and for government in how to bridge this gap, particularly in light of the recent commitment for additional funding to support extracurricular activity in an extended school day.

Previous research undertaken by Demos has found collaboration already happening between Scouting and schools, whether simply sharing premises or resources with a local Scout group or more integrated approaches, where a school's ethos includes the principles of Scouting, or all students are invested in the Scout movement (described in more detail in chapter 5 of *Learning by Doing*). The research also found a potential cultural and practical gap that could sometimes exist between schools and external organisations. This pilot therefore sought to trial various approaches to build on existing examples of collaboration between Scouting and schools to provide a means by which Scouting could be brought more effectively into a school setting.

The programme and evaluation

Character by Doing was a six-month pilot project, which set out to tackle the barriers to character education through non-formal educational methods by giving school decision makers, teachers and teaching assistants, parents and adult volunteers in Scouting the confidence to work in partnership. The project provided the opportunity for a maximum of 30 young people aged 8–10 in six primary schools in England to participate in a programme of Cub activities over the course of two terms, from September 2015 to March 2016. In total, 140 young people aged 8–10 years began the project, and 126 completed the programme of 24 Cub sessions (and two days of residential activities), albeit with variation in delivery in two schools, as described above.

The project tested delivery models of Scouting with schools in deprived areas within the East Midlands and South East. Schools were recruited with a view to providing for young people who might not have the opportunity otherwise to participate in Scouting, on the basis of deprivation, demographics and existing Scouting provision. The format of these pilots varied, including extracurricular activity or integration into the school day; delivery by teachers, teaching assistants or volunteers; and single class delivery or entire school participation.

The Scout Association developed a written programme for the course of the project on the basis of the existing Cub programme, and provided training for those delivering at each school at the beginning of the academic year. Support was also provided through the recruitment of four dedicated staff members: a schools development manager to oversee the project, a schools development executive assistant who supported this work, and two schools development officers who led the delivery of the programme in each region until the October half-term, with teacher and volunteer deliverers observing until they took the lead in January.

In order to maximise the learning at this early stage of implementation, the model was highly flexible based on the needs of the school and the young people participating. Schools with varying intakes and Ofsted ratings were recruited. While this variability has implications for the impact evidence produced by the evaluation, it helps to inform what approaches were most successful and therefore are pursued in the future.

The evaluation comprised a range of activities:

· analysis of pre- and post-questionnaires completed by participants

· two phone interviews with members of the senior leadership team (SLT) in each school

· three online questionnaires of school staff delivering the programme

· two workshops bringing together delivery staff for discussions

· case study visits including observation of a session and qualitative interviews with participants, those delivering sessions, SLT members and parents in each school towards the end of project delivery

Impact findings

The quantitative findings of interest are the average change in the measures recorded by participants during the programme, which are then compared with the change in the comparison group (and tested for statistical significance) to determine whether the observed change might have happened in the absence of the intervention. The measures were drawn from a questionnaire based on the instrument developed by the Behavioural Insights Team for their evaluation of the youth social action trials, made up of validated questions from existing instruments. We asked participants to record self-reported scores related to empathy, leadership, self-regulation, grit, communication, problem solving and cooperation on a 0–10 scale. We also sought to measure changes in wellbeing, educational attitudes and feelings towards the local community, and included questions accordingly. Other educational measures such as attendance, behaviour and progress were drawn from participating schools' data.

The total final sample of young people used for the impact analysis was 117. Of these, 69 participated in the programme (participant group), while 48 did not (comparison group). This sample is smaller than the overall sample of young people who took part in the programme, as on observation of sessions and discussions with teachers involved with delivery, it was deemed necessary to exclude two schools who did not follow the written programme throughout delivery from the final analysis, as previously discussed. This reduced sample makes it difficult to secure statistical significance for our findings and also has implications for how representative the comparison group is, as this group is drawn from only two schools (one of which is higher performing than the average).

These are the key results:

- Participants exhibited an increase on five character measures: empathy, community, leadership, communication and problem solving.

- When compared with the control group, the only statistically significant increase was in leadership, an increase of 22 per cent over the course of the programme (there was a drop of 5 per cent in the comparison group).

- Participants reported an increase of voluntary activity of 29 per cent over the course of the programme, but this was not found to be statistically significant.

- There were moderate to large positive effect sizes, an alternative method of assessing the effect of the project, in leadership (0.56) and communication (0.33).

- In qualitative work, the majority of teachers, parents and pupils highlighted improvements in confidence, resilience and cooperation.

- Schools also highlighted perceived improvements in pupils' attendance, behaviour and academic performance as a result of their participation in the programme, although quantitative analysis could not demonstrate this.

Process findings

Through the process evaluation, the research team explored the experience of the participants, teachers and head teachers who were part of the programme – whether they enjoyed it, would recommend it, would want to participate again – in addition to the reported impact on teaching practice and the whole school. We also evaluated the implementation of the programme, reviewing progress against key performance indicators (KPIs), and drawing conclusions on what worked and what did not, and why this varied by setting.

These are the key process findings about the programme:

- Pupils were overwhelmingly positive about the programme. They agreed strongly that they had enjoyed the programme (91 per cent), they wanted to continue in Scouting (88 per cent), Scouting made them want to come to school (86 per cent) and they looked forward to Scouting (84 per cent).

- Teachers involved with delivery were similarly positive: large majorities said that they enjoyed delivering the programme (89 per cent), their school should do more things like it (78 per cent), they wanted to continue running it (89 per cent) and they would recommend it to another school (89 per cent).

- Most head teachers felt that the programme had been a success and spoke positively at length about it, although one head was less positive at the conclusion of the programme, because of the time commitment required and a perceived lack of support in delivery.

- A big motivation for those involved was to provide opportunities like Scouting to those who might not otherwise have the opportunity to take part in it, with some being particularly keen for their students from disadvantaged backgrounds to benefit.

- Small majorities of those involved with delivery reported that the intervention had changed their relationship with students, or that they felt it had made them a better teacher.

- Heads reported a number of whole-school impacts, including contributing to the ethos of the school; helping schools deliver on their responsibility to encourage the social, moral, spiritual and cultural development and British values of pupils; and also linking to the curriculum, although some felt that the enrichment from the programme was beneficial in its own right.

We also reviewed the implementation of the project: how far the reality of delivery on the ground met the aspiration set out at the beginning of the project, and what lessons could be drawn for future delivery and other partnerships between schools and external providers. These are the key findings:

- The project was broadly successful, achieving eight of its ten ambitious KPIs set out at the start of the project (table 3).

- In two schools, difficulties including one of the schools being put into special measures and ensuing problems with staffing disrupted the delivery of the Scout curriculum, with implications for the impact evaluation and important lessons for successful implementation.

- Various factors were identified as being important influences on implementation:
    - training of deliverers, and their ensuing feelings of confidence in delivery
    - pre-existing standards of behaviour, how this was managed during sessions, and the changing role of the teacher in becoming a Scout leader
    - the support of the Scout movement, particularly the role of the school development officer and contact with Scout groups in the community, especially the district commissioner
    - levels of support in the school, particularly from the SLT
    - most importantly, the time commitment required and how this matched individual staff members' existing workload

- All schools wanted to continue delivery and had made steps towards doing so – whether through connections with local Scout groups or with the support of The Scout Association.

Conclusions

This pilot provides insights for a range of audiences: for future iterations of the programme and wider collaborations between Scouting and schools; for methods of evaluating such programmes, particularly assessing character outcomes; and for other non-formal education providers, in seeking to partner schools.

The programme was broadly successful – it achieved the majority of its ambitious KPIs, and received very high levels of approval from participants, teachers and members of SLTs. Those involved with delivery mentioned significant impacts on an individual level – whether in the development of a young person's character, their approach to education, or both – as well as broader benefits for the staff body and the whole school. While the quantitative evaluation demonstrated only one significant positive impact – on leadership – teachers and parents mentioned perceived growth in resilience, confidence and cooperation.

Feedback from teachers and heads suggests that the following elements of the programme could be improved for future delivery:

· *Training*: those involved with delivery wanted more training in running activities for the specific programme, and on the Scout method and how to ensure that was a core part of their approach.

· *Time commitment*: this was the other main barrier to delivery – often on top of busy teaching workloads and sometimes additional extracurricular responsibilities. In future, the expected time commitment required of teachers should be made clear, and alternative delivery models should be considered.

- *External support*: professional school development officers were deemed by many to be essential to the programme's success, predominantly for the enthusiasm and authenticity they brought to delivery. To reduce deliverers' dependence, the school development officer could have a more explicit focus on training the school-based delivery staff, and setting up links with local Scout groups who will take on this role of providing occasional support once the school is confidently delivering.

On evaluation methods, we suggest that in future, when working with primary-age participants, researchers should seek to triangulate self-reported character scores with data gleaned from teacher observation and other sources. Furthermore, it is worth noting that the measurement of character outcomes is not without difficulty or controversy. Through our use of quantitative and qualitative methods, our interpretation of character was informed by the reliable psychological measures we used while simultaneously recognising that these do not capture everything we are interested in.

Beyond the programme, what are the lessons for other providers of non-formal education in working with schools? This pilot shows that the selection of schools to participate is a vital consideration, as during the implementation of this pilot, that appeared the biggest influence on success. Three factors in particular seemed to matter: school performance; pre-existing standards of behaviour, and support and engagement from the SLT.

A final consideration for other providers is how one approaches the problem of teacher workload. In the current climate, requiring very much additional work from teachers or other school staff will preclude the active participation of many schools. However, a real strength of the Character by Doing programme as reported by some heads was its impact on ethos, which influenced the whole school's approach because of the engagement of the staff – this was only possible through asking more of the school, but they reported a great deal of benefit in turn.

1   Context

In December 2014, the Secretary of State for Education Nicky Morgan MP announced a programme of work intending to make Britain a world leader in character education, with the intention of placing education that develops 'the virtues in pupils that are vital to fulfil their potential and realise their aspirations' on a par with academic learning.[3] As the Government's recent education white paper *Education Excellence Everywhere* put it:

A 21st century education should prepare children for adult life by instilling the character traits and fundamental British values that will help them succeed: being resilient and knowing how to persevere, how to bounce back if faced with failure, and how to collaborate with others at work and in their private lives. These traits not only open doors to employment and social opportunities but underpin academic success, happiness and wellbeing.[4]

The programme included awards for schools and organisations who demonstrated best practice in this area, in addition to support for new projects to increase participation and improve the evidence base. The Department for Education (DfE) allocated £3.5 million in grants to support projects taking place in schools in England, with a further £1 million to be disbursed by the Education Endowment Foundation with a particular focus on generating high-quality evidence. The DfE has since announced a further round of grants and awards to support character development through the education system.

As part of the first round, The Scout Association and Demos were successful in their joint bid to design, deliver and evaluate an intervention as part of the grants programme, with Demos's role being to undertake the independent evaluation. The evaluation design, discussed in more detail

in the next chapter and appendix 1, comprised carrying out pre- and post-surveys of participants and a comparison group, and session observations and qualitative work with participants, teachers, school leaders and various others affected by the programme.

This report presents the findings of the evaluation, outlining the design of the programme and evaluation, analysis of the impact on participants, process findings relating to the experience of the programme, and conclusions on implementation based on the feedback of schools and local delivery partners. There were some difficulties with fidelity to the delivery model in two schools, and therefore this report potentially provides more useful lessons about implementation from the process evaluation (why it worked for some schools, and did not for others) than impact.

However, first it provides an overview of the concepts of non-formal learning and character (and related concepts such as social and emotional skills and non-cognitive skills) as well as the evidence for character's significance for later life outcomes, current practice in English schools, and the effectiveness of existing interventions at developing it, which informed the design of the programme.

Concepts and evidence: what is character and why do we think it matters?

Much of the evidence and intellectual grounding for the pilot project was encapsulated in three reports published by Demos during 2015 – *Learning by Doing*, *Character Nation* and *Mind over Matter* – and more detail on these questions is available in each.[5] However, in order to evaluate the success of the project it is important to explain what is meant by character and therefore how we sought to assess outcomes – and also provide indications of the evidence base that supports the view that character matters, and that non-formal learning opportunities, such as those provided through Scouting, are an effective means of developing character.

While there is a great deal of interest in the traits, skills, habits of thought, virtues, attitudes and capabilities that matter for a happy and successful life and which are not captured through existing measures of cognitive ability, there is no one accepted method of defining and measuring these, nor indeed any consensus that measurement is the correct course of action.[6] This is perhaps understandable, given the complexity of these concepts and the potential ethical implications of testing for them, as well as the relative youth of their study as a widespread discipline.

In a speech at the start of this year Secretary of State for Education Nicky Morgan described character as follows: 'Those qualities that enhance us as people: persistence, the ability to work with others, to show humility in the joy of success and resilience in the face of failure.'[7] A widely used conceptual definition is provided by the Jubilee Centre at the University of Birmingham, which emphasises four main domains of character: moral, intellectual, civic and performance.[8] Their work places a particular emphasis on the first of these four, and in research has operationalised this through session observations, school visits and qualitative interviews, and quantitatively through moral reasoning dilemma tests.[9]

There are also a number of psychological instruments that with a reasonable degree of reliability and validity measure aspects of personality, including the five-factor model of openness to experience, conscientiousness, extraversion, agreeableness and neuroticism;[10] Garmezy's construct of resilience;[11] Duckworth's 'grit scale';[12] Mischel's self-control paradigm;[13] and Dweck's concept of 'growth mindset'.[14] Furthermore, tests originally used to assess mental health and wellbeing, or social and emotional skills, such as Goodman's Strengths and Difficulties Questionnaire or GL Assessment's Emotional Literacy Assessment and Intervention instrument, have been repurposed to describe character strengths.[15]

This discussion helps to illuminate both our working understanding of the concept of character and how we seek to measure it in our evaluation. While the questionnaire used relies on psychometric questions to assess changes

in self-reported character strengths and weaknesses, we try to capture behaviour change through school-level data on attendance, behaviour and academic progress, and wider developmental progress perhaps not susceptible to self-report questionnaires through session observations and interviews with the participants, their teachers and others with experience of the programme. Therefore our interpretation of character is informed by the reliable psychological measures we use while simultaneously recognising that these do not capture everything we are interested in.

With this in mind it is worth briefly describing first the evidence that character capabilities matter for various important outcomes, including academic attainment, labour market success and health and wellbeing, and second that non-formal learning is a potentially effective method of developing character, which together provided the impetus for the intervention.

Investigating attainment, a review of so-called 'non-cognitive' skills conducted by researchers at the Institute of Education for the Education Endowment Foundation found that 'children's perception of their ability, their expectations of success, and the extent to which they value an activity influences their motivation and persistence', which in turn 'leads to better academic outcomes, especially for low-attaining pupils',[16] echoing the findings of Dweck in her work on growth mindset interventions.[17]

But these attributes are also important predictors of various positive outcomes. In original analysis of the 1970 British Cohort Study, researchers at the Institute of Education – in a review conducted for the Cabinet Office, the Early Intervention Foundation and the Social Mobility and Child Poverty Commission – found that social and emotional skills at the age of 10 were more important than cognitive skills at that age when predicting mental health and life satisfaction in later life.[18] And furthermore that particular capabilities – self-control and self-regulation – in childhood were associated with better 'mental health, life satisfaction and wellbeing, income and labour market outcomes, measures of physical health, obesity, smoking, crime and mortality' in later life.

There is also evidence that interventions can encourage their development. Heckman and Kautz's analysis of the Perry Preschool Programme in Michigan state found that while it had no significant long-term effect on IQ, the programme substantially reduced externalising behaviour (aggressive, anti-social and rule-breaking behaviours), which, in turn, significantly improved health, crime and labour market outcomes.[19] A separate study in the US – a meta-analysis of 213 school-based social and emotional learning interventions that aimed to develop certain character capabilities – found that participants had significantly improved social and emotional skills, attitudes, behaviour and academic performance (the latter reflecting an average increase of 11 per cent) compared with control groups.[20] Furthermore, recent evaluative evidence produced by the Behavioural Insights Team has demonstrated the character-building potential of non-formal learning, through social action programmes similar to those opportunities provided by Scouting.[21]

Yet in polling of 14–18-year-olds conducted for our report *Learning by Doing*, we found that many young people report not having enough opportunities to participate in these activities, with an observable opportunity gap between those students who were eligible for free school meals and those who were not (figure 1) across many activities, although 80 per cent of those eligible for free school meals reported taking part in some non-formal learning.

The polling also found that young people who participated in Scouting tended to demonstrate more positive attitudes towards school, and higher scores in self-reported 'character' psychometrics – testing things like confidence, team working, communication, resilience and problem solving – than our nationally representative sample of young people (N = 1,009), scoring on average 10 per cent higher answers on these (figure 2). However, many factors could explain that difference, given the potential variations between those young people who go into Scouting and those who do not.

Figure 1 **The proportion of participants involved in various non-formal-learning activities in the last 12 months, by whether on free school meals or not, or fee-paying**

Percentage

FSM   Non-FSM   Fee-paying
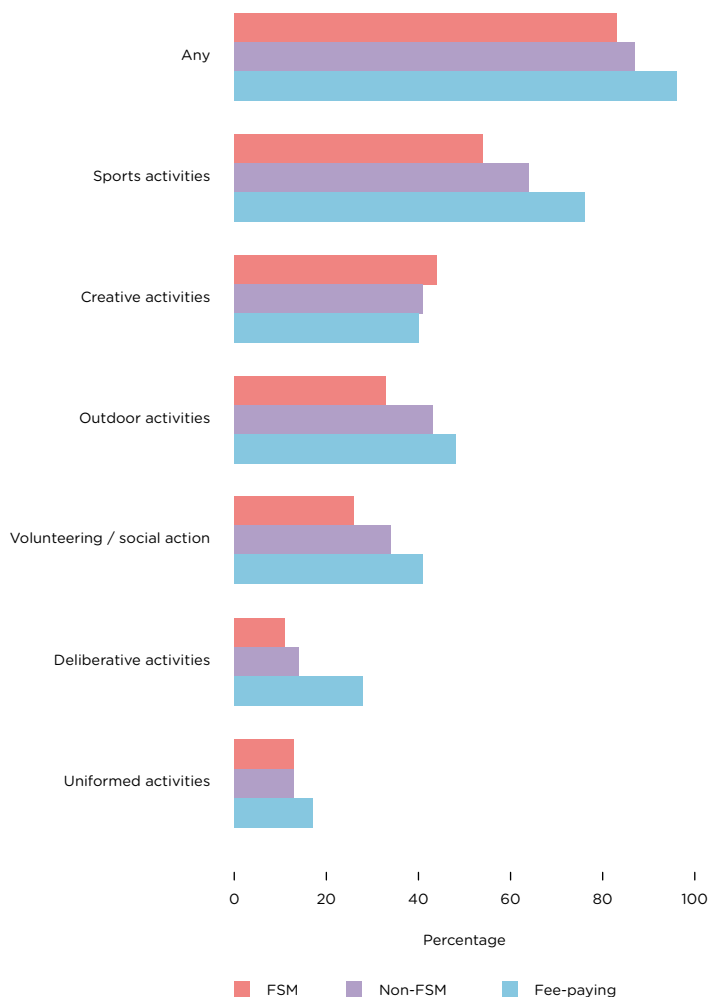
Figure 2   **How Scout and non-Scout participants in different samples responded to character capability statements**

Horizontal bar chart comparing percentages across character capability statements:

- I am good at listening to other people and including them in a plan
- I respect the ideas of my teammates even when I don't agree with them
- When a problem comes along I enjoy finding a way to fix it
- I feel confident talking in front of large groups of people
- I like thinking of new ways of doing things
- I will try something even if there is a chance it might not work
- I can bounce back after disappointment or when something goes wrong
- I think carefully before I do something

Percentage axis: 0, 20, 40, 60, 80

Legend:
- 14-18 year olds who reported scores of 8-10
- Scout members who reported scores of 8-10

Therefore this pilot evaluation provides an initial opportunity to test this hypothesis – whether Scouting itself is in some way responsible for these elevated character scores among participants, and therefore an effective means of building character. Perhaps more significantly, given the small scale of the pilot, the process findings from the evaluation provide useful advice for 'non-formal education providers' in how to interact with schools, for schools in how to work with external providers, and for government in how to bridge this gap, particularly in light of the DfE's recent commitment to provide additional funding to support extracurricular activity in a longer school day.

This report

This report presents the results of the independent evaluation of the Character by Doing programme carried out by Demos. It consists of a full process and impact evaluation, including an impact analysis of participants using data from pre- and post- surveys and school data, as well as qualitative fieldwork with students, staff and parents, and session observations at each of the participating schools.

Following this contextual introduction, the report consists of a detailed description of the programme and evaluation design (in chapter 2), the presentation of the impact findings (in chapter 3), the process and implementation findings (in chapters 4 and 5), concluding with reflections on these findings and recommendations for future collaboration between schools and non-formal learning providers (chapter 6), particularly with the longer school day policy in mind. Further methodological detail is provided in a technical appendix, alongside the participant questionnaire and observation framework.

2 The programme: design and delivery, variation by setting

This section of the report describes the design of the pilot and the approach taken to the evaluation, providing detail on the project design, programme content, logic model and evaluation methods used.

Project overview

Character by Doing was a six-month pilot project, which set out to tackle the barriers to character education through non-formal educational methods by giving school decision makers, teachers and teaching assistants, parents and adult volunteers in Scouting the confidence to work in partnership. The project provided the opportunity for a maximum of 30 young people aged 8–10 in six primary schools in England to participate in a programme of Cub activities over the course of two terms, from September 2015 to March 2016. In total, 140 young people aged 8–10 years began the project, and 126 completed the programme of 24 Cub sessions (and two days of residential activities), albeit with variation in delivery in two schools.

The project tested delivery models of Scouting with schools in deprived areas within the East Midlands and South East. Schools were recruited with a view to providing for young people who might not have the opportunity otherwise to participate in Scouting, on the basis of deprivation, demographics and existing Scouting provision. The format of these pilots varied, including extracurricular activity or integration into the school day; delivery by teachers, teaching assistants or volunteers; and single class delivery or entire school participation.

The Scout Association developed a written programme for the course of the project on the basis of the existing Cub programme, and provided training for those delivering at each school at the beginning of the academic year. Support was also provided through the recruitment of four dedicated staff members: a schools development manager to oversee the project, a schools development executive assistant who supported this work, and two schools development officers who led the delivery of the programme in each region until the October half-term, with teacher and volunteer deliverers observing until they took the lead in January.

The research team at Demos undertook the independent evaluation of the project by facilitating the development of the theory of change for the programme, and evaluating its impact on participants across a range of outcomes, including character capabilities like empathy, grit and self-regulation, as well as wellbeing, attendance at school and academic progress.

Scouting and schools

While one objective of the pilot was to develop the character capabilities, and in turn improve outcomes, for the young people participating, it was also an opportunity to explore how partnerships between formal and non-formal education providers work best to derive lessons for those already working together and future collaboration. While the ambition to provide more character-building activities through the school system is laudable, there is a question around who is best placed to deliver these – teachers, external professionals, volunteers, or a combination of all three – and how to encourage this collaboration.

Previous research undertaken by Demos published in *Learning by Doing* revealed a cultural and practical gap could sometimes exist between schools and external organisations, with individual schools keen to provide opportunities but not always confident in how to do it and which external agencies could be relied on to deliver a quality experience.[22] For their part, non-formal

organisations had concerns that the fidelity of their model would be lost in the transition to a formal setting, and sometimes found schools to be difficult to access.

That is not to say that there is not already collaboration happening between Scouting and schools. At its most basic, this takes the form of schools sharing premises or resources with a local Scout group. However, there are more integrated approaches, where a school's ethos includes the principles of Scouting, or all students are invested in the Scout movement (described in more detail in chapter 5 of *Learning by Doing*).[23] Indeed, in some countries, Scouting receives strong support from the Government and Scout groups are present in every school, creating a formal relationship with the education system. This pilot therefore sought to trial various approaches to build on existing examples of collaboration between Scouting and schools to provide a means by which Scouting could be brought more effectively into a school setting.

As a result, in order to maximise the learning at this early stage of implementation, the model was highly flexible and based on the needs of the school and the young people participating. Schools with varying intakes and Ofsted ratings were recruited. While this variability has implications for the impact evidence produced by the evaluation, it helps to inform what approaches were most successful and therefore are pursued in the future.

The participant programme and project support

The Scout Association designed a programme for delivery comprised of 24 delivery sessions and modelled on the Chief Scout Silver Award – one of the highest achievements young people can gain in their Scouting section, designed to ensure participation in a balanced programme. True to the Scout method, this advocated an approach of 'learning by doing', including an overnight stay and activities at a Scout Activity Centre for all participants (including abseiling, archery and backwoods cookery), and a community

volunteering project as part of the Scouts' Million Hands programme (a youth social action programme focused on four societal issues chosen by young people).

    The programme guide provided suggested session plans for each week, noting what resources would be required, what badges it was working towards, how it linked with the National Curriculum at Key Stage 2, and how it could be differentiated for students of different abilities. Activities within the programme included:

· physical activity, getting outdoors and participating in games

· learning by doing on various subjects, including human biology and the natural sciences, for example building an anemometer or investigating insect life in the local area

· learning how to light a fire outdoors and cook food on it safely

· other food preparation activities, including making pizzas and preparing an afternoon tea for guests drawn from the local community

· DIY, including making of clocks and key racks

· activity designed to develop particular skills, such as communication, team working and problem solving, and working towards a personal challenge

· safety training of various kinds, including road safety, where Cubs walked around their local area learning the meaning of road signs and practising their Green Cross Code; fire safety, including a visit from a local firefighter; emergency and first aid, providing training on what to do in a medical emergency; and personal safety, about identifying and managing risks

· learning about the world, including Chinese New Year themed activities and a session on the environment

There was significant overlap between some of these activities and the National Curriculum at Key Stage 2, which have been mapped in order to inform future participant schools about the potential curriculum links. Deliverers were provided with copies of the programme guide, resources to complete them as necessary, including badge books for the participants, training at the beginning of the project and a forum to discuss progress at the midpoint, as well as ongoing support from The Scout Association (in the form of the School Development Team, including school development officers who attended each session) and local volunteers where applicable.

The initial training programme was delivered to school staff during in-service training (INSET) days by members of The Scout Association's Regional Services Team. The training was developed by the School Development Team with the head of adult training at The Scout Association, and consisted of two modules of the Association's Adult Training Scheme, adapted to suit school staff. A third module was also completed online during the year, with the support of the school development officer, and all schools were also able to access additional training.

The logic model and variability by setting

At an early stage of project planning, Demos researchers facilitated the production of a logic model for the programme (see figure 3) with the project team at The Scout Association (including members of the Regional Services Team), and in so doing identified the variables in the delivery model. This section describes those variables in more detail.

Figure 3   **Character by Doing programme logic model**

Context		Inputs		Outputs	
				Activities	Participation

What's the issue?

Young people require a range of character capabilities to live happy and successful lives.

The education system is currently struggling to develop these in all young people.

Non-formal learning is known to have positive impacts on character, educational and wellbeing outcomes.

Too few young people are participating in non-formal learning like Scouting.

There is also unequal access to non-formal learning through schools and a perceived lack of diversity.

What do we need to achieve our goals?

Place: Six schools (four in the South East; two in the East Midlands).

Delivery personnel:

· Six staff from The Scout Association or Regional Services Team

· approx 20 teachers or teaching assistants

· approx 21 volunteers.

Time: Six months (Sep 2015 – Mar 2016).

Partners: schools, local Scout groups, DfE, community organisations.

Venues: schools, local community, Scout activity centres.

Resources: £5,000 incentive for schools, start-up boxes, tents etc.

What do we have to do to ensure our goals are met?

Young people will participate in a programme modelled on the Cub programme.

Activities:

· approx 24 weekly two-hour sessions during term-time

· overnight experience

· community action project (Our World challenge badge).

Deliverers will:

· receive training in early September

· attend two forum events during course of project.

Who needs to:

· *participate?*

· *be involved?*

· *be reached?*

No: approx 120 participants across six schools.

Age: 8–10-year-olds.

Target groups: FSM, BAME, not current Scouts.

Recruitment: voluntary and compulsory depending on school.

Wider engagement: parents, local Scout community, SLT and school community, neighbouring schools.

Outcomes		Impacts
Learning	Action	

What do we think the participants will know, feel, or be able to do after participation in the programme?

How do we think the participants will behave or act differently after participation in the programme?

What kind of impact can result if participants behave or act differently after participation in the programme?

In line with the Youth Outcomes Framework, participants may see improvements related to: communication, confidence and agency, managing feelings, problem solving, relationships and leadership, grit and resilience.

Participants demonstrate more commitment at school: attendance, autonomy, punctuality and behaviour.

Young people receive more rounded and character-building education: leading to better outcomes.

Improved attitudes towards self, others, education and community.

Participants are more likely to engage in volunteering and service in their communities.

Non-formal education is validated in eyes of school leaders and policy makers. Improves teacher practice.

Participants may see improvements on educational attainment and progress.

Participants remain in Scouting.

Programme is sustained and expanded locally: more young people can participate in Scouting.

Develops a model which other schools can use: further expands opportunity.

Delivery method

Schools were permitted to vary in how they delivered the programme in order to fit with their timetable. Three schools chose to incorporate the programme into curriculum time, in some cases more broadly adopting it as part of their school ethos. Three others delivered it as an extracurricular activity, taking place after school. Delivery also varied by day of the week and time of day: two schools delivered on Friday, two on Tuesday, one on Monday and one on Thursday, and most opted for the afternoon (either after school or immediately after lunch).

In general, the intended length of the sessions in each school was kept consistent with what was planned in the programme – with one and a half hours set aside each week, mirroring the length of a community-based Scouting session. Most schools delivered the number of sessions intended, with some flexibility due to school holidays. However, not all abided to the programme throughout, which has significant implications for the impact findings (discussed in chapters 3 and 5), and there were some concerns over whether enough time was dedicated to each activity, with some needing longer and some being too short for some settings.

School and setting

Another element of variability was introduced by the schools participating, which varied in intake, staff and setting. When recruiting schools, there was a deliberate focus on those in areas of deprivation, and lacking pre-existing provision of Scouting in the local area. The schools differed in size – at the time of being recruited to the project, the largest participating school had over 700 students on their roll, whereas the smallest had approximately 150 – with inevitable implications for staffing and therefore potential deliverers. Sometimes a school's setting made it difficult to undertake outdoor activities because it lacked appropriate facilities; schools also varied in their existing provision of extracurricular activities.

Current school quality as judged by Ofsted was also a factor, with most schools having achieved a 'good' rating in the past three years, but one school receiving a 'requires

improvement' rating in 2015 and being placed in special measures during programme delivery. School type also varied: two schools were academies, three were local-authority maintained, and one was an Islamic independent school, providing further lessons for implementation for pupils at a faith school outside the state sector.

Participants

As schools varied in their intake, so did the participants at each school. All schools had around or above the national average of pupils eligible for and claiming free school meals (16.6 per cent), ranging from 15.6 per cent to 44.3 per cent.[24] Similarly, participants varied by gender and ethnicity in each school, as well as in the number of pupils with special educational needs or those for whom English was an additional language (EAL), and prior attainment and educational engagement. It is also worth considering that students came into the programme with pre-existing differences in character capabilities – the pre- and post-design alongside the use of comparison groups attempts to take account of these differences.

Finally, the schools had various approaches to selecting pupils to take part in the programme. Some were fairly randomly selected on the basis of which class they were in; others were selected individually or volunteered to participate. While a crucial aspect of Scouting is its voluntary and therefore non-compulsory nature, this lack of randomisation affects the sample and therefore how the results should be interpreted.

Deliverers

The staff who delivered the programme alongside the school development officer varied in different schools. All schools involved a teacher in one way or another; some included teaching assistants as part of delivery, and one school recruited a local volunteer. All of the teachers recruited to help with delivery were trained at the beginning of the programme, but those who joined later did not receive as much training. Teachers also had varying amounts of prior experience of Scouts or similar organisations (other uniformed groups,

Duke of Edinburgh Award, Forest schools etc), which influenced the delivery of the programme. Finally, depending on the extent of local provision, schools had varying degrees of interaction and support from the Scout movement's local volunteer infrastructure during delivery.

Stakeholders

The level of engagement with other groups not engaged in direct delivery – other teachers in the school (because of individual interest or SLT decisions to embed the programme across the school), parents or the local community – also varied. Parental engagement particularly varied by setting; the programme was designed to get participants out into the community, and this was achieved with varying degrees of success.

Fidelity to Scouting

A final aspect which had the potential to vary was the question of 'how true is this to Scouting?' – particularly in terms of the Scouting fundamentals, such as the Promise, elements of the session itself such as the Grand Howl, things like uniform, badges and neckerchiefs, and the Scout method of 'learning by doing'.[25] While some of these were present for all participants, things did vary by setting with implications for the programme delivery.

Evaluation approach

The evaluation of the project comprised two main components: an impact evaluation, which reviewed any change on the participants, and a process and implementation component, which reviewed ongoing project success according to a set of KPIs, programme satisfaction and any lessons learned about successes and challenges to assist with future delivery.

Impact

The impact evaluation of the pilot sought to investigate the following question:

What impact does participation in non-formal learning, in the form of a six-month programme modelled on participation in Scouting, have on character and academic outcomes?

The intention was to review impact on participants across measures of character capabilities and educational outcomes, in line with the project's objectives as laid out in the logic model. This was done through a range of methods, including session observation; qualitative interviews with participants, teachers, heads and parents; and quantitatively using individual-level data from two key sources: the results of the evaluation questionnaire and the schools' own monitoring data.

These data were collected for those participating in the pilot and for a comparison group of equivalent young people, often another class in the school, in order to calculate any change in these measures reported by individuals, compared with those not participating over the same period, and calculate the statistical significance of any difference between these two. These findings are summarised in chapter 3. The overall approach is modelled on the Education Endowment Foundation's approach to evaluation of educational interventions, and that taken by the Behavioural Insights Team in evaluating youth social action – and Demos received advice from the DfE and the Education Endowment Foundation while constructing the evaluation approach. Although the selection of participants and members of the comparison group was not fully randomised, the use of a comparison group in most settings in the design should enable us to be more confident about attributing change to the impact of the programme rather than external factors.[26]

Process

The evaluation team also undertook a number of activities to understand the success of the pilot – what worked well, what can be improved, and what lessons there are for future programmes. The process and implementation findings are

summarised in chapters 4 and 5. Activities included two phone interviews with members of the SLT in each school, three online questionnaires of school staff delivering the programme, and two workshops bringing together delivery staff to discuss these questions. There were also case study visits including observation of a session and qualitative interviews with participants, those delivering the programme, SLT members and parents in each school towards the end of project delivery. Process questions were about satisfaction with the programme: whether participants wanted to continue doing it; whether they would do it again; whether they would recommend it to another; what they found most and least useful; and what they might change about the programme. Questions asked of teachers and SLT members included broader questions on implementation, including potential barriers, their thoughts on training, and the time commitment required.

For the session observation, we employed a framework based on aspects of the Ofsted Lesson Observation Key Indicators, Charlotte Danielson's Framework for Teaching and the Idaho State University Classroom Evaluation Framework. The framework is intended as a general guide for qualitative evaluation, rather than a check list or assessment tool, and was modified to focus on the session and not the general classroom situation, as sessions may take place outdoors. The final framework records observations according to four domains: environmental aspects, learning habits, delivery and management, and participant behaviours. A copy of the framework used is included as appendix 3 of this report.

3 Impact results

This chapter presents the results of the impact evaluation, including the quantitative analysis of the questionnaire and school data, and qualitative findings reported by participants and school staff.

These are the key results:

· Participants exhibited an increase on five character measures: empathy, community, leadership, communication and problem solving.

· When compared with the control group, the only statistically significant increase was in leadership, an increase of 22 per cent over the course of the programme (the comparison group's figure dropped by 5 per cent).

· Participants reported an increase of voluntary activity of 29 per cent over the course of the programme, but this was not found to be statistically significant.

· There were moderate to large positive effect sizes, an alternative method of assessing the effect of the project, in leadership (0.56) and communication (0.33).

· In qualitative work, the majority of teachers, parents and pupils highlighted improvements in confidence, resilience and cooperation.

· Schools also highlighted perceived improvements in attendance, behaviour and academic performance as a result of participation in the programme, although quantitative analysis could not demonstrate this.

Methodology

Before the results are presented, some further detail on how the findings were derived is necessary. As described in the previous chapter, the quantitative findings of interest are the average change in the measures recorded by participants during the programme, which are then compared with the change in the comparison group (and tested for statistical significance) to determine whether the observed change might have happened in the absence of the intervention.

In measuring character capabilities, we adapted the instrument developed by the Behavioural Insights Team for their evaluation of the youth social action trials, made up of validated questions from existing instruments. This involved asking participants to record self-reported scores related to empathy, leadership, self-regulation, grit, communication, problem solving and cooperation on a 0–10 scale. We also sought to measure changes in wellbeing and feelings towards the local community, and included questions accordingly. Finally, we included a question to assess whether individuals felt they had taken part in any voluntary or charitable activity over the past year, and whether they had been part of a uniformed group in the same timeframe. More detail on the questionnaire is provided in appendix 1, and a copy of the full questionnaire is included in appendix 2.

The educational outcomes we are interested in are whether participants show improvements on educational progress, behaviour, attendance at school and attitudes towards school as a result of participating in the programme. While school attitudes are assessed through the questionnaire, all of the others are analysed through each school's own monitoring data. It is worth noting that the monitoring of progress and behaviour varied by setting (see 'The logic model and variability by setting' in chapter 2) and therefore may not be comparable between participating schools – for this reason both of these variables have been interpreted by researchers and coded as dichotomous, essentially whether the student is making expected progress, or whether a behaviour issue is reported for a student. These data were

not available at the time of the pre-survey and therefore the score itself (rather than the change over the course of the programme) is compared with that of the comparison group at the same point.

Given the relative brevity of the evaluation, it proved impossible to secure attainment data for participants: in this case we attempted to substantiate impact by measuring the impact on the other educational measures linked to attainment (such as attendance, behaviour and attitudes to education), as well as through qualitative work with those involved with delivery. However, as unique pupil numbers for participants have been collected throughout the evaluation, in the future it may be possible for more robust analysis on academic attainment of participants to be undertaken through a matched-pair analysis of the National Pupil Database, perhaps using Key Stage 2 Standard Assessment Tests (SATS) results.

Sample

The total final sample of pupils used for the impact analysis was 117. Of these, 69 participated in the programme (participant group), while 48 were part of the comparison group. This is a smaller sample than the overall number of young people who took part in the programme, as when observing sessions and discussions with teachers involved with delivery, it was deemed necessary to exclude two schools who did not follow the programme throughout delivery from the final analysis. As the programme – the curriculum designed by The Scout Association – was the only component consistent across settings it is essentially that which we are evaluating, and deviation from this reduces fidelity too far for it to be meaningful to include data from these schools in our quantitative analysis. Because of the potential for useful learning, qualitative insights from these schools are included in our process evaluation. However, the reduced sample makes it difficult to secure statistical significance for our findings. It also has implications for the representivity of our comparison group, which is now drawn from only two schools.

Comparison groups were recruited by participating schools, consisting of children of approximately the same age and the same setting (normally another class in the school). However, two of the schools that remained in the sample adopted a whole-school approach to delivery and therefore in order to provide an uncontaminated comparison group, one provided data from another school in their academy chain – which were more divergent than the other comparison group – while the other was unable to provide a comparison. Separately, another school in the sample was unable to provide access to a comparison group before delivery took place. Therefore, the comparison group sample was 48 young people across two schools. Unfortunately, these two schools are not ideal controls for the total group of participant schools, as they are higher performing schools. This is reflected in the pre-programme surveys, in which the control group has a higher mean score on every character measure in our survey (figure 4).

This alone is not a problem for our analysis, as we concentrate on the change between pre-programme and post-programme surveys. However, we might also expect – all other things being equal – higher performing schools to show a greater improvement in character measures than in lower performing schools in a given period of time. Thus, the fact that our control groups are not from similarly performing schools to the participant group as a whole increases the likelihood of a false negative, where the data do not reveal a significant improvement in the participant group, even where one exists. For this reason, the evaluation itself potentially provides more useful lessons about implementation (why it worked for some schools, and did not for others) than impact.

Figure 4 **Mean scores on pre-survey for character measures, by participant and comparison groups**
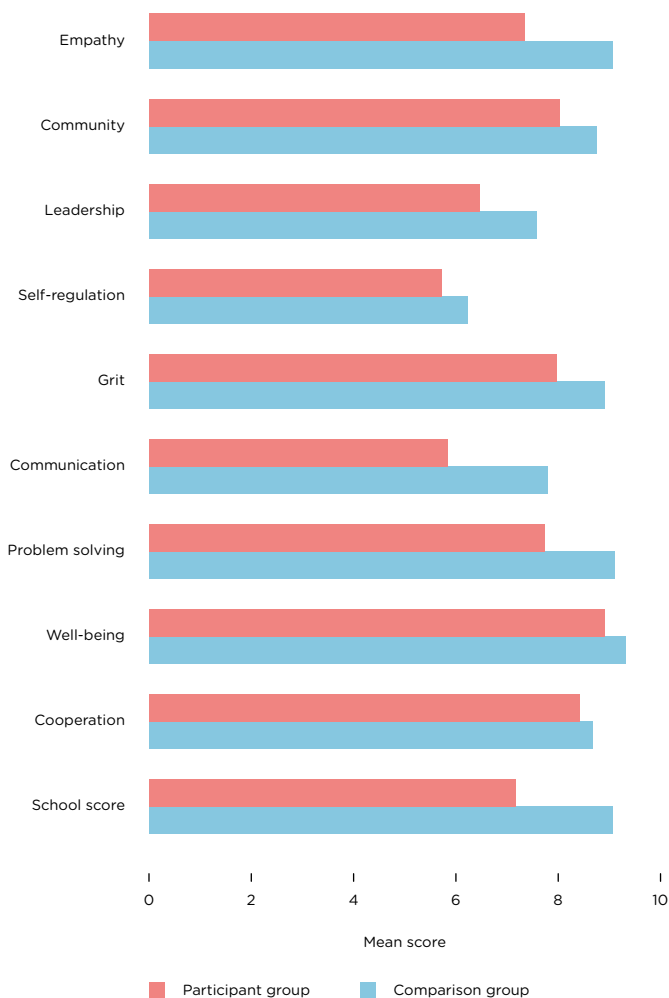
Demographics and monitoring data

As part of the evaluation, the research team also collected demographic information on participants and the comparison group. This demonstrates that the participant group tended to be more female than male (57 per cent compared with 43 per cent), highly ethnically diverse (49 per cent ethnic minority) and slightly younger overall than the comparison group. Members of the participant group were much more likely to be from an ethnic minority than the average primary school pupil, who were 30.4 per cent ethnic minority in January 2015.[27] The breakdown of the participant and comparison groups by gender, ethnic background and year split is shown in table 1 and figures 5–7.

Table 1   **The demographics of members of the participant and comparison groups**

	Participant group	Comparison group
Male	30	24
Female	39	24
White British	35	29
Any other ethnic background	33	19
Missing	1	0
Year 4	22	11
Year 5	47	37
Total	**69**	**48**

Figure 5   **The gender of members of the participant and comparison groups**
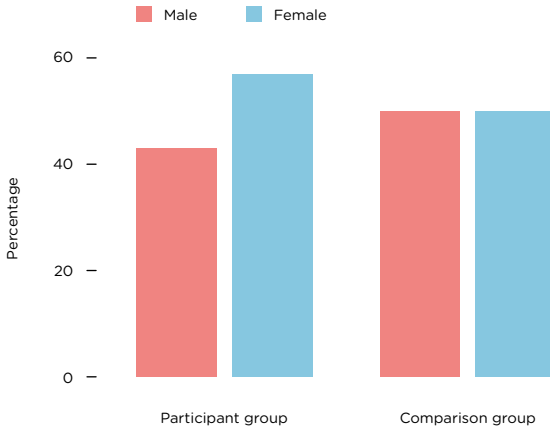
Figure 6   **The ethnicity of members of the participant and comparison groups**
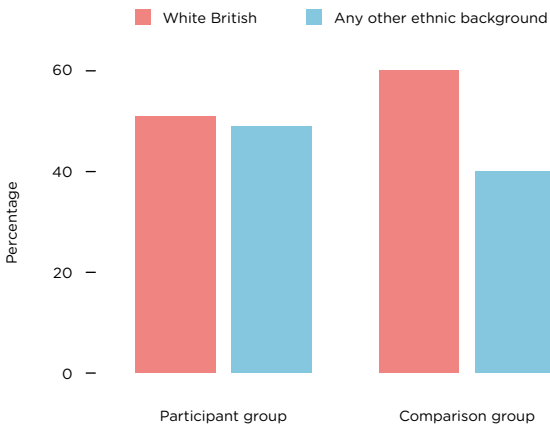
Other monitoring data about the students were collected in advance of the programme, including information on whether they received free school meals, English was their first language, they had any special educational needs, and they had looked-after child status. One independent school did not track this information for its students and so these data are missing from the evaluation.

These data are presented in table 2, while percentages are presented for ease of comparison in figure 8. As we can see, the two groups are broadly comparable in their eligibility for free school meals and having special education needs. However, members of the comparison group were far more likely to report having EAL status, surprisingly, considering the participant group had a greater proportion of ethnic minority pupils. There was only one looked-after child in the whole sample. While both groups are close to the national average for this age range of 16.6 per cent eligibility for free school meals, both are quite far off the average for EAL status of 19.4 per cent.[28]

Table 2 **Monitoring data for members of the participant and comparison group**

	Participant group			Comparison group		
	Yes	No	Missing	Yes	No	Missing
English as an additional language	7	42	20	15	33	0
Free school meals	12	37	20	9	39	0
Special educational needs (support or statement)	9	59	1	6	42	0
Looked-after child status	1	48	20	0	48	0

Figure 7   **The year groups of members of the participant and comparison groups**
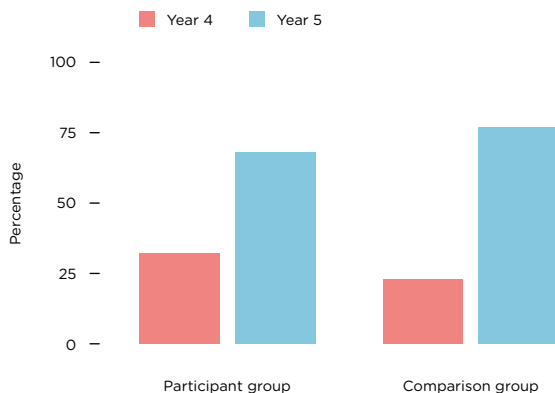
Figure 8   **Monitoring data for members of the participant and comparison groups**
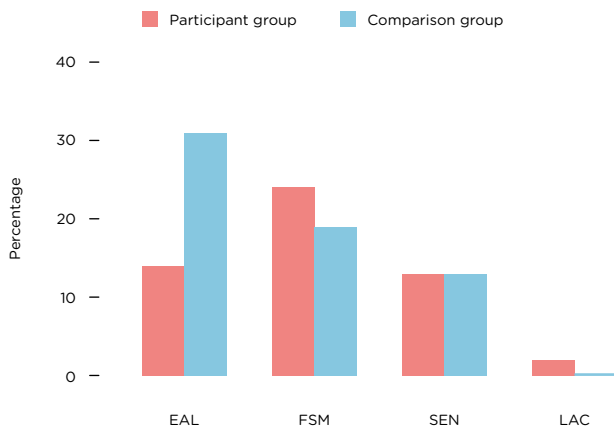
EAL = English as an additional language; FSM = free school meals; SEN = special educational needs; LAC = looked-after child status

Character

The results of the surveys conducted before and after the programme are displayed in figure 9, and overall display a mixed picture on character outcomes. For programme participants there was a reported increase on five character measures: empathy, community, leadership, communication and problem solving. Two of these were particularly large – an increase of 22 per cent in reported leadership (feeling comfortable leading a group) and 13 per cent in communication – and only the former of these was statistically significant at the 95% confidence level, when compared with the change in the comparison group. Further details of these significance tests are provided in appendix 1. However, given the small sample sizes involved, changes that do not cross the 95% confidence threshold are inconclusive; they should not be taken as an indication that there was no change in the participant group, nor that increases were not larger than in the control group.

Small decreases were recorded in four measures – self-regulation, grit, wellbeing and cooperation – none of which exceeded 5 per cent or were found to be statistically significant, and therefore are likely the result of random error. While the comparison group's results were broadly unchanged, there was one anomalous result – a large increase in reported self-regulation, of 15 per cent. Of the five measures that showed an increase in the participant group, four showed a larger increase than in the control group: empathy, leadership, communication and problem solving.

The qualitative aspects of the evaluation – focus groups with pupils and interviews with teachers, heads and parents – highlighted a range of important positive impacts on pupils related to character development.

The majority of those spoken to said that the programme had had a positive impact on the character of participants. The most frequently cited character trait pupils developed was increased confidence, particularly among previously quiet or unconfident students. One teacher highlighted the example of a shy pupil proudly showing a YouTube video he had made

Figure 9 **Percentage change in character capabilities of pupils observed during the programme, by participant and control group**
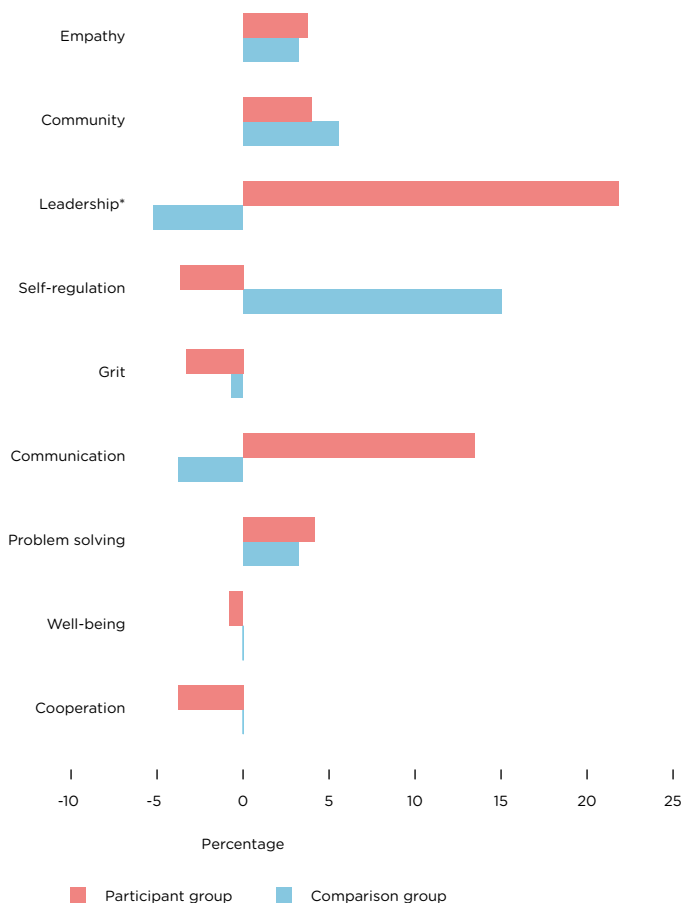
N = 112

* indicates significance at the p ≤ 0.05 level

to the whole class, and asking questions in class where previously he would not have done. A number of the parents of participants also observed improvements in their child's confidence. One parent suggested that the intervention had 'opened her up a bit', and that this is something that was not achieved throughout the rest of the curriculum. Another parent spoke of the effect of the intervention on his child:

He's very reserved, not a lot of confidence. In small social groups he's fine, but he's never one to put himself forward. So in class he knows the answers but he would never volunteer. But since he's been going, you can see the difference, absolutely – he stood up in church at Christmas, and did a reading, and he would never have done that before.

The participating pupils recognised increased confidence in themselves and their peers, though with less experience of the language of character, pupils expressed their observations more directly. One pupil told us in a focus group, 'People didn't do stuff that they were good at before because they didn't realise that they were good at it, and now in Cubs we've been doing different activities so they've realised they're good at it.' In another focus group, a pupil said that 'they had learnt a lot' and were 'more adventurous' because of the programme. Another pupil commented, 'My dad thinks I'm getting a bit more confident, because I was shy before I started doing it.' Pupils struggled somewhat to define the concept of character, which they described as 'like personality'. One of them described someone with good character as being 'very positive, funny, very sensitive, kind and truthful'.

Another commonly cited character development was increased resilience: teachers felt that children were being pushed out of their comfort zones in a positive way, and were learning to support each other. Delivery staff across the participating schools observed improvements in 'fixation to task and resilience'. One teacher observed, 'You can really see the character traits we're looking to build, resilience, hard work and teamwork… they are really learning that in those sessions

on a Friday [and] they're slowly starting to transfer that into the classroom.' Another delivery teacher suggested that confidence and resilience had 'really developed'. She went on,

There's a few whose leadership qualities have really started coming out... It's almost like teaching them character, they're things that they wouldn't ever get to do, they have to come up against adversity and figure out 'how am I going to climb this?', and they develop resilience that's a personal thing they can apply to their education. Now instead of just giving up, they can think, 'I climbed up a 20 foot wall, I can definitely try doing this sum.'

Some deliverers mentioned a differentiated impact on participants, suggesting that those pupils who had previously been less confident developed greater confidence as part of the programme. One said:

There were some, like the sporty ones and the outdoorsy ones, that I would expect to volunteer. But there were others where I thought, 'I hadn't got you pegged for that at all.' We've got one autistic boy who will now go up to people and talk to them, and I know that's not an educational thing, but it's his personal development and doors are opening to him now that he's willing to chat to people.

In the delivery forum, one teacher observed that the programme had a particular impact on the less academic pupils: 'It's mainly the ones that are not always academically engaged or more so the shy ones... It's about taking part, and I think they are all doing that.' Another teacher suggested that there had been a particularly strong impact on the girls in the class, who were 'really establishing themselves'. She also noted that there was a split between boys and girls at the start, with boys dominating the outside activities, but the girls rapidly became more competitive, so the differentiation was no longer apparent. Demos researchers evaluating sessions observed that the sessions were often 'levellers', and that frequently pupils would support each other in areas where they were more capable than other pupils.

Figure 10   **Percentage change in participation of pupils in volunteering activities during programme, by participant and control group**
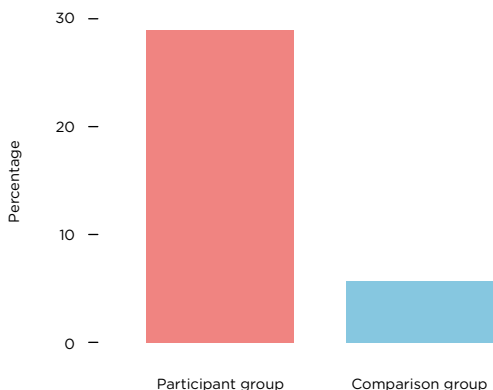
N = 71

Volunteering

We asked students if they had participated in voluntary activities in the last four weeks (such as volunteering, raising money for charity or helping others), which was coded as a binary variable (yes/no), rather than on a scale of 0–10. A big part of the programme, and of the Scout method in general, was to encourage community engagement and participation in social action. Therefore it is encouraging that there was a large increase in the proportion of pupils saying yes in the participant group (figure 10). However, this was not significant at the 95% confidence level, most likely the result of the number of missing responses and resulting smaller sample size (total sample of 71).

In our qualitative work, deliverers and participants reported an improved ability of the pupils to work constructively together. In one focus group, the pupils themselves commented that they worked better with their classmates as a result of having taken part in the programme,

saying that while previously pupils used to 'whine and whinge' when they were split into groups apart from their friends, they now work together more effectively. In another focus group, pupils suggested that Scouting had changed their attitudes to their fellow classmates, making them 'kinder' and 'more positive' towards each other. As one deliverer put it, 'I think they've become more understanding of different people and the way they act and things they do.' Another deliverer suggested that there had also been a positive social benefit outside the classroom: 'The pupils get to know each other better, and you can see their friendships developing positively in the playground.' This view was also reflected in the deliverer forums, where delivery staff spoke about the impact the programme had had on social mixing: 'Some of these children would have never rubbed shoulders with each other before.'

Educational outcomes: attitudes, attendance, behaviour and progress

The questionnaire asked students to report how happy they felt at school, and how hard they felt they worked when they were there. This was combined into a composite 'attitudes to school score'. The participant group showed a very slight fall in this score; despite a small rise in the 'happy at school' measure, there was a larger fall in how hard pupils felt they worked, albeit one without statistical significance. Data were also collected on students' attendance, progress and behaviour over the course of the programme, and compared with the control group. These results should be interpreted with caution, as they were collected at only one time point (at the end of the intervention), are based on small samples and, as previously reported, the comparison group tended to be better performing than the average across the participant group, suggesting that any difference in the results is in all likelihood not due to the intervention.

Attendance was recorded as the percentage of school days attended by pupils over the course of the programme and was marginally higher in the participant group: 97.2 per cent

compared with 96.9 per cent (N = 99). Academic progress was reported by teachers and coded as either 'making expected progress' or 'below expected progress' at the end of the programme. At the time data were collected, 81 per cent of the comparison group were making expected progress, compared with 71 per cent of the participant group (N = 79). Finally, behaviour was also reported by teachers, with responses coded as either 'no reported problem' or 'reported problem'. The comparison group were more likely to report problematic behaviour, with 20 per cent of pupils having a reported issue compared with 13 per cent of participant (N = 51), with only one school providing comparison group data. None of these differences were significant at the 95% confidence level.

These results contrast with our qualitative work, where deliverers highlighted a range of classroom behavioural improvements among participants in general and with regard to specific individuals. The development of positive teamwork and classroom behaviour was frequently referenced. In one example, a deliverer suggested that the programme was building observable improvements in group work and routine behaviour, and that she often applies the values of Scouts actively to the classroom: 'Sometimes I do find me saying, you know, "what do we learn in Scouts", even though it's not a Scouts session.' In another case, a member of a school's senior leadership suggested that as well as broad, class-wide behavioural improvement, individual pupils who had previously been less well behaved had improved as well.

Sometimes it was perceived that these impacts had positively affected academic attainment, though linking these character and behavioural impacts to academic attainment is difficult through qualitative study. This being said, some deliverers did perceive an improvement in the classroom performance of the participating students, which may have a longer-term impact on attainment. One reported, 'I do think there's a benefit in the educational side. It's not an immediate effect, it's more that their character develops and they become more hard-working, so therefore their performance improves.'

The responses to the final deliverer survey just before the end of the programme suggest that while delivery staff believed that participation had increased pupil confidence, and would benefit participants in the long term, they were less certain – though not negative – about the impact that the programme had had on academic attainment (figure 11). This resonates with the post-intervention findings of the process questions asked of participants, where 66 per cent agreed strongly that participating in Cubs had improved their school work (figure 14).

Figure 11   **Deliverers' responses to impact statements in final survey, by number of responses**
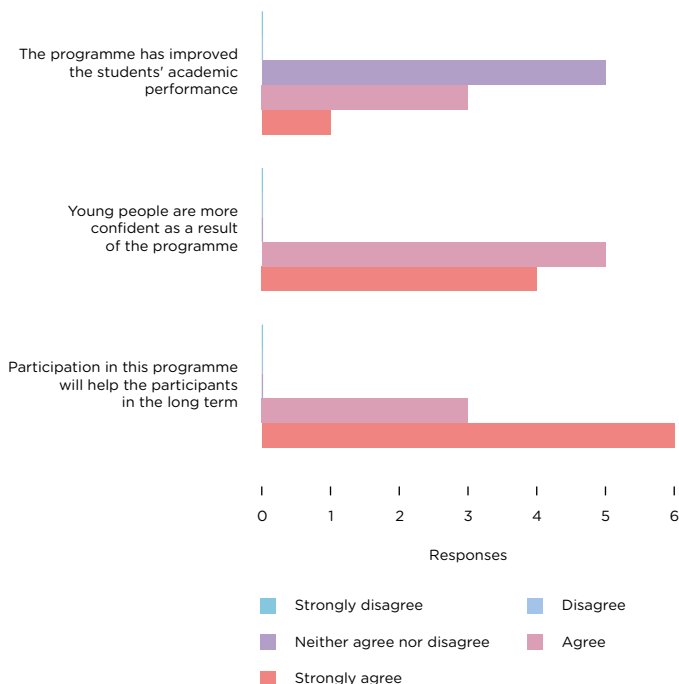
N = 9

Asked whether the intervention was a good use of students' time when they could be focusing on academic study, one head argued that 'it was obviously a risk, but well worth it'; first, 'it was a lack of character that was stopping some students getting on in their other subjects anyway', and second because there was so much linkage through things like art, design and technology and science to the curriculum. Another head observed:

Teachers do say that they're noticing a difference in the classroom, children are becoming more involved, participating more, they're more eager to be taking part in their learning. I can think of one child who would give up very easily, everything would be done to him – he's now become much more resilient, he perseveres, and he really thinks about his actions and how that impacts on other children and adults.

Other teachers highlighted that they were able to use analogies from the Scouts, particularly relating to perseverance, to help students with their approach to classroom challenges.

Two schools put forward additional evidence that on key performance-related aspects participating students had benefited from participation in the programme. In one school, there was a 'measurable improvement in attendance' among the participating students, and the class had become the highest achieving class for most of the year. In another, where the programme was implemented across the whole school, detention rates had fallen by 50 per cent since the start of the programme, and the number of fixed-term exclusions had fallen even more sharply, from 60 days in the previous academic year to ten days in the year in which the pilot took place. As the head put it, 'There were some in that group who used to be in trouble at lunchtimes and got sent to us – we never see them now!'

## Further analysis: effect sizes and change in measures

Additional methods of analysis help us to further interrogate the quantitative results. Using standardised measures of effect size is an alternative method of comparing change in two groups, and provides some indication of where important changes might have occurred, even where the significance threshold is not reached in a small sample. These should be taken as an early indicator of an effect, on which further study with larger samples should be conducted to provide a more conclusive picture. Effect sizes are calculated in line with Morris' guidelines, with further details provided in appendix 1.[29] To contextualise these results, we can compare these scores to effect sizes in previous studies of other educational interventions, for example:

- Practising test-taking had a positive effect size on test scores of 0.32

- School-based substance abuse education had a positive effect size (reduction) on substance abuse of 0.12[30]

Medium to large positive effect sizes were seen in two character measures: leadership and communication (figure 12). A moderate negative effect size is seen in self-regulation, although this is likely influenced by the anomalous increase in self-regulation observed in the comparison group.

Another way to illustrate these changes is to report the percentage of pupils in the programme group exhibiting a decrease, increase or no change in these measures after being involved in the programme. On the binary variable of voluntary participation, this is simply the proportion that moved from not participating to participating (coded as an increase) and vice versa (coded as a decrease). Figure 13 shows that there were more increases than decreases on community, leadership, communication, problem solving and voluntary participation.
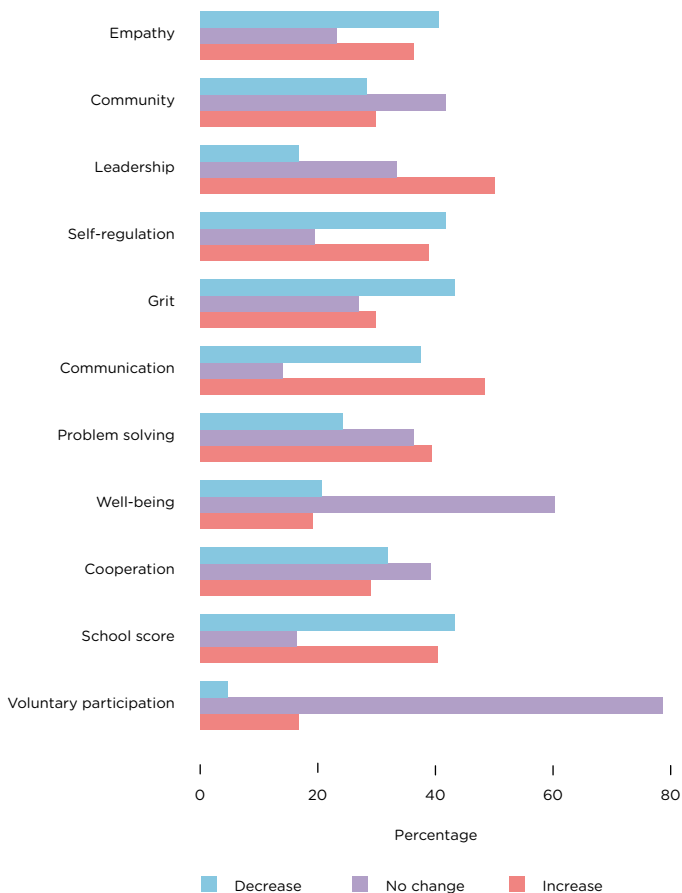
Figure 12   **Effect sizes for character and school attitude measures**

Effect size
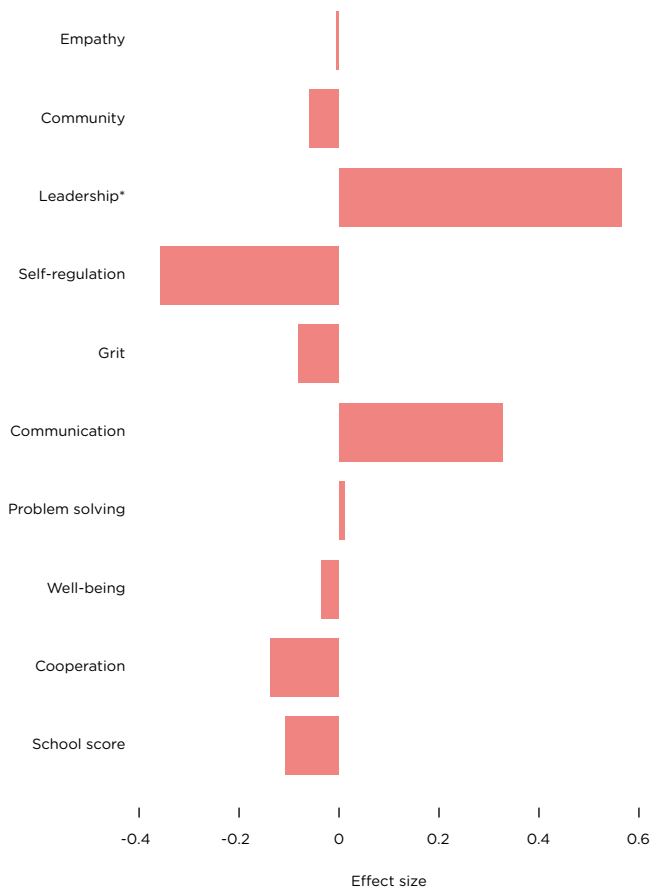
N = 112

* indicates significance at the p ≤ 0.05 level

Figure 13 **Percentage of pupils showing an increase, decrease or no change on character measures, attitudes to school, and participation in voluntary activities after their involvement in the programme**

N = 68

4 Process evaluation: experience and broader impact

This chapter and the next draw together the process findings of the evaluation. This chapter explores the experience of the participants, teachers and head teachers who were part of the programme, in addition to the reported impact on teaching practice and the whole school. The next chapter evaluates the implementation of the programme, reviewing progress against KPIs, and drawing conclusions on what worked and what did not, and why this varied by setting. Finally, it reviews the potential legacy of the programme's continuing delivery.

These two chapters draw on the following data sources:

- two deliverer forums with the delivery staff from three schools each, which took place during the pilot, in the second week of December 2015

- three deliverer surveys, the first of which was completed in the first week of November 2015 near the start of delivery (wave 1), the second of which was completed during the deliverer forum in the second week of December 2015 as deliverers were taking charge of delivery (wave 2), and the third of which was completed just before the end of the programme in March 2016 (wave 3)

- two phone interviews with a member of the SLT of each participating school during the course of the project; these took place during the second and third weeks of October, and the last week of February 2016

- post-programme questions in the participant questionnaires, asking pupils to reflect on their experience of the programme

- visits to the six schools involved in the programme, including interviews with delivery staff, SLT and parents; observations of the delivery of the programme in a classroom or outdoors session; and a focus group with participating pupils in each school

Key findings

These are the key findings of this chapter on experience of the programme:

- Pupils were overwhelmingly positive about the programme. They agreed strongly that they had enjoyed the programme (91 per cent), they wanted to continue in Scouting (88 per cent), that Scouting made them want to come to school (86 per cent) and that they looked forward to Scouting (84 per cent).

- Teachers involved with delivery were similarly positive: large majorities said they enjoyed delivering the programme (89 per cent), their school should do more things like it (78 per cent), they wanted to continue running it (89 per cent) and they would recommend it to another school (89 per cent).

- Most head teachers felt that the programme had been a success and spoke positively at length about it, although one head was less positive at the conclusion of the programme, because of the time commitment required and a perceived lack of support in delivery.

- A big motivation for those involved was to provide opportunities like Scouting to those who might not otherwise have the opportunity to join the Scouts, with some being particularly keen for their students from disadvantaged backgrounds to benefit.

- Small majorities of those involved with delivery reported that the intervention had changed their relationship with students, or that they felt it had made them a better teacher.

- Heads reported a number of whole-school impacts: including contributing to the ethos of the school; helping schools deliver on their responsibility to encourage the social, moral, spiritual and cultural development of and British values of pupils; and also linking to the curriculum, although some felt that the enrichment from the programme was beneficial in its own right.

Experience of the programme

Pupils

Parents, deliverers, heads and the students themselves universally agreed that the pupil experience as part of the pilot was resoundingly positive. One teacher remarked, 'It's been a wonderful experience for the children', and that after this experience, 'They're stuck in Scouts now, they're never going to get out. They absolutely love it.' This was confirmed through the teacher surveys, in which delivery teachers highlighted the enjoyment of the pupils:

The programme is going well so far, the children have all taken to it brilliantly and are enjoying the activities they are undertaking. There is also a lot of excitement from the children about being a Cub.

Fantastic! The children are loving it and so am I! :)

Demos researchers' observations of the delivery of sessions confirmed that the pupils enjoyed the sessions and were engaged in them, talking excitedly about upcoming events – such as the St George's Day celebration they were organising – or participating enthusiastically in the session activities. Perhaps most tellingly, the parents interviewed noticed their children's enjoyment. One parent told us, 'I always get positive feedback from my daughter, she's always happy with it', saying that on regular days she would have to ask her daughter what she would have done at school, but on Scouts days her daughter would just tell her.

When asked, pupils highlighted the variety of fun activities and the presence of their friends as key reasons that they enjoyed the sessions. Most pupils agreed with the general sentiment that the programme was 'really, really fun', as one pupil put it. Participants presented a range of reasons for this, including, 'I think it's because nearly every week we do really good activities', or even because it allows them to socialise more diversely: 'I like Cubs because we mix with other people in the school.' Overwhelmingly, the residential trip was regarded as the most popular part of the programme. Both participants and teachers recognised it as a rare chance to experience new challenges in a different environment. Beyond the residential, pupils had a wide range of favourite activities – making clocks, building fires and cooking marshmallows on them, archery and rifle shooting, baking bread and wall climbing to name a few.

In our post-programme questionnaire, we also asked participants their views on the programme itself. Responses were overwhelmingly positive (figure 14): 91 per cent agreed strongly (between 8 and 10 on a 0–10 scale) that they had enjoyed the programme and 88 per cent agreed that they wanted to continue in Scouting. Similarly, 86 per cent agreed strongly that Scouting made them want to come to school and 84 per cent that they looked forward to Scouting.

In our qualitative work, many students expressed the desire to continue to be involved with Scouts in future. When asked whether they would like to continue, pupil enthusiasm really showed. One pupil enthused, 'I would do it every week, every year!' One teacher reported that having undertaken a litter pick with the class for Scouts, he was regularly asked by pupils when they could do their next one.

The young people also said they would also want to take part in traditional Scouting, as an extracurricular activity, although one pupil felt he would only participate 'if my friends were there as well. If there was no one I knew then I would probably be a bit scared.' This observation matched that of a teacher who had suggested that mixing with pupils from different schools had been a challenge for some of the pupils,

who were a little nervous and needed some encouragement. Many pupils expressed interest in continuing Scouting, and a number felt that they were more likely to do other after-school activities based on their experience.

One of the objectives of the pilot was to reduce the barriers to accessing Scouting for pupils who might otherwise not be able to access it, particularly those from poorer back-grounds, or the children of busy working parents. Heads recognised this and were positive about it, with one suggesting that this kind of model was critical to making Scouting in general more accessible:

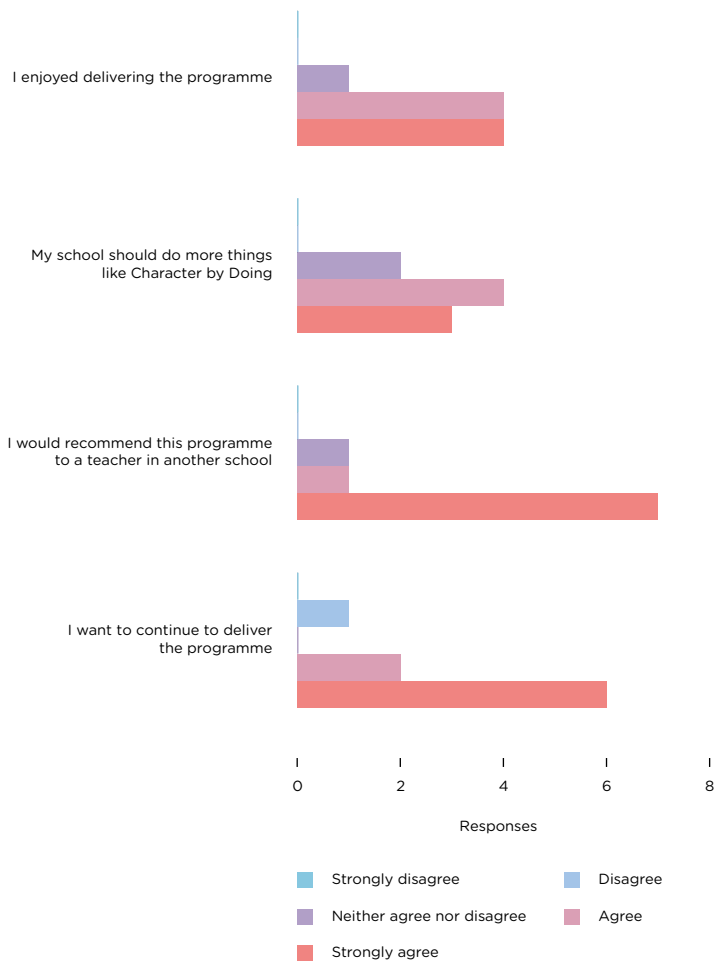Figure 14 **The extent to which participants were satisfied with various aspects of the programme**

Percentage

N = 68
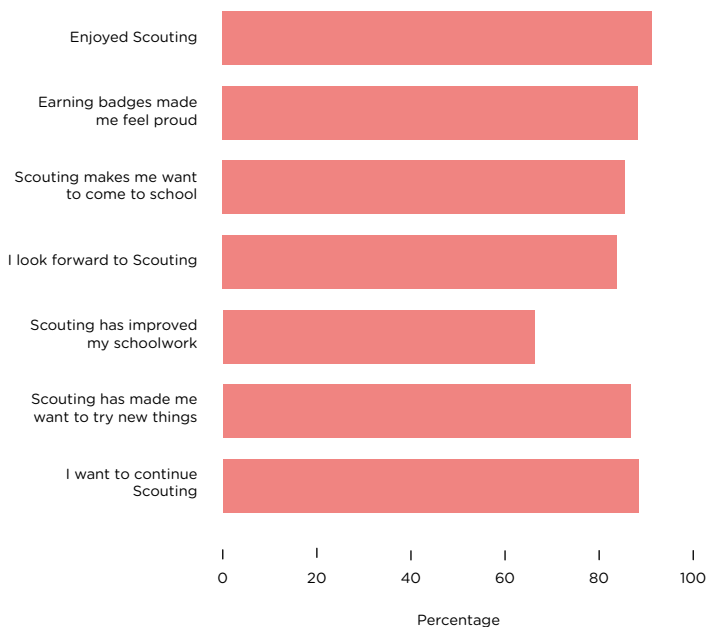
Figure 15 **The extent to which delivery staff agreed with programme experience statements in the final survey**

N = 9

The timing aspect is critical. The attachment [of the session] to the end of the school day, not 5–6pm, means it's easier for working families to get involved – a bit like a breakfast or after-school club. The Government is talking about extended school days – we already do it! This model could do a lot to turning a middle class pursuit, as Scouting is often perceived, into a more broadly undertaken activity. Scouting should be kept in schools as long as possible to broaden that access.

A number of pupils suggested that the Scout elements of the programme, not just the fact it was an outdoor activity, were important to them. Asked about the Grand Howl, the Neckerchief and other Scouting aspects, pupils commented that 'it makes you feel special' or expressed similar sentiments. One teacher interviewed suggested that the culture of Scouts created a relaxed atmosphere conducive to character development. Beyond their enjoyment, pupils were generally engaged in the session activities, though pupil behaviour varied significantly between schools.

Delivering teachers

While delivery staff sometimes reported specific concerns with aspects of the programme, discussed in detail in the next chapter, the overall experience of the delivery staff was positive. The third wave of the deliverer survey was undertaken immediately after the completion of the programme by the delivery teachers, and provides a number of valuable reflections on their experience of the programme as a whole (figure 15). Large majorities of teaching staff involved with delivery said they enjoyed delivering the programme (89 per cent), their school should do more things like it (78 per cent), they wanted to continue running it (89 per cent) and they would recommend it to another school (89 per cent).

When asked the most direct question, 'In your own words, how would you describe your experience of the Character by Doing programme?', the positive nature of the open responses was notable:

It is a completely innovative way of teaching children the skills necessary to become a well-rounded person. Unfortunately, not all children have access to this type of extracurricular activity through their home life.

I believe it has had a huge impact in school and has been thoroughly enjoyable for the children and myself. I feel the programme has given the children lots of different experiences they wouldn't have normally been involved in if not for the programme.

It has been a great adventurous journey, we in year 5 have enjoyed learning new skills and loved participating in hands on activities. Overall, an excellent opportunity.

Delivery teachers reported overwhelmingly in the survey and in interview that as well as the pupils having had a positive experience, they themselves enjoyed delivering the programme, with only one teacher not agreeing that it had been enjoyable:

I have enjoyed being able to spend a lot of time outside to deliver the programme.

I would just like to express my delight in being part of the programme and the impact it has had on my children.

It was a positive experience for both the children and myself.

There were also high levels of agreement among the deliverers that their school should undertake more activities like Character by Doing. Deliverers not only recognised the benefits of the programme in their school, but overwhelmingly suggested that they would recommend the programme to a teacher in another school. One deliverer, when asked if they would recommend it to other schools, stated:

Definitely, and they'll see the benefits in ways they didn't expect, because the perception of Scouts is climbing trees and having a good laugh, and it's not that; it develops a real sense of community, a sense of pride in themselves and in their school. The parade where they get to walk around carrying a big banner, they were beaming the whole time, they feel a real sense of belonging to something.

Some delivery staff went further, with one for example stating, 'I would highly recommend this to be employed by all schools.'

There were similarly positive responses among teachers when they were asked whether they wanted to continue the programme – all except one delivery teacher responded positively. In most cases this feedback has been confirmed by the schools developing active plans to continue the programme beyond the pilot scheme. 'We definitely want to keep it going,' said one.

Head teachers

In general terms, head teachers felt that the programme had been a success and spoke positively at length about it. In many cases, this judgement came without qualification. One head teacher described the programme as 'massively successful', another described it as a 'huge success', and a third regarded it as a 'resounding success'. The head teacher of one school which had struggled more than the others with implementation felt that initially the programme had been less successful because it was inappropriate for the particular needs of their students (essentially insufficient activity during sessions). After the programme was adapted for the school, they felt that it had become more successful, leading to improvements in areas such as behaviour and teamwork.

In the first wave of interviews, and in the interviews towards the end of the project, heads were overwhelmingly positive about the programme, citing the benefits for the participants and the improved atmosphere and ethos at their schools:

Massively happy: it's given both pupils and staff real momentum at the start of the year; the change in atmosphere is really noticeable.

Really well, the children have taken to it thoroughly. Cubs are fully engaged, especially those who otherwise struggle with school.

The children are really engaged – buzzing is how they describe it. Adults in the school are feeling it too, especially as it has brought together a group who do not normally work together. The children are really benefiting as they might not have been able to do Scouts otherwise.

In only one school did the head have a negative perception of the programme at the end of delivery, describing the programme as:

Not particularly successful. There have been problems with behaviour management throughout. Communication has also been poor, schools have had to do more than expected at the beginning – the teachers are now delivering whereas I thought we would be receiving external expert help throughout. We have had children dropping out. To be honest, I think the teacher in charge can't wait for it to be over.

Even in this case, however, the school wanted to continue to deliver Scouting, as they considered the programme to have benefits for participants.

In almost all cases, heads felt they would recommend the programme to other schools, and one head had already done so, recommending the programme to others in the multi-academy trust to which it belonged. However, some made the point that while they would generally recommend it, that recommendation hinged on the needs of individual schools. For example, one head suggested that the programme might be less beneficial in schools that already undertook a large range of outdoor and after-school activities. Another thought that where schools were struggling with staff, or where lots of temporary staff were being used and maintaining consistency

was a challenge, perhaps the programme might not be appropriate. This consideration was practically demonstrated by the case of the one school in the pilot which was put into special measures during the programme, and consequently struggled with delivery. One head felt that the programme had been particularly successful because of the high number of teachers who were already experienced in programmes and activities like the Duke of Edinburgh Award or camping.

Partner schools became involved in the pilot programme for a number of reasons. Some heads were particularly keen for their students from disadvantaged backgrounds to benefit from access to these kinds of activities, with one school citing the fact that 48 per cent of their students were in poverty as its principal motivation for joining the programme. One school had a particularly strong character agenda, which it was felt the pilot could further contribute to. One head suggested that the school's involvement:

was probably less around creating virtues and morals and that kind of thing, but more about just getting children to take responsibility, risk taking and some of those kinds of things that are traditionally associated with outdoor activities.

Another was motivated by a concern that children are too focused on academic studies from a young age, and it was thought this programme might bring some balance to that focus. In all cases, schools' motivations were related to increasing access to activities they judged would be beneficial to the development of positive character traits and the enjoyment of pupils.

The Scouts 'brand' and fundamentals, such as learning by doing and the Promise, also presents a significant benefit to head teachers. As one put it, 'Scouts appealed rather than other outside-based programmes due to its clear mission around fostering personal responsibility' and is 'well-established and well-respected, with a clear package to offer.' Another contributed: 'It's nice to have a curriculum that's worked for a hundred years, and you know doesn't need changing.'

Impact on teacher deliverers

As well as recognising the beneficial effect the programme had on pupil character and behaviour, a number of members of delivery staff reported that the intervention had changed their relationship with students, or that they felt it had made them a better teacher (figure 16).

Figure 16   **The extent to which delivery staff agreed with two impact statements in the final survey**

N = 9
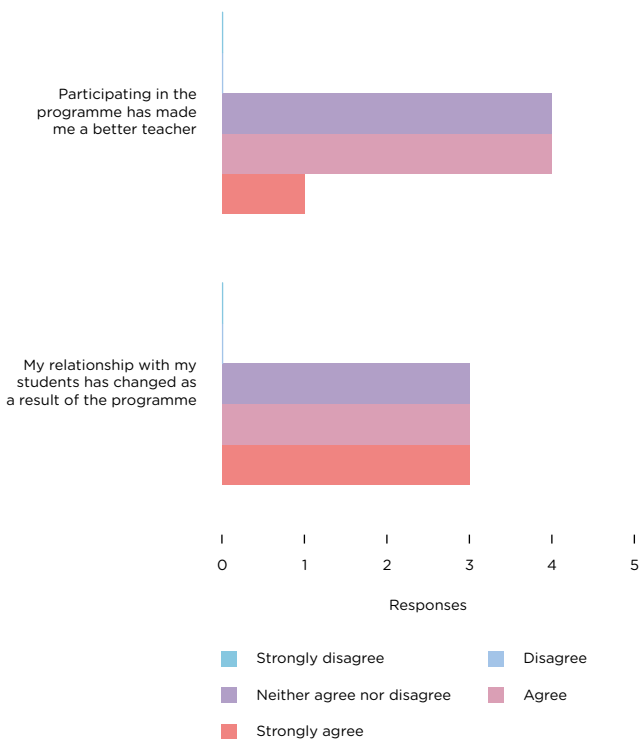
In the final survey, a slight majority of deliverers agreed that the programme had made them better teachers, with none disagreeing. The survey suggested more strongly that teachers recognised that the intervention had changed the relationship which they had with students, both in the context of the sessions and in their wider interactions in the classroom and around school. The more informal nature of the Scout sessions, contrasting slightly with the more authority-based interactions of the classroom, drew out more personal interactions between teachers and pupils:

You're getting to know them on a different level… you learn more about them, about their family lives.

It reminds you why you're working with kids, because you suddenly see them as kids, and not as a box to tick.

Some delivery teachers felt that this had a positive effect on the ability of participating students to learn in a constructive environment: 'The children learn more as they can engage in a stress free environment with the teachers. This helps to create positive relationships between teachers and class members!' For most delivery teachers, these changes had been positive. Some, however, struggled to manage the variance between how teachers and students interact in the classroom, and how they interact during Scouts. As one described it: 'The behaviour of some of the children is vastly different to that which I would expect during school time and this has been difficult to manage.'

While these changed relationships between teachers and pupils could present some behaviour management challenges, particularly in the context of sessions themselves, and in some of the earlier sessions, these challenges were generally regarded as well worth the broader improvements in pupil–teacher relations.

Whole-school impact

While the programme was designed to develop character in individual participants, the interviews with delivery staff and heads suggested that the programme had a number of more indirect positive impacts.

One of the most significant was wider cultural change across the participating schools. A majority of heads identified positive cultural impacts across their schools, particularly improvements in behaviour and how pupils interact with one another. One head suggested, 'I don't think anyone could imagine the school without Scouting now', adding in the final survey:

It has really helped with the values of the school, fitted in with the existing ethos and vision, but can now be more explicit with the values based on Scouting and quite visible throughout the school. It has helped with our approach to learning: 'learning by doing'.

The programme also provided heads with an opportunity to address a range of non-academic requirements placed on schools that related to the culture and ethos of their school:

As a head teacher, I need something that I can say we're getting done in Cubs: SMSC [social, moral, spiritual and cultural development], British values. It's something that we can say we are doing. We are ticking off these things through Cubs, but it wouldn't feel like it in the sessions.

These links between the programme and the curriculum – both in term of academic subjects like design and technology or art, and in terms of non-academic school commitments such as British values or social, moral, spiritual and cultural development (SMSC) – were a benefit that a number of heads and deliverers referred to. As one respondent put it: 'It is incredible the amount of the national curriculum that can be covered through this project.' A member of staff at a deliverer forum said that one of the particular benefits of the programme was that it linked to parts of the curriculum which

were often otherwise neglected: 'It's curriculum links but not to maths and literacy, but enterprise, arts, DT [design and technology]. All the stuff that gets squeezed out. It's good to have that, especially if you have set aside class time.'

However, it was suggested that too much focus on the curricular benefits of the programme might detract from those aspects that made it worthwhile and effective. A number of deliverers felt that this link should not be overemphasised, and that it was important to acknowledge the value of enrichment for enrichment's own sake to maintain the value of the Scouting approach:

If you try and link it too much to the curriculum so you can tick the boxes, you lose the point of it, the enrichment.

The fact that in some of the places it does overlap with the national curriculum is a bonus but it should not be the be-all and end-all.

The kids have done 30 hours of learning all week so... it's time to learn how to be a child.

Another whole-school benefit of the programme was the exposure of the pupils to controlled risk as a character-building exercise. A number of heads mentioned this, partly because it was something that schools alone were less able to provide to pupils. As one put it:

The other members of staff that support [the programme have] had to step back and take their teacher hats off, because we're very aware of any risk of harm to the children, whereas the Scouting group want less risk aversion, they want the children to have a go and find a way through... To give children this opportunity in a safe environment without too much red tape is fabulous.

Another head echoed this sentiment, and suggested that the risk and uncertainty associated specifically with the residential enabled development, and required school staff to persuade parents to allow their children to take part, though eventually this was beneficial:

The residential was the most popular, clearly beneficial part of it, and there was 100% attendance, which made it a shared experience that was valuable. It was an excellent exposure to controlled risk. The parents needed more convincing to sign their children up than the children, but ultimately they all signed up. It brought the whole group together.

Ultimately, as well as the participants commonly reflecting that the residential was among the most beneficial parts of the programme, some parents reflected positively on the risk aspects of the programme: 'As a parent you're probably saying don't go near the fire, don't stay in a tent overnight, and it stops us doing that – I've wrapped him up in cotton wool, and this teaches independence.'

A number of the deliverers also reflected positively on this aspect of the programme, with one suggesting that it was good for pupils to 'have to risk assess themselves. In schools we do it for them, but all children have to learn to do it.'

The extent to which a whole-school impact was identifiable varied between schools. In one school with particularly significant levels of SLT engagement, the programme was rolled out from Year 5 to the whole school rapidly. In another case, the programme fitted into an existing strong character agenda, reinforcing the existing efforts of the school. The head suggested that the programme had built on the school's value and ethos, and that the role of teachers as Scout leaders had changed the nature of the interactions between pupils and teachers in a positive manner.

In other schools, where SLT were less engaged, whole-school impacts were not observed. The variation between schools demonstrated that the Scout programme had the capacity to form the core of broader, positive change within schools, but only with the appropriate resources and commitment from school senior leaders and deliverers. As one put it in the final survey: 'I think schools need to be fully committed to the programme so that the programme can work to the best of its ability.'

5 Process evaluation: implementation

This section reviews the implementation of the project: how far the reality of on the ground delivery met the aspiration set out at the beginning of the project. First it assesses performance against the concrete KPIs set at the beginning of the project. Then it reviews the other factors that influenced implementation, and how they varied by setting. It concludes with an account of the legacy of the project and plans for next steps.

These are the key findings of this chapter:

· The project was broadly successful, achieving eight of its ten ambitious KPIs set out at the start of the project.

· In two schools, difficulties – including one of the schools being put into special measures and ensuing problems with staffing – disrupted the delivery of the Scout curriculum, with implications for the impact evaluation and important lessons for successful implementation.

· We identified various factors as being important influences on implementation:
    · training of deliverers, and their ensuing feelings of confidence in delivery
    · pre-existing standards of behaviour, how this was managed during sessions, and the changing role of the teacher in becoming a Scout leader
    · support of the Scout movement, particularly the role of the school development officer and contact with Scout groups in the community, especially the district commissioner
    · levels of support in the school, particularly from the SLT
    · most importantly, the time commitment required and how this matched with individual staff members' existing workload.

· All schools wanted to continue delivery and had made steps towards doing so – whether through connections with local Scout groups or with the support of The Scout Association.

Key performance indicators

In order to review progress and success during the course of the project, a number of KPIs were set for each quarter, which we now review. Table 3 presents the indicators alongside the eventual results.

As table 3 shows, the pilot was broadly successful, achieving eight of ten ambitious indicators, although the two indicators that were missed are potentially significant – first around the readiness of teachers to deliver the programme at the beginning, and second around teachers' perceptions of improved educational outcomes at the end. Chapter 3 reviewed the likely academic impact of the programme, while we will investigate questions of teacher-readiness later in this chapter. However, these are not the only measures of success for the project. We will now review delivery of the programme based on feedback from teachers and heads, and observations of sessions.

The programme itself was designed to include a degree of flexibility, allowing delivery staff to cater to the particular needs and context of a school – the identified elements that could vary are detailed in chapter 2. As one of the deliverers observed, 'The six schools that have taken this project on, we're all doing it differently, but you don't want it to be watered down so much that you lose the central part of the Scouting group.' In another school, the head suggested that 'the flexibility was part of the joy of the programme', but also noted that they did not radically change anything and would not. In yet another school, a deliverer commented:

One issue is that we received the programme 'completed' – but it would be better to work with those who know the children well and can adapt the programme: their teachers. It's important to get the schools' input.

Table 3 **Key performance indicators for the programme and results, quarters 2–4**

Quarter	KPI	Result
2	80% of deliverers say that they understand the programme	Achieved – 83% of deliverers agreed 'I understand what is involved in delivering the programme'
2	80% of deliverers say that they are confident to deliver the programme	Missed – 50% of deliverers agreed 'I feel confident in delivering the programme'
2	100% of SLT are satisfied with the delivery plan for the programme	Achieved – in telephone interviews, 100% of heads were satisfied with the delivery plan
3	60% of deliverers say they are satisfied with how the programme is progressing	Achieved – 100% agreed 'I am satisfied with how the programme is progressing so far'
3	60% of SLT say they are satisfied with how the programme is progressing	Achieved – in telephone interviews 83% of heads were satisfied with progress
4	60% of deliverers have improved perception of young people's character capabilities	Achieved – 100% agreed 'the programme had a positive impact on my students' and 'Young people are more confident as a result of the programme'
4	60% of deliverers have improved perception of young people's educational outcomes	Missed – 44% agreed 'the programme has improved the students' academic performance'
4	60% of deliverers agree that this will benefit the young people taking part in the long run	Achieved – 100% agreed 'participation in this programme will help the participants in the long term'
4	60% of SLT have improved perception of young people's character capabilities	Achieved – in interviews 83% of heads had noticed character development, whether confidence, resilience or cooperation
4	60% of SLT have improved perception of young people's educational outcomes	Achieved – in interviews 67% of heads cited improved educational attitudes, behaviour or attainment

These reflections draw on one of the key challenges in intervention design – finding the right balance between providing a programme with the degree of flexibility to make it realistically applicable, while keeping it structured enough to achieve its stated goals.

However, in two cases, problems within the school – including one of the schools being put into special measures and ensuing problems with staffing – disrupted the delivery of the programme to the point where the constant need to deliver the curriculum designed by The Scout Association was not followed during sessions towards the end of the pilot period. This has implications for the impact evaluation as previously discussed, and provides lessons for the barriers to successful delivery, and the conditions by which collaboration between schools and non-formal education providers can flourish.

These were the factors that appeared to influence successful delivery:

· levels of training and confidence in ability to deliver

· how the behaviour of participants was managed and the changing role of the teacher

· support from Scouts and the project team

· support of the school and SLT

· most crucially, the time commitment required of deliverers

We will examine each of these in turn.

Training, fidelity and confidence

As the KPIs indicated, the first wave of the deliverer survey – completed by the lead deliverer in each school – suggested that when going into the programme, delivery staff were aware of what was required of them, but were not unanimously confident that they could deliver the programme (figure 17). It is worth noting that respondents might have interpreted the question about confidence in delivering the programme to assume it was asking about their confidence to deliver it on their own, without the support of the school development officer (which was not expected at that point in delivery). They appeared to feel similarly about the training received, with only half agreeing they found it helpful.

While delivery staff did not disagree that the training they had received was helpful in preparing them for the delivery of the programme, some delivery staff felt that it would have been beneficial to have been trained a few weeks in advance, rather than just before the first session:
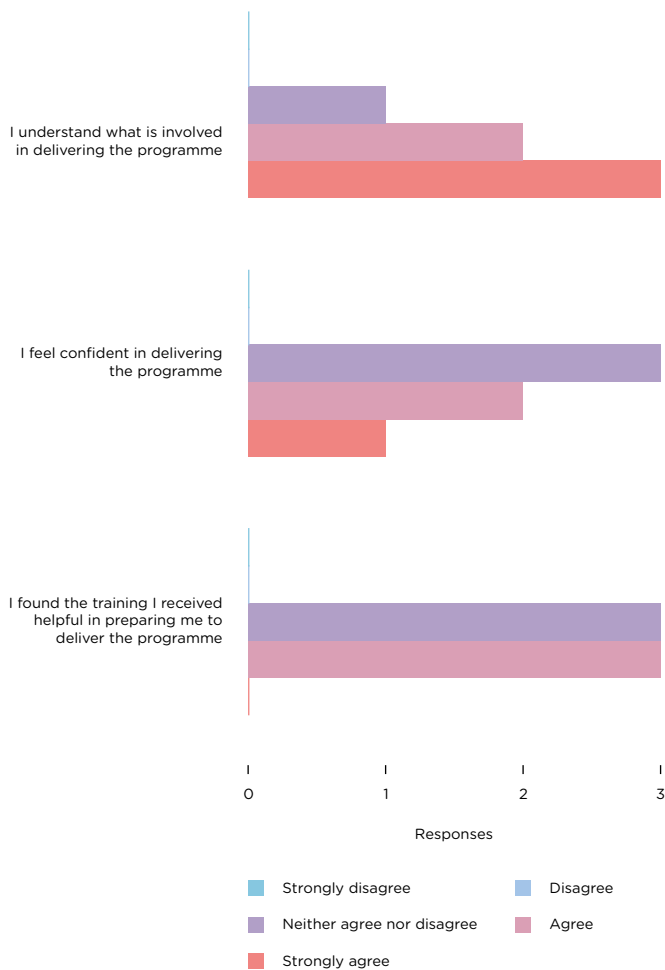
Training a couple of weeks before programme started would have been beneficial. This would have allowed [us] to read through all the material before starting rather than during the term. Our training was 3 hours the morning the project started. This training gave insight into the Scouts but not on what the content was of the activities.

I think a longer time to prepare, to get your head around it, and look over what the actual programme was about before getting up and going would have been beneficial for us.

While the majority were satisfied with the level of training they received, a minority of deliverers felt that they had not received as much as they would have liked. One SLT member told us:

I wouldn't say the staff member feels trained, and [the delivery teacher] has just been [a] supporting SDO [school development officer] so far. The transition, when he takes over delivery: it will be interesting to see how that works.

Figure 17 **Deliverers' responses to three impact statements in first survey**

Responses

- Strongly disagree
- Disagree
- Neither agree nor disagree
- Agree
- Strongly agree

N = 6

These sentiments persisted as teachers began to take the reins and lead on delivery with the support of the school development officer – at both wave 2 and wave 3 of the deliverer survey, there were clear majorities in favour of more training in order to help with delivery of the programme (figure 18).

Figure 18 **Deliverers' responses to statements on training, waves 2 and 3**

N = 15, 9
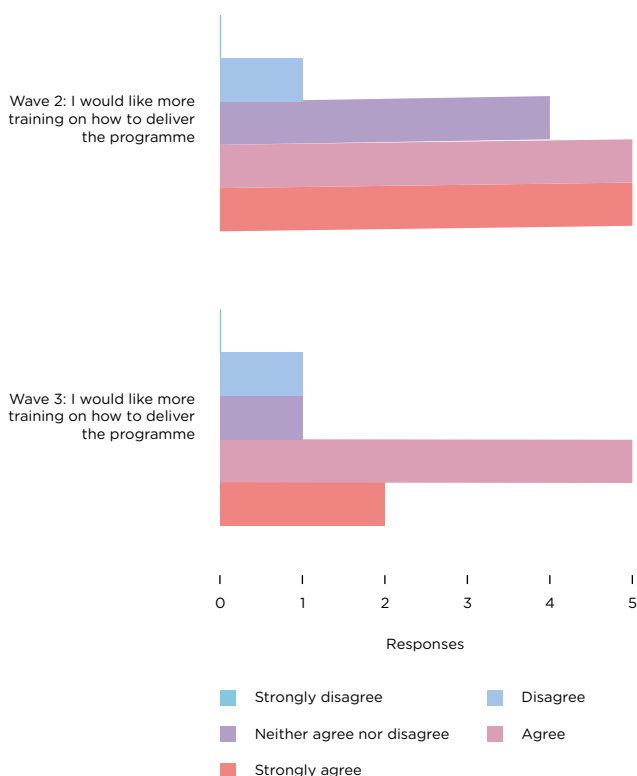
Some felt this had an impact on their ability to deliver an experience with fidelity to Scouting, which was picked up through the session observations and participant focus groups, as in some cases participants were unable to recall things like the Scouts Promise or the values of Scouting. For example, in one focus group, when pupils were asked whether the aims of the programme were clear to them, one answered 'on the letter it said it would make you a better person', and the children struggled to recall the Scouts Promise and the five values of Scouting even when prompted. Eventually they were able to recall 'loyalty to the Queen', and a promise to 'do our best' and 'serve everyone before myself'. Despite these variations, there was consistency in a number of areas critical to the intervention; for example, most observed sessions began with the Scout Promise, and links to the curriculum were clear in all sessions.

This demonstrates there is room for improvement for future delivery, and with any expansion of the programme, in the provision of continued support and training for those leading on delivery, particularly in making the transition from the classroom to the Cub pack. One possible approach was suggested by a deliverer who expressed a desire for having access to guidance and informational resources to ensure their delivery abided by the Scout method:

I want something that we can keep and revisit. An idiot's guide to Scouting, a few videos. Something we can revisit at any time, rather than having to remember what someone has told you.

It would also have been helpful to have more videos of how the Scout activities should look: eg the Grand Howl.

The legacy website for the project – Future Prepared – may provide this support to deliverers in the future.

Behaviour management

One of the most challenging aspects of the programme was also one of its most potentially significant contributions

– the more informal Scout approach to learning, and the different behaviour management requirements that this placed on teachers.

In most of the schools, behaviour was consistently good, and behaviour management that was required was related to pupils being over-excited about the activities. In other schools, the more relaxed atmosphere of Scouts led pupils to behave more casually and with less discipline than usual. As one teacher put it:

Initially they were quite wild, because the Scout rules are more relaxed than the school rules... After a little while of that it kind of shut down, because they were thinking, 'We don't want to mess about in the beginning, we want to get to do the cool stuff.' So there were some behaviour issues, but they sorted themselves out quite quickly.

The head at one of the schools where behaviour was initially a problem suggested that the programme needed significant adaptation at the beginning of the programme to take account of pre-existing behavioural need:

The activities at the beginning were too generic and static, especially for some of the participants – we fed back and the approach was adapted, changed to be more engaging. The class that is doing the programme is quite troubled but most have been participating well.

Teachers observed that where pupils were engaged in the Scout activities but over-excited, 'the [Scout] Promise is a great sword of Damocles, we can say "you made that promise", and make them recite it.'

The second wave of the deliverer survey, which asked respondents to rate their level of agreement with the statement 'I manage student behaviour differently during Scouting than during lessons', demonstrates the divergent approaches taken by deliverers in managing behaviour during the pilot scheme (figure 19).

Figure 19 **Deliverers' responses to the statement 'I manage student behaviour differently during Scouting than during lessons' in second survey**
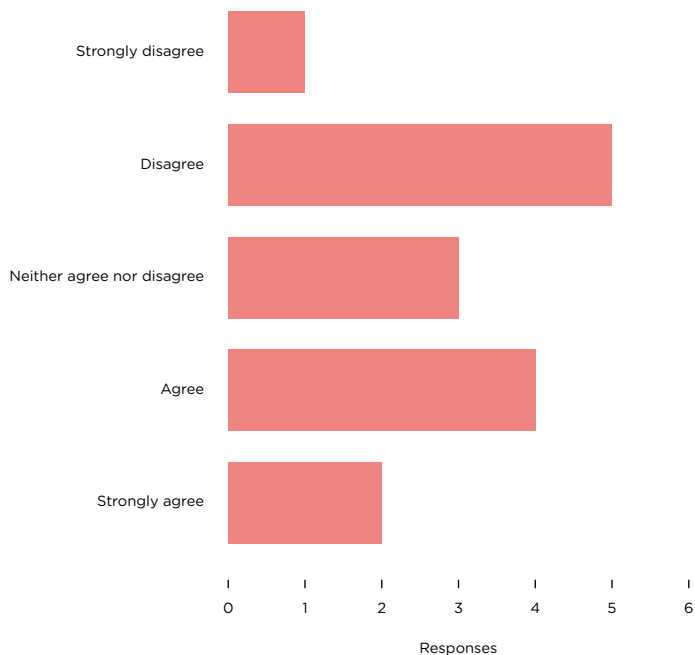
N = 15

Deliverers were aware of the need for a different relationship with pupils during the Scouting sessions; indeed, this was one of the key appeals of the programme. In some cases, teachers relaxed into a Scout leader role easily; in others, they maintained a more formal, teacher's disposition throughout sessions. However, some struggled to manage the behaviour of pupils in this new context, and reported a perceived loss of status in the transition:

It's funny really, you build up this respect in the classroom, and I expect that all the time. And then we have them in this situation, where it's not really an after-school club, because it's not something we're doing from school. In this kind of situation, some of them are very inappropriate... But it was made pretty clear at the beginning – we didn't want it to be like school… That therefore creates an air of 'I can be different here', so it's a bit of a catch-22 situation.

In the deliverer forum, some of the delivery staff suggested that the Scouting activities generated what they identified as 'after-school behaviour', with students struggling to see teachers as authoritative figures in the new setting: 'It's the kind of behaviour you're fighting all the time to manage in your classroom… you never know what behaviour you're going to get.'
Similarly, one head said:

One question is how it fits with our behaviour management policy, as kids are now very excited ahead of the session and sometimes difficult to contain, but can't use same behaviour management techniques as in rest of school.

The application of the Scout method was cited as one of most effective ways of rising to the challenge of pupil behaviour in this context. A deliverer told us that use of the fundamentals of Scouting such as the Promise was a useful tool in managing behaviour:

I've noticed the behaviour is different but not in a negative way. Mainly because I keep reminding them of the Scout Promise… Because we use a code of conduct and behaviour rules a lot in the classroom, I feel that was the only way to work around it. To… use it as a reminder but not use it religiously how I would in a normal lesson.

Support from the Scout movement

Another crucial element to successful delivery was the support of the Scout movement, whether in the form of the school development officers, The Scout Association centrally, or local volunteers in Scouting.

The school development officers were praised by staff members from all schools:

[The school development officer] has been very supportive – she comes every week, and without her support it wouldn't have been as successful as it has been.

You cannot fault [the school development officers] for their passion and enthusiasm when it comes to the project – they're clearly very committed and that really shines through.

This was predominantly because the role of the school development officer was seen as important when delivering some elements of the content of the programme, especially the Scout approach and ethos, which could not be provided solely by teachers. As one deliverer put it: 'We're happy with the training. But it's invaluable having the school development officer, who really know what they are doing when it comes to Scouting.' Additionally, it was felt that having an external facilitator involved made the sessions more special for the participants:

Without [the school development officer] you'd struggle to know the difference between it and a youth club... [The school development officer is] the only person that knows what the Cub Scout law is. We'd be able to run it without them, but you'd be funding a youth club. You'd have no comprehension it's Scouts.
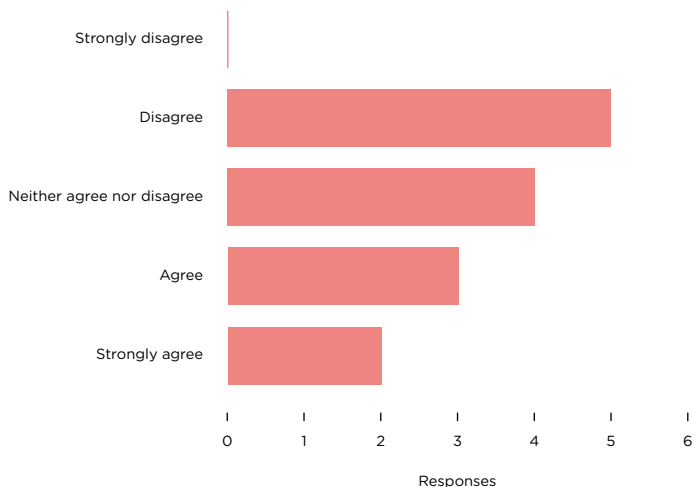
The school development officers were regarded as so critical that the delivery of the programme would be difficult without them, both for logistical reasons – such as the number of staff members required to undertake certain key activities – and because of the manner in which they conveyed the Scout

ethos. In one school, a teacher suggested that the school development officer had been so important that those teachers in the school who hadn't worked with the school development officer found delivering the programme 'very difficult'. In one example of a particularly positive case, a deliverer described how the school development officer had helped them 'get out of the teacher mindframe', with the result that they now felt confident delivering the programme alone, and the transition from the school development officer leading to the teacher leading sessions was 'so smooth that the children… didn't see the difference'.

Despite the training deliverers received, a number of them felt that they could not deliver the programme without the support of the school development officer, who facilitated sessions during the first term. This feeling was demonstrated in the wave 2 deliverer survey (at the point of transition), with almost as many deliverers disagreeing with the statement 'I am confident I could lead sessions on my own, without the school development officer' as those who agreed or strongly agreed (figure 20). This was reflected in the variation between schools' self-assessed readiness to take over the delivery of the programme. Teachers in some schools rapidly took over the leadership of the sessions, while others felt less confident and said they needed further school development officer support. This perception that the school development officer has a critical role could be regarded as a limiting factor for the continuation of the programme post-pilot, particularly as paying for a school development officer was one of the most significant expenditures for schools.

In interviews, heads also emphasised the key role of school development officers in providing ongoing support, as well as the schools development manager (working at The Scout Association) in coordinating communication. They mentioned that any contact with local volunteers had been valuable in ensuring that delivery was true to the Scout method. A number of schools had also reached beyond the school development officers and into the wider Scout movement in order to assist with the delivery of the programme:

Figure 20 **Deliverers' responses to the statement 'I am confident I could lead the sessions on my own, without the school development officer', second survey**


N = 15

[The school development officer has] been a godsend. We've spoken quite a lot to [the local Scout district commissioner], he came to a couple of sessions and he went to the camp. He's been really supportive, offering as much support as he can, which has been really appreciated.

Support from school and SLT

Apart from the external support received, effective SLT engagement was frequently cited by deliverers as being critical to the success of the intervention. The majority felt that they were well supported by their schools in the delivery of the programme. However, there was variation in the views given by deliverers at different schools (as well as the number of responses) particularly as the programme went on (figure 21).

Figure 21 **Deliverers' responses to statements about whether they felt well supported by their school to deliver the programme, waves 1, 2 and 3**
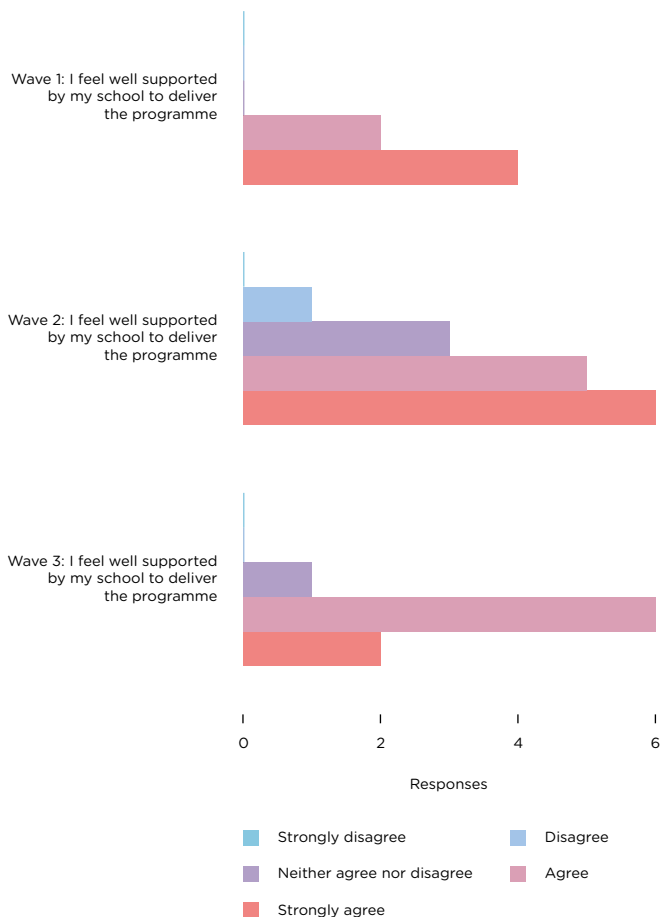
N = 6, 15, 9

For example, two members of delivery staff were clear that their SLT was supportive: 'Our head has given me the time to do further training'; 'Senior leadership are behind us.' And heads clearly expressed their passion for the project, particularly when it had been adopted as a whole-school approach. However, some deliverers felt that the enthusiasm that the SLT displayed early on in the project was not maintained:

At the start, the Head seemed really enthusiastic about it… But I don't think she had a good enough grasp of what it actually entailed… I assume they thought it is someone else coming in to do this every week and they didn't have to do anything about it, that it was just going to run itself.

This diminishing of SLT support appeared to be related to competing demands on time, as it was most evident in schools with smaller staff bodies or where there were other more pressing demands relating to attainment and accountability. However, the reduction in SLT support for the programme had significant implications for the success of the project in various settings, as it influenced the amount of time that those charged with delivery could dedicate to planning sessions and organising activities, and the extent to which they could engage with external partners. It also appeared to influence the extent to which greater school-wide gains were felt in morale and ethos.
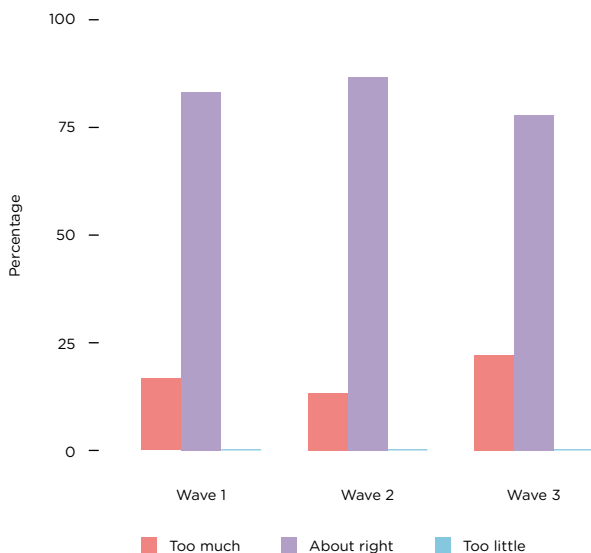
Time commitment

Finally, the time commitment required of those delivering the programme, and whether they found it excessive, was an important factor in successful implementation and provides useful lessons for future delivery. When surveyed, the majority of deliverers stated that they thought that the time commitment required of them was 'about right', but a sizeable minority found it too demanding (figure 22). Most teachers felt that having the school development officer assistance and session plans in place made their workload manageable, with one for example stating:

The time commitment of each session, there's not that much extra, you need to prepare a few resources during the week before, and that's about it really, the session will run quite happily without too much preparation.

Only one delivery staff member felt that the time commitment was too much:

I struggle to do my job as it is… And so this is just another thing. I want to do the best I can do, but I don't feel I have the time to give it the best I can give it. So we just do what we can do to… get it done.

Figure 22   **Extent to which deliverers thought the time commitment required of them to deliver the programme was too much, about right or too little, waves 1, 2 and 3**

N = 6, 15, 9

It is no coincidence that where the deliverers found the time commitment to be excessive implementation was least successful. This has a number of lessons for future delivery: both in terms of clearer communication to schools in advance on what involvement in such a programme will involve in terms of staff time, but also acknowledgement that aspects of volunteer-led non-formal learning may not work well in school settings where teachers are time-poor, whether due to small staff bodies, other commitments or accountability demands.

Legacy

A final point on implementation concerns the programme's legacy – now that the official project period has finished, what next?

Most of the schools involved are continuing or wish to continue some form of Scouting activity with the support of the Scout movement now that the pilot is completed, a clear demonstration of its perceived value. One school has already made arrangements to continue the programme in the coming year, while the head of another school was discussing with the local Scout district commissioner how to establish an equivalent Scouting activity to follow on from the completed pilot. In the final deliverer survey, one teacher commented:

We are continuing with the programme until the end of the academic year and we intend to continue next academic year with a new intake who will be our new Year 4 pupils. So watch this space.

The main concern was how the programmes might be maintained after the completion of the pilot, when it will become more difficult for schools to obtain funding and resources. Over the course of the pilot, school heads found that the resources they had been provided with were sufficient: where sessions were delivered after school, teachers were paid for their additional time, and the school budgets facilitated the provision of all the required resources. The most important element to support future delivery was someone in the role

of the school development officer – facilitating the sessions and providing an authentic Scouting approach. Some school heads expressed concern that they might not be able to acquire the necessary partnerships; one school had found that delivery through a Cub leader was critical, and said they would need to find one to continue the programme. One head put it:

A risk is whether we can afford to do it after the grant period. Also retaining the Cub identity, which we don't want to lose. The children have been very taken by the idea of earning badges but without a Scout link we won't know how to do it. As retention is good I expect we will find the money – we had 100% attendance on the residential – and given the deprivation of some of the children I think these kinds of trips away together are very important.

Another concurred:

Staff are keen to keep going, but worried about when the Scout contact goes, how is it sustained after that? We've had the right training but need to maintain the link with Scouting, otherwise it will just be another after-school club.

This strong desire to maintain links with the Scouting movement, as opposed to merely delivering a version of the programme 'in house', demonstrates that schools appreciated the added value provided by their partnership with the Scouts. One school had recruited an outdoor coordinator, but was still seeking assistance from The Scout Association. The head told us:

One risk is losing momentum out of the trial period – we're trying hard not to. We would still want a link with external Scouting expert: whether that's someone at TSA [The Scout Association] or the local commissioner. We've now recruited an outdoor coordinator who leads these activities, as they are qualified to deliver some badge activities.

However, all schools wanted to continue delivery and had made steps towards doing so – through connections with local Scout groups or with the support of The Scout Association. In some cases, discussion with local Scout districts about the continuation of the programme had already yielded positive results, suggesting a strong potential support network for schools seeking to continue the programme. One head said, 'The Scout Association have said if we're going to keep going we're going to be an official Scout pack, they're going to take us in with open arms.'

6 Conclusions

What lessons can be drawn from this pilot? This concluding chapter summarises the insights of the evaluation for a range of audiences: for future iterations of the programme and wider collaborations between Scouting and schools; for methods of evaluating such programmes, particularly character outcomes; and for other non-formal education providers, in seeking to partner with schools.

The first thing to note is that the programme was broadly successful – it achieved the vast majority of its ambitious KPIs, and received very high levels of approval from participants, teachers and members of SLT. Those involved with delivery had observed significant impacts on an individual level – whether in the development of a young person's character, their approach to education, or both – as well as broader benefits for the staff body and the whole school. While the quantitative evaluation demonstrated only one significant positive impact – in leadership – teachers and parents had perceived growth in resilience, confidence and cooperation.

The programme

Feedback from teachers and heads suggests that there are a few elements of the programme itself which could be improved for future delivery. Many of those involved with delivery reported a desire for more training: both in how the programme activities would run, and more importantly to ensure that the Scout method was a core part of their approach. This may reflect a cultural difference and an approach to training and continuing professional development that is more a part of teaching practice than volunteer-led non-formal learning. In future, in addition to the materials and training that were provided, deliverers could receive more training further in

advance of the programme commencing, and be given materials and opportunities to understand the Scout movement and their part in it. The legacy 'Future Prepared' website will provide these to some extent and could prove a useful portal in future for more training materials.

The other main barrier to delivery was the time commitment required of deliverers – often on top of busy teaching workloads and sometimes additional extracurricular responsibilities. While they could set aside the additional 90 minutes each week for delivery itself, some struggled to find time for planning, to the detriment of the sessions themselves. The issue of workload will also inevitably have an impact on the take-up of training, unless delivery staff are supported to do so and provided with cover by SLT. In future, when approaching schools, the expected time commitment required of teachers should be made clear, and alternative models should be considered, perhaps where volunteers are recruited to work in schools, or more partnerships with existing Scout groups are forged, to avoid adding to the school's existing workload.

A final thought is the role of the school development officer – deemed by many to be essential to the programme's success, not only in reducing the workload for school staff involved with delivery, but predominantly for the enthusiasm, authenticity and catalytic sense of difference that they brought to delivery. Some teachers were not confident to deliver Scouting per se without the support of the school development officer. However, the school development officer is a professional and was unique to this pilot, while a key aspect of Scouting is that it is volunteer-led. To reduce deliverers' dependence, the school development officer could have a more explicit focus on training the school-based delivery staff, and set up links with local Scout groups who will take on this role of providing occasional support once the school is confidently delivering, as is the case now in some pilot schools.

Evaluation

What can the research methods used to evaluate this pilot teach us about measurement of impact? First, it is clear that self-report questionnaires alone were not an overly reliable method of assessing change in character or attitudinal measures in primary-age participants. While there were no major changes to the participant group's scores, this was contradicted by the positive testimony of teachers and parents – and the comparison group also featured an anomalous result, which was not explained by other factors. Future evaluations may seek to triangulate self-reported character scores with data gleaned from teacher observation and other sources. Furthermore, when seeking to assess educational outcomes, validated national exam data are infinitely preferable to non-standardised school-based data – fortunately, as we have collected unique pupil numbers for participants, these will be possible at a later date.

Finally, it is worth noting that the measurement of character outcomes is not without difficulty or controversy, and recall our approach as laid out in the introduction to this report. In addition to our quantitative evaluation, we used qualitative methods to assess wider developmental progress perhaps not susceptible to self-report questionnaires. Therefore our interpretation of character was informed by the reliable psychological measures we used while simultaneously recognising that these do not capture everything we are interested in.

Wider lessons

Beyond the programme, what are the lessons for other providers of non-formal education in working with schools? This pilot shows that the selection of schools to participate is a vital consideration, as in the implementation of this pilot that was by far the biggest influence on success. Three factors in particular seemed to matter. First, school performance: as we found during the pilot, the additional pressure that came with being placed in special measures rendered delivery in one

school very difficult. Furthermore, performance itself influences a school's ability to work effectively with external partners and supply the support necessary for staff to deliver confidently. External partners thinking of working with schools may want to consider accountability pressures and overall school quality when making an approach. However, given the frequent coincidence of underperforming schools and deprived young people, fewer opportunities could go to those who may benefit most from them.

Second and relatedly, pre-existing standards of behaviour in the school also seemed to influence successful delivery of the pilot greatly. While delivery staff reported that the programme provided some participants with an opportunity to let off steam and develop confidence, and that elements of the Scout method – such as the Promise – helped with behaviour, others reported that once outside the classroom, behaviour management techniques they normally relied on could be less effective. Therefore, potential partners should consider their recommended approach to behaviour management if engaging with a school with pre-existing issues.

Third, the level of engagement of SLT in the project also seemed crucial for its success. Where a head teacher was more engaged with the programme, those involved with delivery were better supported and therefore tended to be confident. Without this engagement, and in the presence of various other educational priorities, the pilot could be de-escalated by deliverers. Potential partners should seek out heads with a passion for their approach, as this will make a significant difference to delivery.

A final consideration for providers is how one approaches the problem of teacher workload. In the current climate, a programme that requires very much additional work from teachers or other school staff will preclude the active participation of many schools. Some programmes may choose to address this problem by taking delivery out of the school's hands (while keeping them informed): coordinating everything, providing professional delivery staff, even arranging transport or communicating with parents directly.

However, a real strength of the Character by Doing programme as reported by some heads was its impact on ethos, which thanks to the engagement of the staff influenced the whole school's approach – this was only possible by asking more of the school, but staff reported a great deal of benefit in turn. Different approaches will work for different schools and different providers; however, it is important for those seeking to work with schools to be aware of the limitations of teacher workload and the importance of there being a meeting of minds with the SLT.

Appendix 1: Technical appendix

This appendix provides further information on the approach to the evaluation, with a particular focus on how the impact findings were derived and calculated.

Respondents

Demos researchers administered surveys in hard copy at the start and end of the programme – except those for comparison groups, which school staff administered because comparison groups were not made available during visits, which introduces potential bias into the sample. Demos researchers tabulated the surveys before analysing them. Of the schools included in the analysis, only one included both a participant and comparison group. One participating school provided a comparison group from another school in its chain, which was judged to be a good comparator because of its demographic and geographical similarities with the original school – despite this, the comparator school appeared to be better performing academically than the participating schools. However, no comparison groups were available for two schools in the sample.

Of the total sample of 117, 18 were already involved in Scouting or similar activities, such as Brownies, Girl Guiding, Cubs, Rainbows or Beavers. These were evenly distributed between the participant and comparison group, with nine each (table 4).

Table 4 **Respondents' prior experience of Scouting or other uniformed youth groups**

	Participant group	Comparison group
Had participated in Scouting or similar activities in the last year	9	9
Had not participated in Scouting or similar activities in the last year	48	36

Table 5 **Question mapping for measures of character capabilities**

Statement	Outcome
I feel bad when somebody gets their feelings hurt	Empathy
I am happy when I am at school	Attitudes to school
I want to try and make my local area a better place	Community
I feel comfortable being a group leader	Leadership
I find it easy to concentrate	Self-regulation
I carry on trying even if I find something difficult	Grit
I am good at explaining my ideas to other people	Communication
I can do most things if I try	Self-efficacy
I work as hard as I can in school	Attitudes to school
I like being the way I am	Wellbeing
I enjoy working together with other people	Cooperation

Measures

Key measures of character capabilities are based on responses to single statements, with which respondents were asked to mark how much they agreed or disagreed on a scale from 0 to 10. They were also asked about their attitudes towards school in two questions, for which responses were combined into a mean 'attitudes to school' score. Respondents were also asked whether they had volunteered, raised money for charity or helped other people in other ways in the last year. Full question mapping is set out in table 5 below.

The questionnaire was modelled on the Behavioural Insights Team instrument used to evaluate youth social action; however, this required adaptation to ensure it was age-appropriate, as the original questionnaire had been intended for use by those approaching school leaving age, and our target group was younger than this, with the oldest being 10 years old. This required adjusting the content of the questionnaire to take account of reading age and appropriate content (eg, 'I'm not interested in doing any more learning', 'If someone is not a success in life it's usually their own fault' would be difficult questions for a 10-year-old to answer given their life experience to date). It was also necessary to reduce the overall number of questions to better accommodate their likely attention span.

In so doing, we took inspiration from the questionnaire designed for the Education Endowment Foundation's evaluation of Children's University by Prof Stephen Gorard of Durham University, aimed at a Key Stage 2 audience. On the basis of that evaluation protocol we also decided to use one question per outcome in order to ensure the questionnaire was as succinct as possible, as they describe it:

Rather than using the usual psychometric approach of multiple questions for each theme, the single best item can be used instead… This approach is at least as accurate in terms of measuring these rather hard to pin-down concepts, and has several advantages including ease of analysis and reporting.[31]

In the final version, we drew questions from the following questionnaires:

· the California Healthy Kids survey for empathy, cooperation, problem solving[32]

· the Children's Society's *The Good Childhood Report 2013* for wellbeing[33]

· the Children's University evaluation questionnaire (Education Endowment Foundation and Durham University) for community[34]

· the Emotional Literacy Assessment Instrument for grit[35]

· the Longitudinal Study of Young People in England for attitudes to school[36]

· the National Citizen Service evaluation questionnaire for communication and leadership[37]

We piloted the questionnaire with a non-participating group at one of the schools, and made a number of adaptations to the survey as a result. First, as the young people completing the survey tended to read every word on the page in sequence, we simplified and reduced the number of words used. We also eliminated reverse coding from the questionnaire, which had tended to confuse some respondents, leading to inaccurate statements being made. Instead, we constructed our own positive statement on testing self-regulation, modelled on the Behavioural Insights Team questions, and attitudes to school, modelled on the Longitudinal Study of Young People in England (LSYPE). We also ensured that Demos researchers administered questionnaires to participant groups, and demonstrated how to answer statement-based questions using the 0–10 scale, in order to encourage respondents to give nuanced responses and use the whole range of the scale.

Significance testing

We performed independent sample t-tests on each of the outcomes listed above. This is a comparison of the mean change between participant and comparison groups. It estimates the probability that the programme had no effect on pupils' scores. We can reject the null hypothesis of no effect with 95% confidence if the p-value of the resulting t-statistic is less than or equal to 0.05. Full results are set out in table 6.

We performed further significance tests on the change in participation in voluntary activities, and the three scores provided by teachers on pupils' progress, behaviour and attendance. For interval data (the percentage of school days attended), we conducted an independent samples t-test on the attendance variable, comparing attendance in the participant and comparison groups.

The other three are dichotomous variables, and thus do not meet the assumption of normally distributed interval data required for the t-test. Thus we subjected them to either the Chi-square test or Fisher's Exact Test. These are used to test if there is a relationship between two categorical variables; in this case between whether the subject is in the participant or comparison group, and if there has been any change in their response to the question about participation in voluntary activities. The Chi-square test is more powerful than Fisher's Exact Test, which is used where one cell in a frequency table has a particularly low number of values (normally five or fewer).

Like t-tests, these tests produce a p-value, which allows us to reject the null hypothesis of there being no difference between the participant and comparison groups if it is less than or equal to 0.05. Full results for these four tests are shown in tables 7–11.

Table 6 **Significance tests of character measures**

Outcome	Empathy	Community	Leadership	Self-regulation	Grit
Pre (participant group)	7.35	8.03	6.47	5.72	7.97
Post	7.62	8.35	7.88	5.51	7.71
Difference	0.28	0.32	1.41	−0.21	−0.26
Change (%)	3.75	3.96	21.82	−3.67	−3.32
Pre (comparison group)	9.06	8.75	7.58	6.23	8.91
Post	9.35	9.23	7.19	7.17	8.85
Difference	0.29	0.48	−0.40	0.94	−0.06
Change (%)	3.22	5.53	−5.22	15.05	−0.68
Combined sample size	117	114	115	116	114
T-test type	Welch	Welch	Standard	Welch	Welch
p-value	0.97	0.83	0.03	0.07	0.67

Table 6 **Significance tests of character measures (contd.)**

Outcome	Communication	Problem solving	Well-being	Co-operation	School score
Pre (participant group)	5.84	7.74	8.90	8.42	7.17
Post	6.62	8.06	8.83	8.10	7.06
Difference	0.79	0.32	−0.07	−0.32	−0.11
Change (%)	13.46	4.14	−0.80	−3.79	−1.59
Pre (comparison group)	7.79	9.10	9.31	8.67	9.06
Post	7.50	9.40	9.31	8.67	9.21
Difference	−0.29	0.29	0.00	0.00	0.15
Change (%)	−3.74	3.20	0.00	0.00	1.66
Combined sample size	112	115	116	117	117
T-test type	Standard	Welch	Welch	Standard	Welch
p-value	0.13	0.99	0.85	0.58	0.33

Table 7   **Significance tests of voluntary participation measures**

	Voluntary participation
Pre (participant group)	69.64%
Post	89.80%
Difference	20.15%
Change	28.94%
Pre (comparison group)	58.82%
Post	62.16%
Difference	3.34%
Change	5.68%
Combined sample size	71
Significance test type	Fisher's Exact Test
p-value	0.104

Table 8   **Voluntary participation frequencies**

Takes part in voluntary activities	Participant group	Comparison group
Before: yes, after: no	2	6
No change	33	18
Before: no, after: yes	7	5
Significance test and p-value	Fisher's Exact Test	0.104

Table 9 **Significance tests of educational measures**

	Attendance	Progress	Behaviour
Participant group	97.29%	70.97%	12.90%
Comparison group	96.98%	81.25%	20.00%
Difference	0.31%	−10.28%	−7.10%
Significance test type	Welch T-Test	Chi-Square Test	Fisher's Exact Test
p-value	0.6527	0.287	0.696
Combined sample size	99	79	51

Table 10 **Progress frequencies**

	Participant group	Comparison group
Not making expected progress	9	9
Making expected progress	22	39
Significance test and p-value	Chi-Square Test	0.287

Table 11   **Behaviour frequencies**

	Participant group	Comparison group
No reported problem	27	16
Reported problem	4	4
Significance test and p-value	Fisher's Exact Test	0.696

Effect size

Effect sizes provide a standardised score for the size of the difference between two groups. By taking account of variance in the sample on each measure, an effect size allows for comparability across evaluations of similar programmes.

There is a large literature on reporting effect sizes, and a large number of slightly differing formulae presented as the appropriate way of calculating Cohen's *d*, the most common effect size measure. Here we follow the guidance of Morris, who advises using a formula that takes into account pre-test scores as well as post-test scores.[38] This would appear particularly important where – as in this case – there are large differences in pre-test scores between the participant group and comparison group. The formula used is set out below, where Mp_1 is the mean score for the participant group before the programme, and Mp_2 is the post-programme mean. Mc_1 and Mc_2 are the comparison group means before and after the programme, respectively. Sd_1 is the pooled (participant and comparison group) standard deviation in the pre-programme survey:

$d = (Mp_2 - Mp_1) - (Mc_2 - Mc_1) Sd_1$

Full effect sizes are set out in table 12.

Table 12 **Effect sizes for character and school measures**

Outcome	Effect size
Empathy	−0.00595
Community	−0.05919
Leadership	0.565391
Self-regulation	−0.35683
Grit	−0.08026
Communication	0.326562
Problem solving	0.011582
Wellbeing	−0.03528
Cooperation	−0.13647
School score	−0.10696

Appendix 2: Participant questionnaire (including post-process questions)

Student Survey

This is a survey to find out about your views on things that are important to young people. The things you tell us won't be shared with anyone else, and we won't put your name in anything we write.

There are no right or wrong answers. We just want you to tell us what you think.

Please ask us if you have any questions. Thank you for helping us.

1. What is your first name?

2. What is your surname?

3. Are you a boy or girl?

4. What year group are you in?

5. What school do you go to?

6. Please tell us how much you agree with the following statements. There is a scale where 0 = 'not at all true' and 10 = 'completely true'.

Tick only one box on each line.

	0	1	2	3	4	5	6	7	8	9	10
I feel bad when somebody gets their feelings hurt											

| I am happy when I am at school | | | | | | | | | | | |

| I want to try and make my local area a better place | | | | | | | | | | | |

| I feel comfortable being a group leader | | | | | | | | | | | |

| I find it easy to concentrate | | | | | | | | | | | |

| I carry on trying even if I find something difficult | | | | | | | | | | | |

| I am good at explaining my ideas to other people | | | | | | | | | | | |

| I can do most things if I try | | | | | | | | | | | |

I work as hard as I can in school											

I like being the way I am											

I enjoy working together with other people											

7. Please tell us how much you agree with the following statements. There is a scale where 0 = 'not at all true' and 10 = 'completely true'.

Tick only one box on each line.

	0	1	2	3	4	5	6	7	8	9	10
I have enjoyed doing Cubs											

Earning badges at Cubs makes me feel proud											

Cubs makes me want to come to school											

I look forward to Cubs every week											

Cubs helps me to do better in my school work											

Being a Cub has made me want to try new things											

I want to keep doing Cubs											

8. Think about what you have been doing outside school this year. Have you done any activities like the ones below? Please tick only one box.

Volunteered, raised money for charity, or helped other people

☐

None of these

☐

Don't know

☐

Thank you very much for taking the time to complete this survey. Please return this survey and if you have any questions please ask.

Appendix 3: Observation framework

The observation framework focuses on the relationship between the individual session and the overall objectives of the programme, and session design. This framework is a general guide for qualitative evaluation, rather than a check list or assessment tool.

Table 13 **The relationship between session aspects, observations and questions in the programme**

Session aspects	Observations	Questions
Environmental	Task-orientation and atmosphere	Do the pupils need regular reminders to keep on track?
Environmental	Session structure	Is a clear structure adhered to in delivery?
Environmental	Resources	Are all the required resources available?
Environmental	Vocabulary	Are key words (Scouting fundamentals, character terms) clear and instructive?
Learning habits	Learning objectives	Are the objectives of the session clearly articulated?
Learning habits	Session purpose	How accurately and explicitly are the values of The Scout Association and character traits articulated?
Learning habits	Success criteria	How clearly are the criteria for success explained to pupils? How effectively are successes celebrated?
Learning habits	Recall	To what extent is the learning of previous sessions recalled?

Table 13 **The relationship between session aspects, observations and questions in the programme (contd.)**

Session aspects	Observations	Questions
Learning habits	Differentiation	To what extent are parts of the session differentiated?
Learning habits	Cross-curricular linkage	Are links between the session and the classroom in general articulated?
Delivery and management	Knowledge	Is adequate session-specific knowledge displayed by delivery staff?
Delivery and management	Modelling	Do delivery staff model and demonstrate what they want the pupils to achieve?
Delivery and management	Structure	Is the lesson well structured? Does the session overrun? Is there insufficient time?
Delivery and management	Confidence	Were the delivery staff confident in the articulation of the material?
Delivery and management	Summarisation	Was the learning content summarised within the session?
Participant behaviours	Engagement	Were the pupils actively engaged in their learning?
Participant behaviours	Inter-pupil dialogue	Were there opportunities for the children to engage each other?
Participant behaviours	Knowledge demonstration	Were there opportunities for the pupils to demonstrate their knowledge?
Participant behaviours	Self-assessment	Was pupil reflection part of the session?
Participant behaviours	Enjoyment	Did the pupils enjoy the session? How did they react to the start of the session?
Participant behaviours	Behaviour	Did students behave well?
Participant behaviours	Differentiated impact	Did certain pupils react with or engage differently in the material? Which groups and how?

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In December 2014, the Secretary of State for Education Nicky Morgan MP announced a programme of work intending to make Britain a world leader in character education. The Scout Association and Demos were successful in their joint bid to design, deliver and evaluate a pilot intervention as part of this, with Demos's role being to undertake the independent evaluation. This report presents the findings of that evaluation.

The programme, Character by Doing, was a six-month pilot project for 140 young people aged 8–10 in six primary schools in England, which set out to tackle the barriers to character education through non-formal educational methods by giving schools and adult volunteers in Scouting the confidence to work in partnership. The pilot provided an opportunity to test whether Scouting is an effective means of building character – but more significantly, given its small scale, to determine how best to encourage partnerships between 'non-formal education providers' and schools, particularly in light of the recent commitment for additional funding to support extracurricular activity in a longer school day.

The evaluation finds that the programme was broadly successful – it achieved the majority of its ambitious KPIs, and received very high levels of approval from participants, teachers and members of SLTs. Those involved with delivery mentioned significant impacts on an individual level – whether in the development of a young person's character, their approach to education, or both – as well as broader benefits for the staff body and the whole school. It concludes with lessons for future delivery; for methods of evaluating such programmes; and for other non-formal education providers in seeking to partner with schools.

Ralph Scott is Head of the Citizenship programme at Demos. Louis Reynolds and Charlie Cadywould are researchers in the Citizenship programme.