



THE SALVATION ARMY OUTCOMES MEASUREMENT



Our mission

The Salvation Army Australia is a Christian movement dedicated to sharing the love of Jesus.

We share the love of Jesus by:

- Caring for people
- Creating faith pathways
- Building healthy communities
- Working for justice.

Our vision

Wherever there is hardship or injustice, Salvos will live, love and fight alongside others to transform Australia one life at a time, with the love of Jesus.

Our values

Recognising that God is already at work in the world, we value:

- Integrity
- Compassion
- Respect
- Diversity
- Collaboration.

We commit ourselves in prayer and practice to this land of Australia and its people, seeking reconciliation, unity and equity.

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Authors: The Salvation Army Research and Outcomes Measurement Team (previously known as Territorial Research Team, ACT, NSW and Queensland)

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Contact:

The Salvation Army Research and Outcomes Measurement Team: research@salvationarmy.org.au

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FOREWORD

Wherever there is hardship or injustice, The Salvation Army is committed to live, love and fight alongside others to transform Australia one life at a time with the love of Jesus. This commitment is expressed through the diversity of our services. Our people are there to support those escaping domestic violence; families who need financial and housing support; communities who are impacted by disasters; and people who need a listening ear and spiritual support during difficult times. We are there to provide hope to those in needs. The Salvation Army is committed to being accountable to the Australian people, government bodies and our corporate and community partners that have so generously supported our work. As part of this commitment, we want to understand the impact of our work – what is and is not effective, so that we can deliver transformative services that continuously produce positive outcomes for individuals, families and our community. Measuring our outcomes and impacts provides a clear understanding of the value of these services to policy makers and funders.

In 2016, The Salvation Army began its first outcomes/impact measurement journey, engaging the Centre for Social Impact to build internal capability for outcomes and impact measurement. From 2016 to 2018, The Salvation Army piloted outcomes measurement across 16 different services, which resulted in 21 pilot projects. This report summarises the collective outcomes that were achieved by services that participated in the first outcomes measurement pilot project in 2016-2018. It provides an overview of evidence of the impact that the whole organisation has achieved with the community that we serve, as well as a foundation for future research and evidence gathering on outcomes and impact for such a diverse organisation. While it is by no means exhaustive, we believe it demonstrates both the commitment of The Salvation Army to transform communities – one life at a time.

I take this opportunity to commend all our officers, employees, volunteers and community members, whose hard and dedicated work had contributed towards to these outcomes, and to the work of the research team, and their research partners, who have helped us understand the difference that The Salvation Army has made to the Australian community.

I hope you find this report to be interesting and inspiring reading.

Dr Elli McGavin

Head of Policy, Research and Social Justice

ACKNOWLEDGEMENT

Developing and implementing the inaugural outcomes measurement framework for an organisation as large and diverse as The Salvation Army requires strategic planning, immense preparation and organisation-wide commitment. The implementation of this project would not have been possible without the support of The Salvation Army's leadership across the organisation. We are indebted to the following departments for their support and for trusting us with the opportunity to lead, develop and implement the first Salvation Army Outcomes Measurement Framework and tools. Teams are listed below as they were known at the time of the project:

- The Salvation Army Executive Leadership
- The members of ACT, NSW and Queensland Social Impact Working Group
- ACT, NSW and Queensland Social Program Department and front-line services for their support in the pilot projects
- The SAMIS team
- The Communication and Fundraising Department
- The Finance Department
- The Strategic Learning and Development team
- The Mission Support Department.

We are enormously grateful to the territorial and regional managers, officers, front-line staff and volunteers who generously devoted their time and expertise to providing advice on the development of outcomes measurement tools, data collection and reporting. This was crucial to the success of the project. This report captures a snapshot of their hard work and achievement, and The Salvation Army's commitment to transform the Australian community by creating positive changes in individuals' and families' lives.

We are also very grateful for our outcomes measurement partner – the Centre for Social Impact – for supporting us at the beginning of our journey to develop an overarching Outcomes Measurement Framework, and in supporting our team's capacity-building to pilot the framework in ACT, NSW and Queensland. In particular, we are thankful to Mr Stephen Bennett for his valuable peer support during the implementation of the pilot projects.

Finally, we would like to express our appreciation to the 5185 community members who participated in The Salvation Army's outcomes measurement pilot project. We are humbled and thankful for the trust they placed in The Salvation Army Australia, and we value the time they took to let us know how The Salvation Army has helped them in their time of need, and how we could work better to improve people's lives – one individual and one family at a time.

Warmest,

Dr Johana Susanto

On behalf of the past and present members of The Salvation Army Research and Outcomes Measurement Team.



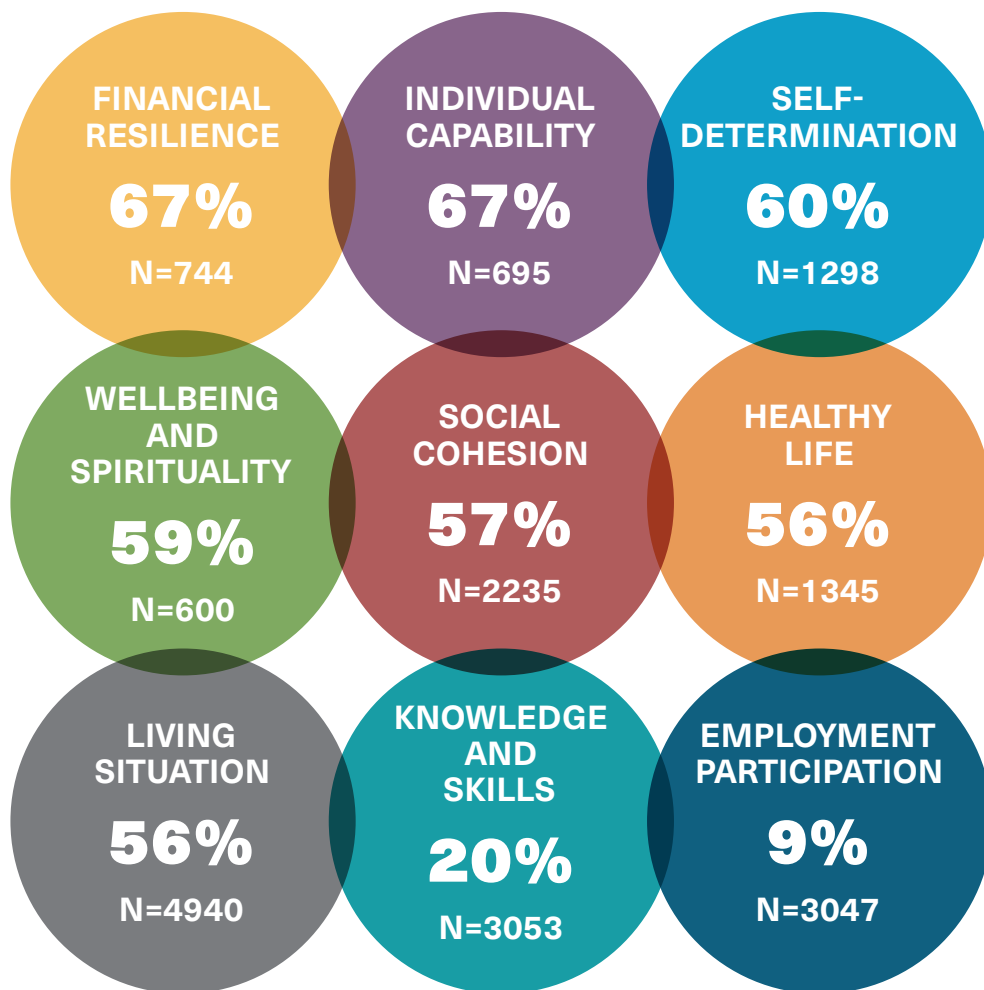


Figure 1: The proportion of participants reported positive outcomes per outcome domain during pilot period. (N refers to total participants for each domain. Some participants might report positive outcomes on multiple domains.)

EXECUTIVE SUMMARY

The Salvation Army is one of Australia's leading providers of social service support to the community. Between 2016 and 2018, The Salvation Army undertook a pilot project¹ to evaluate our outcomes and impact across various services and programs in ACT, NSW and Queensland. It was designed to, firstly, develop the organisation's overarching outcomes measurement framework and a range of measurement tools. Secondly, its purpose was to pilot test the framework's implementation across diverse services to ensure our outcomes measurement approach was relevant, acceptable and useful to front-line services and community members who were accessing these services.

Measuring outcomes is an important activity to help The Salvation Army understand how our services affect the lives of the community members we serve. Improving people's lives is at the heart of our mission.

This report outlines and assesses the overall pilot methodology to inform ongoing outcomes measurement, and what the findings tell us about organisational outcomes.

A number of steps were involved in the development of the Outcomes and Impact Measurement Framework, including:

1. Identifying the main outcome domains that would capture the collective work of The Salvation Army in partnership with the Centre for Social Impact². Through extensive consultation and document review, the following nine outcome domains were selected for the pilot project:

- Financial Resilience
- Individual Capability
- Self-Determination
- Wellbeing and Spirituality
- Social Cohesion
- Healthy Life
- Living Situation
- Knowledge and Skills
- Employment Participation.

¹ This pilot project was previously called Strength in Numbers: Outcomes and Impact Measurement

² More information about the Centre for Social Impact is on page 12.

2. Identifying the unique outcomes each service is working towards, through developing program logics, and mapping each outcome to its overarching domains.
3. Reflecting on the lessons learnt through the pilot, including the process and results, to consider the appropriateness of the measurement approach for each service.

Sixteen services and programs across ACT, NSW and Queensland completed their pilot exercises by March 2018, which resulted in 21 pilot projects. Due to time limitations, the average length of outcomes data collection during the pilot period was three months. Therefore, generally the pilot was focusing on measuring immediate or short-term outcomes of participating services.



Overall, the results indicated our services and programs were having positive outcomes for the majority of participants across most domains. Two domains – Knowledge and Skills (including education and vocational training) and Employment Participation – had fewer positive outcomes reported compared to other domains. This finding indicates that most participants and services need longer time than the average of three months for outcomes data collection to achieve these outcomes. It is also possible that most services were not designed to achieve Employment Participation as an immediate service outcome. Rather, this outcome could be a longer-term or indirect consequence of achieving other prioritised and immediate outcomes of most services.

In reviewing the outcomes methodology and implementation processes, we learned that continuous consultation and engagement with front-line services helped to ensure the outcomes measurement process, tools and reporting were useful and appropriate for the services and community members. We also found that incorporating outcomes measurement into day-to-day work for front-line teams, and making outcomes findings accessible to them, could increase the use of outcomes to inform practice and to increase learning. A more streamlined reporting mechanism would also strengthen data integrity, enabling in-depth analysis and insights into the outcomes achieved.

In order to remain relevant, it is advisable that the services' program logic is continuously reviewed and revised based on findings from its outcomes evaluation to provide an overview of activities that contribute to outcomes, and that we continue to measure what matters. The review of program logic would also ensure that front-line teams have an up-to-date overview on how their program produces certain outcomes.

The learning from the pilot projects will be used to improve the way we implement outcomes measurement and how we should combine and report outcomes for individual services and for the wider Salvation Army.

It is important to note that the figures and findings in this report should not be used to compare performances between services, as the framework was not designed for this purpose. Additionally, during the pilot, services only measured prioritised outcomes rather than all outcomes to minimise disturbance to service delivery. More details about the outcomes prioritisation can be found in Section 3.3: Methodology.

TERMINOLOGY

Australia Eastern Territory and Australia Southern Territory: Prior to December 2018, The Salvation Army Australia was separated into two territories, or governing bodies. The Australia Eastern Territory encompassed the Australian Capital Territory, New South Wales and Queensland, while Australia Southern Territory included Victoria, Tasmania, South Australia, Western Australia and Northern Territory. The Salvation Army is now one national Australia Territory, but this pilot project operated within the context of two territories.

Corps: Pronounced 'core', this is a Salvation Army church, similar in concept to that of a parish, sometimes comprising several congregations.

CSI: Centre for Social Impact, a social impact sector leader and our partner for this project.

Domains: Overarching themes that describe a range of related outcomes for Salvation Army social and community services, for example, the domain of Living Situation includes outcomes of stable housing, maintained housing, ability to pay rent/bills and access to food. The outcomes are tailored to the service and the participants.

Expressions: Refers to all entities of The Salvation Army that serve community members as part of the organisation's commitment to share the love of Jesus in a practical way to meet its mission. This encompasses, but is not limited to, corps, social programs/services and social enterprises.

Impact: Longer-term outcomes and spill over results for indirect beneficiaries, such as families or the broader community.

Input: The resources available towards an action or activity.

Outcomes: The expected results from an activity, organisation or system, including changes in attitudes, values, behaviours or conditions. In the case of Aboriginal and Torres Strait Islander Ministries, for example, the outcomes could include improved cultural knowledge, improved attitudes to school and improved school attendance.

Output: The direct products resulting from the activities.



Participants: Community members who accessed participating services during the pilot period and were included in data analysis and/or voluntarily completed an additional outcomes questionnaire during the specified pilot period.

Program logic: Personalised for each service, program logic identifies the types of inputs, resources and outputs needed by each service in order to achieve their intended outcomes.

SAMIS: The Salvation Army Service and Mission Information System, an online tool to record data.

Social services/programs: Organised work, activities and supports intended to improve the conditions of the disadvantaged in society, usually delivered by trained professionals. Social services or programs are normally regulated by a relevant government department. See table 2 for information about the projects and services/programs included in this report.

1. INTRODUCTION

The Salvation Army Outcomes Measurement Report is the inaugural publication of outcomes measurement for The Salvation Army Australia. This report outlines the collective results obtained from the outcomes evaluation pilot on various social services within ACT, NSW and Queensland from late 2016 to early 2018.

The pilot project addressed the need of The Salvation Army and its supporters to understand how the organisation's services impact the lives of the community members we serve and how we continuously improve our services. The project involved designing and implementing systematic outcomes measurement of our services including regular outcomes data collection, analysis and reporting. The insights provide visibility of progress towards achieving desirable outcomes for The Salvation Army's mission and informed good practice across the organisation.

This innovative way of measuring impact conveys the message that all Salvation Army personnel – from senior directors, to on-the-ground volunteers and employees, to donors who fund the process – are part of creating positive impacts in the Australian community. Together, we are stronger in transforming Australian community – one life at a time, with the love of Jesus.

The Salvation Army Outcomes Measurement project is about learning how The Salvation Army should measure, communicate and report the differences we are making in people's lives, how we can serve our community better and where to go next amid changing community needs.



OUTCOMES MEASUREMENT KEY CONCEPTS

Understanding 'outcomes'

Outcomes of social programs are defined as the differences programs make to the lives of the people they serve.

Outcomes measurement (sometimes referred to as impact measurement) is an approach to identify and collect information on desired outcomes in order to understand if and how a particular activity, program, expression or organisation affects individuals, families and their surrounding communities (Bennett, Etuk, & Noone, 2016).

Measuring outcomes enables The Salvation Army to gain insights into any changes experienced by individuals, families and communities as a result of accessing programs or having interactions with the organisation as a whole. This knowledge facilitates learning and the sharing of best practice. It also guides service improvement to maximise the positive impact of all Salvation Army expressions (Bennett, Etuk, & Noone, 2016).

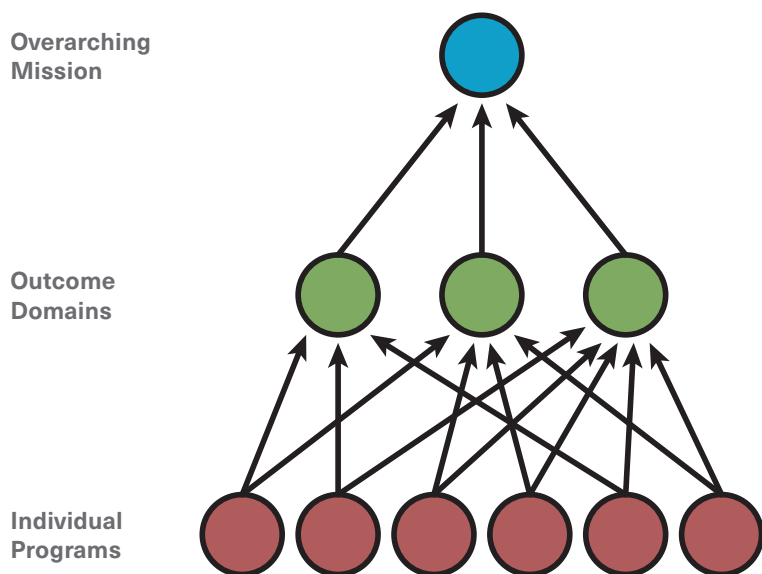


Figure 2: Hierarchy model for mapping outcomes.

Source: Bennett, Etuk, & Noone, 2016

Overarching framework

An organisational framework for measuring outcomes provides a shared vision across The Salvation Army's diverse expression of programs and services. It articulates a collective, holistic and narrative overview of The Salvation Army's service outcomes. All expressions (corps/social) can support The Salvation Army's mission by positioning themselves against certain outcome domains (Bennett, Etuk, & Noone, 2016).

The Outcomes Measurement Framework was established by mapping the main outcomes across individual programs to broader outcome domains and The Salvation Army's overarching mission.

Anyone working across The Salvation Army can, in partnership with the Research and Outcomes Measurement team, use the Outcomes Measurement Framework to:

- Measure the results of an activity and assess the relationship and links between mission, activities and outcomes.
- Strengthen organisational learning and performance to identify what works and what could be improved.
- Communicate and demonstrate the broader client, community and societal outcomes of The Salvation Army's activities.

A consistent approach establishes a shared understanding of measurement and evaluation and aids The Salvation Army's commitment to developing a culture of accountability, consistency, collaboration and continuous improvement.

Theory of change

Outcomes measurement frameworks are often based on program theories, captured through the development of theories of change or program logics. A theory of change is a way to understand how an activity, program or organisation intends to work and achieve its results. It expresses and links the external and internal factors that influence the change (Bennett, Etuk, & Noone, 2016).

Program logics aim to explain how and why a program or intervention should work, and help to identify what outcomes should be measured at which points in time. Specifically, a program logic will capture the following and the relationship between them:

- **Inputs:** the resources available towards an action or activity. Inputs can include human, financial, community, legal, organisational or environmental resources.
- **Activities:** the actions and processes to produce the desired results.
- **Outputs:** the direct products resulting from the activities. Outputs are often quantified in numbers, for example, the number of people given a bed for the night or the number of workshops run.
- **Outcomes:** the expected results from an activity, organisation or system, and the changes that can occur in attitudes, values, behaviours or conditions. These results can be in the short, medium or long-term and can be positive or negative.
- **Impacts:** the longer-term outcomes and spill-over results for indirect beneficiaries, such as families or the broader community (Bennett, Etuk, & Noone, 2016).

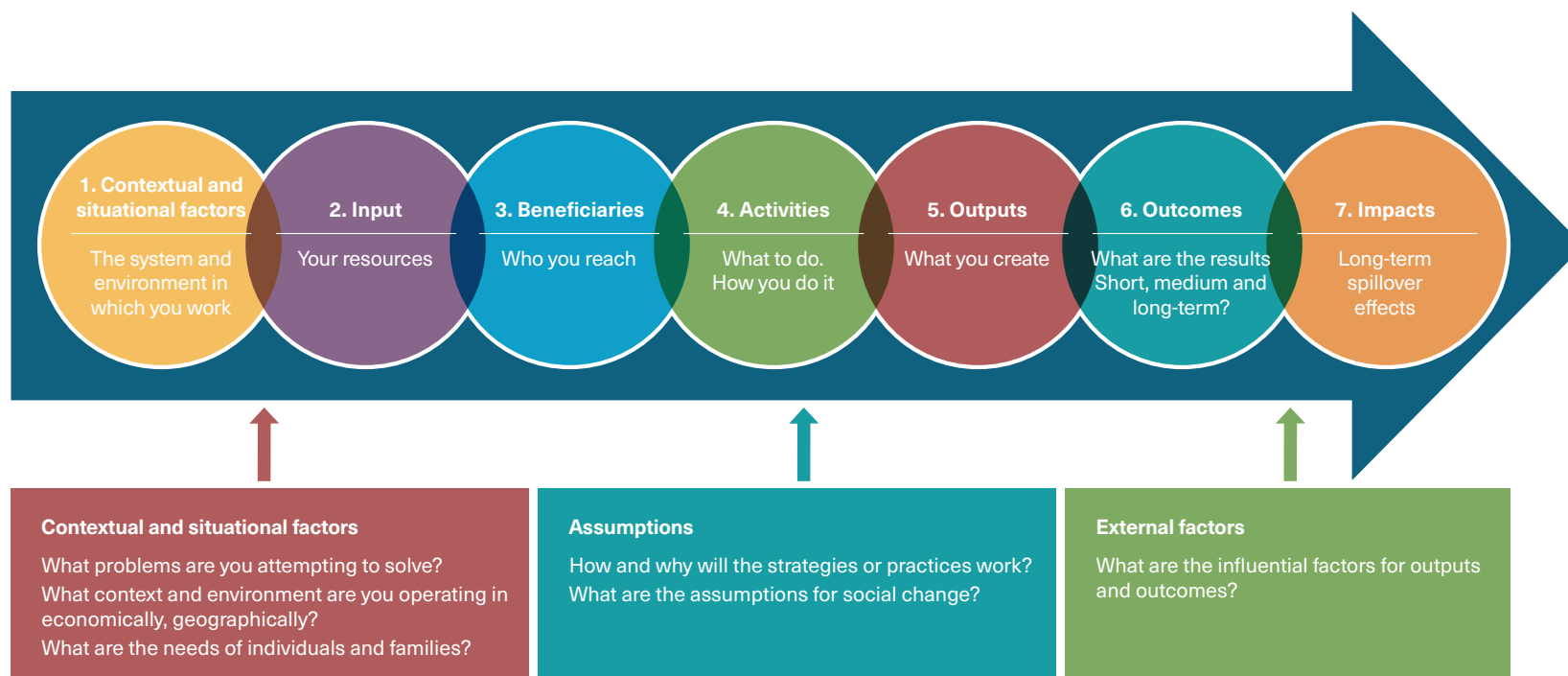


Figure 3: An example of a program theory.
Source: Bennett, Etuk, & Noone, 2016

2. DEVELOPING THE OUTCOMES MEASUREMENT FRAMEWORK

2.1. PARTNERING WITH SOCIAL IMPACT SECTOR LEADER: THE CENTRE FOR SOCIAL IMPACT

Establishing an outcomes measurement system across a large and diverse organisation is complex. Therefore, it was important to seek guidance from an experienced impact partner to assist The Salvation Army in the early stages of developing and implementing an appropriate and effective long-term strategy.

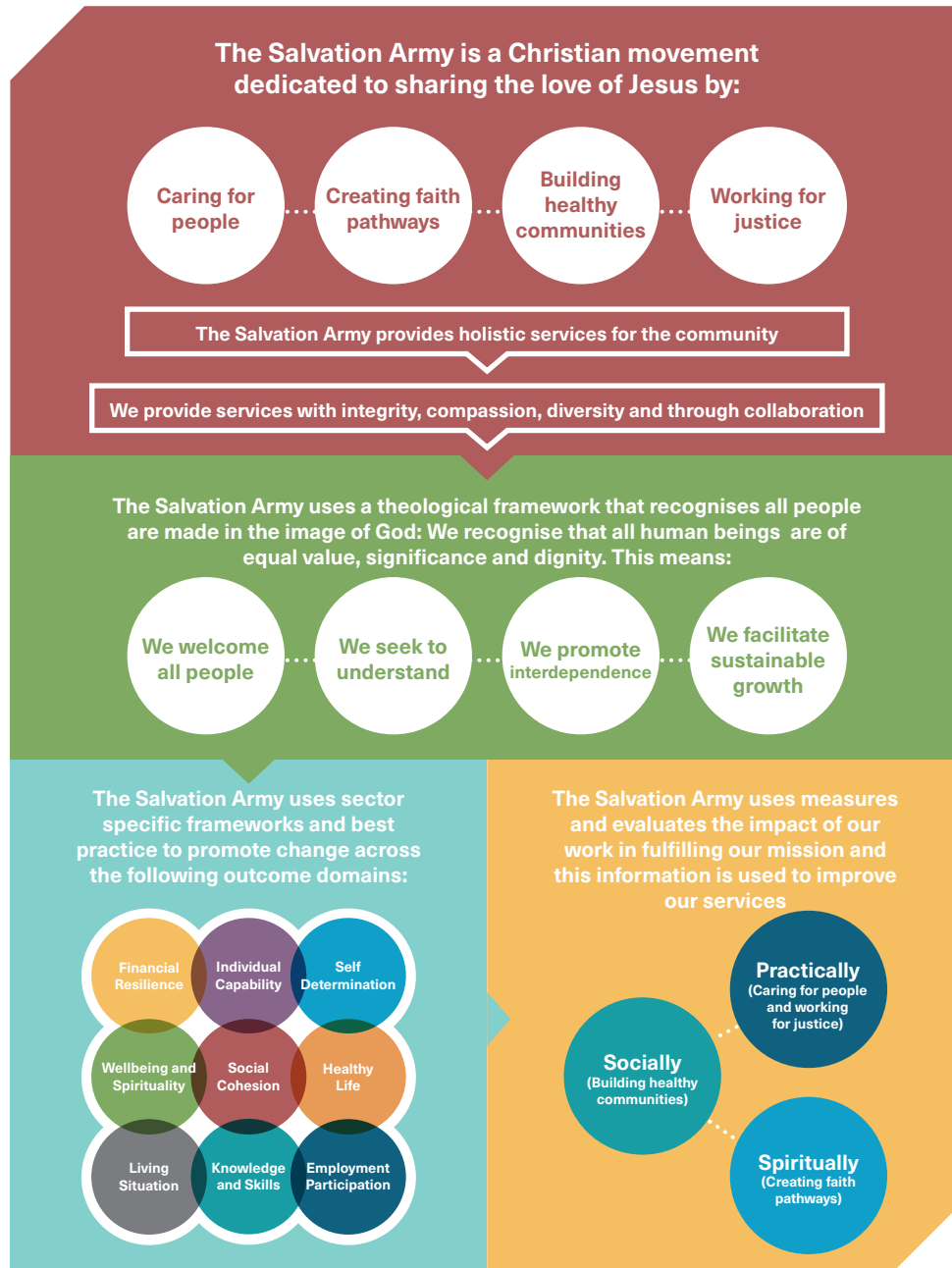
After a rigorous selection process, The Salvation Army Australia Eastern Territory commissioned the Centre for Social Impact (CSI) in 2016 to support the development and early implementation of the outcomes measurement process.

CSI's work has been recognised among academic scholars since 2008. CSI³ is a collaboration of three reputable universities: UNSW Australia, Swinburne University of Technology and The University of Western Australia. CSI also has an excellent understanding of the not-for-profit sector: its funding arrangements, the challenges it faces and its interdependencies with other sectors. The CSI team brought a unique combination of academic rigour, industry experience and, most importantly, understanding of collaboration, human service delivery and evaluation.

CSI collaborated with The Salvation Army's internal Social Impact Working Group, which included representatives from Territorial Social Program Department, Communications and Fundraising Department, SAMIS, Strategic Learning and Development Team and the Finance Department in ACT, NSW and Queensland. The Working Group was led by the Research and Outcomes Measurement Team (previously known as Territorial Research Team), which leads the further development and implementation of the outcomes measurement framework.



3 <https://www.csi.edu.au>



CSI assisted The Salvation Army in four main ways:

1. Conducted a review of resources and services' readiness to measure outcomes, in order to understand The Salvation Army's current knowledge, skills, capacity and resources for social impact measurement and program evaluation.
2. Development of an organisational outcomes and impact measurement strategy and framework, encapsulating The Salvation Army's diverse service areas and client groups, and enabling tailored approaches for each program to ensure relevance, appropriateness and widespread uptake.
3. Development of an organisational capacity-building strategy (including engagement and workshops with key stakeholders and peer mentoring) to strengthen the organisation's ability to implement the outcomes measurement framework.
4. Development of a communication strategy to build relationships, promote awareness and understanding of the project, and increase organisational buy-in and readiness.

This framework was endorsed by The Salvation Army senior leadership in January 2017. Figure 4 (on the left) illustrates the links between The Salvation Army's overarching mission, domains and individual programs. Programs might contribute to several outcomes within a domain and these were measured accordingly. Programs could also contribute to multiple domains. The Research and Outcomes Measurement Team was working with programs to identify key outcomes for measurement and the domains they align with.

Figure 4: The Salvation Army Outcomes Measurement Framework

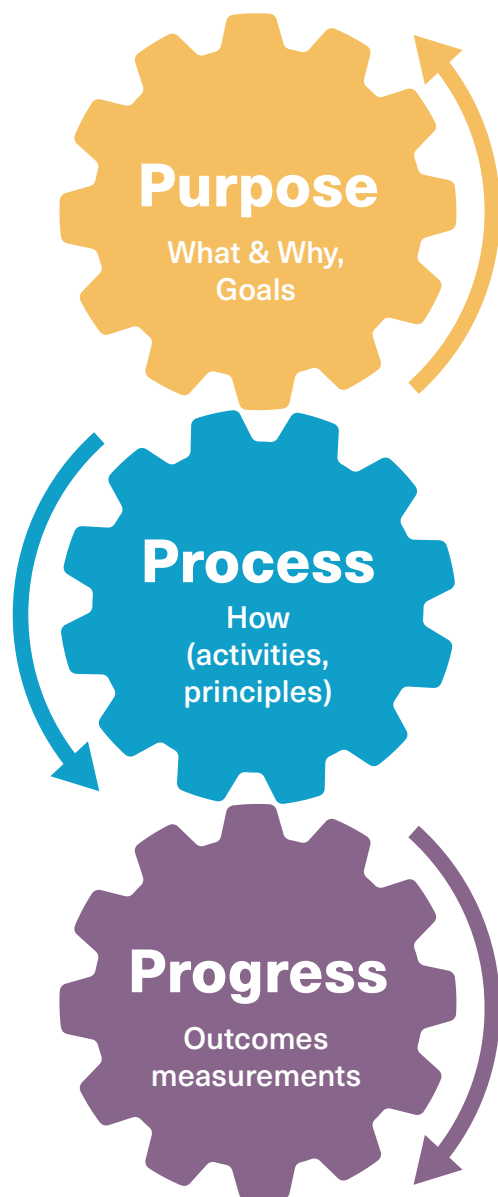


Figure 5: The 3Ps for achieving impact

2.2. OUR APPROACH TO IDENTIFYING AND MEASURING OUTCOMES

The Salvation Army Outcomes Measurement Framework was developed based on the 3Ps approach to measuring outcomes: Purpose, Process and Progress (Muir & Bennett, 2014).

This approach considers The Salvation Army's purpose and process to guide the identification and prioritisation of measures of progress.

- **Purpose** seeks to articulate what The Salvation Army is aiming to achieve through its mission and vision.
- **Process** is about understanding what The Salvation Army is doing to achieve its purpose: What are the values and principles that guide practice? How do we deliver our services to achieve our purpose?
- Finally, **progress** is about demonstrating the extent to which an organisation is achieving its purpose. It is concerned with the selection of quality indicators so we can know the extent to which desired outcomes have been achieved (Bennett, Etuk, & Noone, 2016).

The 3Ps approach was used extensively as the foundational approach to develop and implement outcomes measurement for individual programs. This approach is flexible and adaptable, to fit with the diversity of services delivered by The Salvation Army. Programs operating across The Salvation Army have individual objectives and desired outcomes. Many use their own language and have different theories of change, whether explicit or implicit. This approach helps unify these different programs by identifying the outcome areas to which they relate.

Implementation of The Salvation Army's outcomes framework using the 3Ps approach fosters alignment across The Salvation Army, provides greater understanding of individual programs and collective contributions towards achieving the mission, and streamlines evaluation and outcomes measurement across the organisation.

2.3. THE IMPLEMENTATION ROADMAP

During the early implementation of the outcomes framework, the front-line team requested more details about how the 3Ps approach might look in their journey of measuring outcomes. Therefore, an implementation roadmap was developed. Based on the CSI 3Ps approach, the roadmap provides key steps of implementing outcomes and impact measurement for individual Salvation Army services, programs or expressions (see Figure 6). Pilot implementation of The Salvation Army Outcomes Measurement Framework refers to steps one to four of the The Salvation Army Implementation Roadmap.

The 3Ps approach, which was elaborated on in the roadmap, can be used by anyone working across The Salvation Army to:

- Help them understand and think about what they do.
- Show how their program, expression or service aligns to the overarching Salvation Army purpose.
- Understand the steps they need to take to integrate outcomes measurement and continual learning in their work.
- Guide decision making for outcomes (Bennet, Etuk & Noone, 2016).

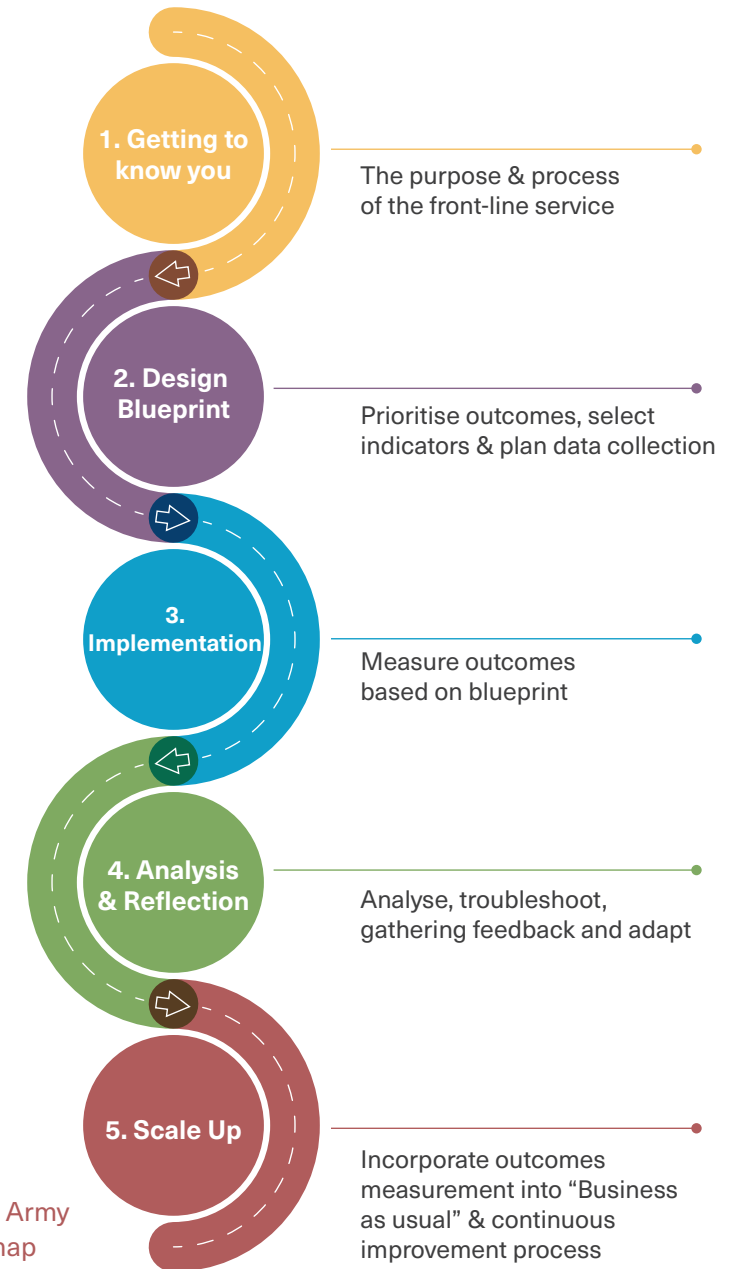


Figure 6: The Salvation Army Implementation Roadmap for Individual Expressions



3. THE PILOT PROJECT: SCOPE, TIMELINE AND METHODOLOGY

3.1. SCOPE

The Outcomes Measurement Framework was piloted in ACT, NSW and Queensland by the Research and Outcomes Measurement Team, in partnership with front-line services.

The pilot project initially focused on the Social Program Department in ACT, NSW and Queensland. However, due to the availability of resources it was extended to other Salvation Army front-line expressions that requested outcomes measurement support from the Research and Outcomes Measurement Team. Overall, the pilot involved 33 projects⁴ including all social program streams in ACT, NSW and Queensland, Moneycare Victoria and South Australia, three corps-based community programs and two Indigenous Ministry programs. However, only 21 projects (representing 16 services and programs) that completed outcomes data collection and analysis by March 2018 were included in this report. Table 2 provides information of projects and services included in this report.

⁴ Please note that as part of the transition into one Salvation Army in Australia, some services/programs are no longer in operation at the time of this report's publication in 2019. Therefore, some pilot projects related to cancelled services would not progress after December 2018. For the latest list and information of The Salvation Army's services in Australia, please visit <https://www.salvationarmy.org.au/about-us/our-services/>

Table 1: List of projects and services/programs included in this report.

No	Project Name	Program/service streams (see footnote #4)	Service or program information
1	The Salvation Army Individual Lifestyle Support Service (SAILSS) Pilot Outcomes Measurement Report (Fenwick, 2018)	SAILSS/disability services	<p>The Salvation Army Individual Lifestyle Support Service (SAILSS) provides quality services reflecting Christian values that support people with disabilities to live in their own homes, become part of their community, and develop a network of family and friends. At the time of the pilot study, SAILSS operated in four locations (Brisbane, Darling Downs, Bundaberg and Broken Hill). SAILSS provides a variety of services, including accommodation services and support, individual lifestyle support services, community access support and emergency respite accommodation. These services are very individualised, meaning that clients are supported based on their specific strengths, interests and needs.</p> <p>Only two SAILSS sites (Brisbane and Darling Downs) were included in the pilot as recommended by front-line managers.</p>
2	The Trafficking and Slavery Safe House Pilot Outcomes Measurement Project (Fenwick, 2018)	Safe house/NSW accommodation services (previously under Freedom partnership – anti-modern slavery)	<p>Since January 2008, the Trafficking and Slavery Safe House has privately operated Australia's only refuge for women who have experienced human trafficking, slavery and/or slavery-like conditions, providing supported accommodation and comprehensive case management services. The service also meets the needs of trafficked men, women and children living in the community. The service empowers people to make their own choices about how to address their situation by providing them with information about their rights and supporting them to identify and achieve goals for their future.</p> <p>All safe house clients who were still enrolled in the service during the pilot period, as well as past clients with known contact details to the Safe House were invited to participate.</p>
3	NSW accommodation services – Pilot Outcomes Measurement Project (Holmes, 2018)	Housing and accommodation services	<p>The Salvation Army housing and accommodation services provide a range of support to people experiencing or at risk of homelessness. The supports include, but are not limited to, the provision of crisis, transitional and/or long-term accommodation, and outreach support to assist people to remain in their community and, when appropriate, maintain their current housing arrangement. NSW and Queensland accommodation services operate under an overarching program logic, but the programs and service types are tailored to meet each state's funding requirements, as well as the local context and needs where the centres are located.</p> <p>The NSW pilot only included the Inner City Women's Service, while the Queensland pilot included all services.</p>
4	Qld accommodation services – Pilot Outcomes Measurement Project (Holmes, 2018)		
5	Streetlevel Surry Hills Foodmarket Project Report (Surry Hills & Waterloo) (Holmes, 2017)	Foodmarket/corps-based social program	<p>The Streetlevel Surry Hills Foodmarket is a low-cost supermarket, which focuses on enabling access to affordable food for people on low incomes while maintaining their dignity, and acts as an entry point for people to engage with other services at Streetlevel. The Foodmarket is set up to resemble a mini grocer, where people can come and browse the products, choose the ones they want and pay for them at the checkout.</p> <p>All community members accessing Surry Hills and Waterloo Foodmarket during the pilot period were invited to participate.</p>
6	Hotel/club chaplaincy stream (Xu, 2018)	Industry stream/chaplaincy	<p>Salvation Army chaplains work within various sectors of the community to provide holistic care. The specific duties of a chaplain vary, depending on the industry stream in which the chaplain operates, but all chaplains seek to provide practical, emotional and spiritual support to the wider community. Three separate but related outcomes measurement projects were piloted to reflect the different kinds of duties performed by chaplains in different industry streams.</p> <p>All community members accessing participating chaplaincy streams during the pilot period were invited to participate.</p>
7	Court chaplaincy stream (Xu, 2018)		
8	Salvos Legal chaplaincy stream (Xu, 2018)		

9	Positive Lifestyle Program (PLP) pilot outcomes measurement (Xu, 2018)	PLP/chaplaincy	<p>The Positive Lifestyle Program (PLP) aims to enhance an individual's wellbeing by enhancing positive life skills. In its current form, the PLP is composed of eight sessions, in which clients explore issues and topics relevant to their lives. The pilot study examines the PLP in its 10 session form, composed of:</p> <ul style="list-style-type: none"> • Self-awareness • Self-esteem • Anger • Stress • Depression and loneliness • Grief and loss • Assertiveness • Goal setting <p>The main emphasis of each session is to provide participants with a safe environment to evaluate their own personal experiences related to each of these modules. PLP participants are also encouraged to think about their own resources/strengths and the actions they can take to improve their lives, and address issues that may arise in the future (i.e., a strengths-based approach to people-work).</p> <p>All community members participating in court chaplaincy and PLP program during the pilot period were invited to participate via the court chaplains.</p>
10	Process and Outcomes Evaluation of Partners in Projects (rural ministries) (Xu, 2017)	Rural ministry/chaplaincy	<p>The Partners in Projects (PIP) program is a rural ministry program led by The Salvation Army and Rotary Club of Canberra East. The PIP program was developed to reinvigorate the community of Quambone (NSW mid north-west) through projects and events that used volunteers.</p> <p>There have been 10 PIP programs run in Quambone from 2012 to 2017, and the key activities included:</p> <ul style="list-style-type: none"> • Renovation of town structures/institutions (e.g. town stall, memorial hall) • Having volunteers work alongside farmers • Running schools' programs in Quambone and surrounding towns • Holding community events. <p>Volunteers and community members who participated in Quambone's PIP program from 22-24 November 2017 were invited to participate.</p>
11	Salvation Army Emergency Services (SAES) – Cyclone Debbie (Xu, 2018)	Strategic Emergency and Disaster Management	<p>Strategic Emergency and Disaster Management team supports communities affected by natural and man-made disaster events. Following a disaster event, The Salvation Army deploys a team of trained personnel from across the nation to support disaster-affected communities by providing:</p>
12	Salvation Army disaster recovery – Cyclone Debbie (Xu, 2018)		<ul style="list-style-type: none"> • Emergency catering services, (i.e. The Salvation Army Emergency Services (SAES)) • Practical and holistic assistance to meet immediate needs and support the community recovery process after the initial disaster responses, (i.e. recovery team). <p>Those seeking assistance come with a variety of needs with different levels of severity, unique to the context of local area and the type of disasters.</p> <p>Emergency services who received SAES support, and all community members who received disaster recovery assistance from March to October 2018 were invited to participate.</p>

13	Qld Family Tracing and Post-Adoption Service (FTS and PA Qld) (Loo, 2018)	Family Tracing ¹	The Salvation Army Family Tracing Service (FTS) is a non-police tracing strategy that locates family members who are over 18 years of age, whose location is unknown and who is being sought for the purposes of family reunification. The primary goal of the FTS is to locate missing relatives on behalf of family members, in hopes of reconciliation and reunion. It is important to note that the FTS is not a counselling service but provides referrals to counselling services if there is a need among service users. In Queensland, it includes a post-adoption service, which conducts searches related to separation at birth and adoption that took place in Queensland. Clients (enquirers and located missing persons) who accessed the services during the pilot period were invited to participate.
14	NSW Family Tracing Service (FTS NSW) (Loo, 2018)		
15	Drive for Life outcomes measurement (Loo, 2018)	Drive for Life/youth services	The Salvation Army Drive for Life (D4L) is a mentoring and driver training program for vulnerable or disadvantaged young people. The program provides an opportunity for young people overcoming adversity to be mentored by positive role models and eventually obtain their driver licence. In the process of being mentored and trained to be safe drivers, young people will inevitably develop independent life skills while improving employment prospects upon graduation. During the pilot period, D4L was delivered across eight locations in NSW and Queensland. All sites participated in the pilot outcomes measurement.
16	Headfyrst outcomes measurement (Loo, 2018)	Headfyrst/youth services	The Salvation Army Headfyrst program is a partnership between The Salvation Army Youthlink's FYRST and Headspace and provides multi-disciplinary evidence-based mental health (MH) and comorbid alcohol and other drugs (AOD) counselling service for young people (YP) aged 12 to 25. Delivered across six locations in NSW (Bankstown, Campbelltown, Liverpool, Parramatta, Mount Druitt and Castle Hill), the program provides an integrated approach to comorbid AOD and MH counselling service for YP. All mental health outcome data was extracted from the Bankstown site only, while AOD outcome (ATOP) data was obtained from Bankstown, Campbelltown and Liverpool sites.
17	Moneycare financial counselling and capability work – pilot outcomes measurement (Misra, Loo, & Susanto, 2019)	Moneycare	The Salvation Army Moneycare service offers a free and confidential financial counselling and literacy program to people from all walks of life. Our qualified financial counsellors provide information and support to help individuals, couples and families through a range of financial situations – from helping organise a budget to assisting with debt collectors and repayment plans. New clients enrolled between August and October 2017 and all clients who exited services between November 2017 and January 2018 were invited to participate.
18	Townsville Youth Resilience and Leadership program – pilot outcomes measurement (Gunthorpe, 2018)	Resilience and Leadership Program/Aboriginal and Torres Strait Islander Ministries	The Townsville Leadership and Resilience program was designed to provide a structured and purposeful program for Aboriginal and/or Torres Strait Islander male youth in Townsville that would gradually build capacity in four key social impact areas: cultural identity, education and employability, health and wellbeing and healthy relationships. The program is run by The Salvation Army Aboriginal and Torres Strait Islander Ministry and coordinated through The Townsville Black Stars volunteer committee. The committee members consist of representatives from The Salvation Army, the Australian Defence Force and committed Aboriginal and Torres Strait Islander community members. Young people who participated in the Resilience and Leadership program between December 2017 and February 2018 and their carers were invited to participate.
19	Recovery Services (Gunthorpe, Social Outcomes and Impact Measurement in Recovery Services: ACT, NSW and QLD Residential Rehabilitation Program, 2018)	Addiction recovery services	The Salvation Army Recovery Services provide a safe, high-quality and evidence-based support that enables people to pursue holistic transformation, and to improve outcomes for themselves, their families and communities. Our services are designed to help people at all stages of recovery. Our services include: <ul style="list-style-type: none"> • Detox/withdrawal management • Residential rehabilitation programs • Non-residential programs • Harm reduction services. Six residential centres in ACT, NSW and Queensland were included in the pilot.

¹ This service is no longer active

20	Doorways (emergency relief and casework) outcomes measurement project (Performed by Urbis) (Tomiczek, Martine, & Kurti, 2017)	Doorways	<p>The Doorways model aims to provide:</p> <ul style="list-style-type: none"> • Basic safety-net services, such as food and material aid • Advocacy, information and referral • An integrated service that uses a relational case management model, which is strengths based and promotes capacity building. <p>Doorways clients accessing the service between August 2016 and February 2017 were invited to participate according to eligibility criteria specified in the Doorways report (Tomiczek, Martine, & Kurti, 2017).</p>
21	You're the Boss financial literacy program (performed by First Person Consulting) (Healey, Forsythe, & Wheelwright, 2017)	YTB/Moneycare	<p>You're The Boss financial literacy program (YTB) aims to help people understand their intrinsic and extrinsic resources and build upon these resources to equip and empower them to be the boss of a better financial future. It aims for an improved state of wellbeing for themselves and their families.</p> <p>YTB 2016 workshop participants were invited to participate.</p>

3.2. TIMELINE

Each program started the outcomes measurement journey by December 2017. However, the start and end dates varied due to contextual factors such as resources, program complexity, size (number of sites and service users) and readiness of the program to implement outcomes measurement.

The outcomes data collection period for most of the pilot projects was conducted between January 2017 and March 2018. This was an additional data collection on top of the normal service data collection. Participation in this additional outcomes data collection was voluntary. The outcomes data collection period ranged between one to 12 months, with a median period of three months (see Figure 8). However, two projects – You're the Boss⁵ and Doorways⁶ – started in 2016 due to funding opportunities available at the time. Because recovery services and accommodation services (in NSW and Queensland) typically collect comprehensive client data as part of their service delivery, existing client data stored in the database was used. This minimised data collection fatigue for community members and the front-line team. For these services, the pilot aims to examine the extent the current service data could be used to measure outcomes and to identify data collection gaps for outcomes measurement to inform future measurement strategy. Where possible and required, modest outcomes data was also collected for these services, where participation was also voluntary.

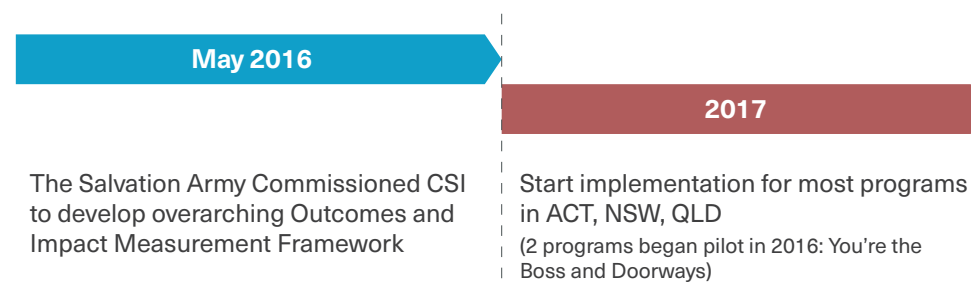


Figure 7: The Salvation Army Project Timeline

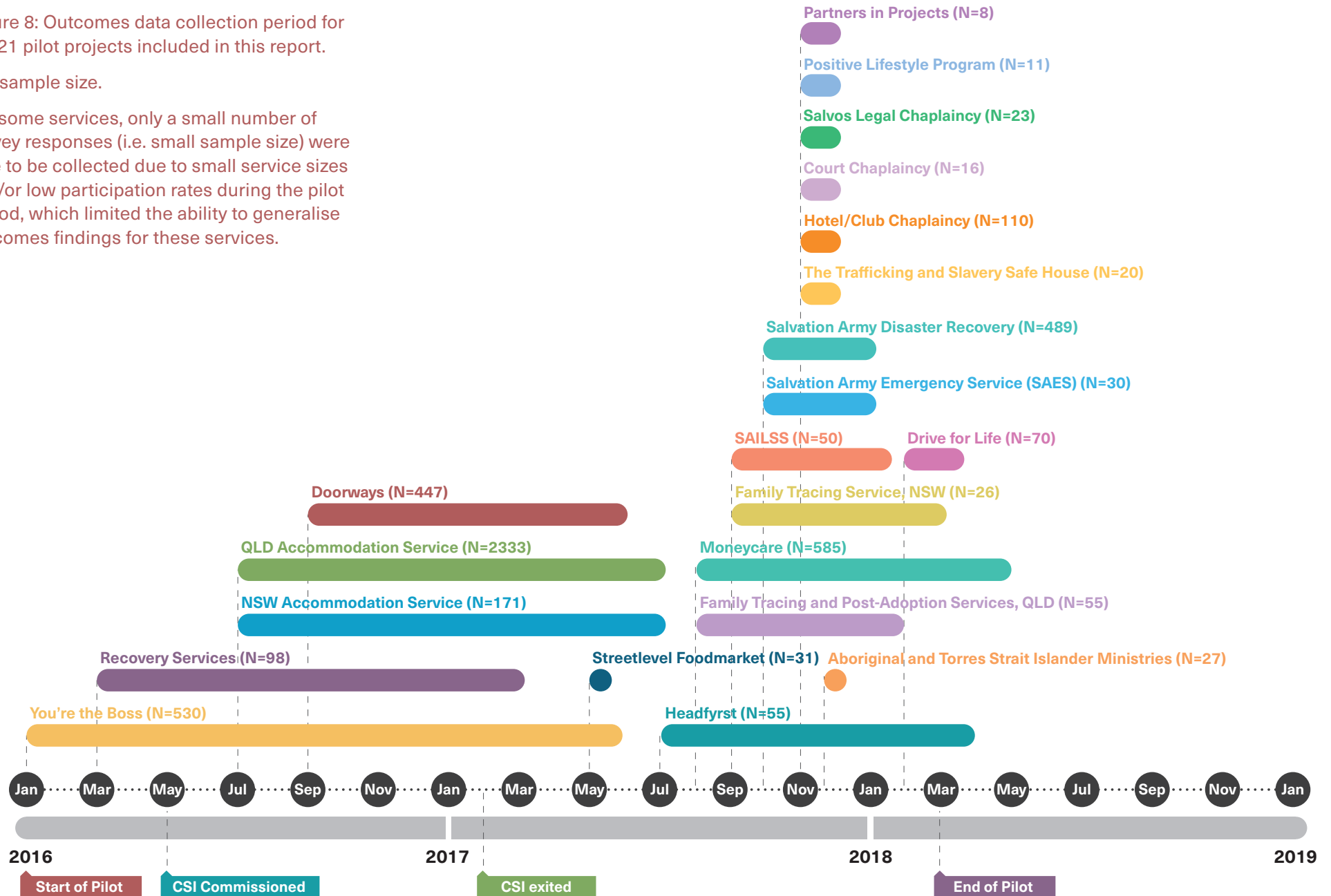
⁵ Performed by First Person Consulting (Healey, Forsythe, & Wheelwright, 2017).

⁶ Performed by Urbis (Tomiczek, C., Martine, A., and Kurti, L. (2017) Doorways Outcome Measurement Project: Final Report. Sydney: Urbis)

Figure 8: Outcomes data collection period for the 21 pilot projects included in this report.

N = sample size.

For some services, only a small number of survey responses (i.e. small sample size) were able to be collected due to small service sizes and/or low participation rates during the pilot period, which limited the ability to generalise outcomes findings for these services.



3.3. PILOT METHODOLOGY

3.3.1. Tailoring the framework to each program

A critical step in piloting outcomes measurement was to implement the overarching outcomes framework and the 3Ps approach to each individual program/service. This ensured these overarching frameworks could be used to design an outcomes measurement and reporting system that were relevant to the unique context of each program, including their diverse clients. In general, in the absence of existing program logic, The Salvation Army Research and Outcomes Measurement Team developed a program logic for each participating service in close consultation with front-line staff and managers. One function of the program logic was to outline the expected short, medium and long-term outcomes of a program to identify how to best measure the impact of the program on community members. Funding reporting requirements were also considered and incorporated into the program logic and the measurement design.

After developing a program logic, the Research and Outcomes Measurement Team worked with front-line services to select which outcomes could realistically be measured within the length of the program and/or within the pilot period. Then, indicators to measure outcomes were developed in-house or selected from literature. To develop or select indicators, the Research and Outcomes Measurement Team was guided by CSI's criteria for selecting indicators⁷.

Key learning from this stage was:

- **Outcomes prioritisation was necessary:** Program logics outline key outcomes that were reasonably expected to occur as a result of the program and were important to key stakeholders (for example, community members, funding bodies, front-line staff and/or Salvation Army leadership). However, not all outcomes identified in program logics were measured and, as such, a process of prioritisation occurred in collaboration with service staff. This ensured that community members and front-line staff were not overburdened with administrative requirements and could maintain their focus on exceptional service delivery.

- **Outcomes measurement was not designed to compare performance between services:** Each service has a unique program logic that outlines their specific outcome domains and some, but not all, domains were measured for each service, according to the identified outcomes. As such, the current outcomes measurement activity was not designed to compare performance between different services.
- **Program logic should be reviewed regularly to reflect the latest knowledge about the service:** The pilot project and subsequent outcomes measurement projects provided insights into how activities lead to outcomes and if there are additional outcomes that should be measured. This information provides deeper understanding of our services, which would be summarised in the program logic. Therefore, the program logics evolve and improve over time as the service improves, in order to maintain positive impacts on the community, minimise or eliminate negative outcomes, and adapt to changing community needs.
- **Indicators selection and/or development needed to incorporate both technical and contextual criteria:** Using CSI's selection criteria for assessing indicators⁸ the research team identified, assessed and developed or selected the most accessible, useful, acceptable, appropriate and feasible indicators to use. During this process, we realised not all validated indicators would be appropriate to some target groups (for example, generally there is an inadequate number of culturally relevant or appropriate validated indicators for Aboriginal and Torres Strait Islander community groups). Therefore, in the future, the research team might have to modify related indicators, or develop new measures (Korb, 2012). Some domains may have one or more indicator of measurement tailored to the context of individual services/programs.

⁷ For CSI indicator selection criteria, please visit <http://www.csi.edu.au/research/project/the-change-collection-orienting-your-journey/>

⁸ For CSI indicator selection criteria, please visit <http://www.csi.edu.au/research/project/the-change-collection-orienting-your-journey/>

3.3.2 Data collection

Based on consultation and feedback from the front-line team, each service or program had a customised data collection methodology. To minimise burden on front-line staff, in cases where a service already had comprehensive data from a large sample, this was used for outcomes data analysis and no or minimal additional data collection was required.

Within each project, there were two main approaches when measuring outcomes:

1. **Measuring differences in self-reported outcomes before and after the service** by collecting a baseline assessment (normally done on entry to a service) and a follow-up assessment (normally done at exit or a few months after the baseline assessment, whichever came earlier). This was done in two ways, including:
 - **Matched samples** where participants completed both a pre and a post survey, which allowed for a direct comparison of their responses over time. This approach means stronger conclusions can be drawn about the change experienced by individual community members over time and the impact of a program.
 - **Unmatched samples** where participants completed either a baseline survey or an exit survey, but not both. This allowed for an assessment of the differences in samples at the two time-points; however, more limited conclusions about the program's impact could be made.
2. **Measuring outcomes at the exit point only.** Again this was done in two ways:
 - Some question/s specifically asked participants to report on the extent to which the service had impacted them. For example, "This service helped me reach my personal goals" (strongly agree to strongly disagree scale). This allowed us to attribute reported changes to the impact of the program.
 - Other questions asked participants to report on their situation as they exited the program, e.g. rating their overall wellbeing by completing the Personal Wellbeing Index. This provides us with information about a participant's outcome situation when they exited the program; however, it could be difficult to understand whether there has been a positive or negative change and whether it was a direct result of the program.

Most services reported against their indicators through the online survey platform (QuestionPro) or through The Salvation Army's client database (SAMIS). However, where this was not appropriate, other methods were used including paper-based surveys and structured qualitative interviews in person and/or on the phone.

Whenever possible, the outcomes data was combined with existing client information using SAMIS codes or other statistical linkage information in a Microsoft Excel spreadsheet.



3.3.3 Data analysis

All data was de-identified and cleaned prior to analysis. Data analysis was carried out using Microsoft Excel and/or IBM SPSS (a statistical software package). Generally, there was a low number of missing responses, where participants had not provided an answer to a question or where data was not recorded in SAMIS (Salvation Army client database). Therefore, in most cases missing responses were excluded from the analysis.

The de-identified data was analysed to explore the proportion of participants who reported one or more of the following:

- Improvements in their outcomes over time
- Positive impacts of the program on their outcomes at exit (which in some cases included community members who reported maintaining positive outcomes over the course of the program)
- Positive outcomes when exiting the program.

Data from each project was analysed separately and then combined to allow for an overall analysis of the outcomes of our programs across the nine organisational outcome domains: Financial Resilience, Individual Capability, Self-Determination, Wellbeing and Spirituality, Social Cohesion, Healthy Life, Living Situation, Knowledge and Skills, and Employment Participation. Each service only measured prioritised outcomes using various indicators and measures that were developed in-house, or selected or adapted from validated indicators based on CSI's criteria for selecting indicators (Bennett, Etuk, & Noone, 2016).

One of the purposes of the pilot exercise was to find a suitable data analysis method to combine outcomes across diverse services. Therefore, for this report only, the data analysis focused on reporting on positive outcomes⁹ as a means of simplification. Future projects would consider also analysing no change and negative outcomes reported by participants.

3.3.4 Sample

A total of 5185 community members participated in the 21 pilot projects. Please see Figure 8 for data collection period and sample size for each pilot project.

Sample sizes and the number of responses varied across indicators and outcomes for a number of reasons including:

1. Some questions were not answered by participants, resulting in differing numbers of responses across indicators from the same sample.
2. Different indicators were used for different subgroups within a service. For example, the community members accessing accommodation services were divided into two subgroups based on their housing situation when entering the service (i.e. homeless or housed). This meant for:
 - Participants who entered services as homeless, a positive outcome was counted as the proportion of those people who **gained housing** (i.e. how many people who entered as “homeless” exited as “housed”?).
 - Those who entered services as housed, a positive outcome was counted as the proportion of people who **maintained** housing (i.e. how many people who entered as “already housed” were still “housed” on exit?).
3. Participants from service sub-types were likely to report against the same outcome domains; however, the number of community members participating in each type of service was different. For example, Doorways services deliver two different but related programs: the emergency relief and the Doorways casework. The outcomes measurement for these programs was performed separately; however, the outcomes were reported as combined service outcomes for Doorways.

The total number of positive outcomes reported for each domain represents the number of participants who reported positive outcomes in that domain divided by the number of total participants for that particular domain. For example, 600 people responded to outcome indicators (the questionnaire) that were categorised under the Wellbeing and Spirituality domain. Out of these 600 people, 352 people reported positive outcomes under this domain. Therefore, the proportion of positive outcomes for Wellbeing and Spirituality was calculated as $(352/600) \times 100\% = 59\%$.

⁹ Individual project analysis and report included all outcomes, including no change, positive change and negative change.

4. PILOT FINDINGS

4.1 The organisation's collective outcomes

Overall, the findings from the pilot projects were largely positive. Program logics of each service seemed to be generally well-fitting, and the findings supported many of the outcomes identified in the program logics.

The positive outcome percentages for each domain are ranked in the graph below.

'Positive outcomes' includes the proportion of participants who reported:

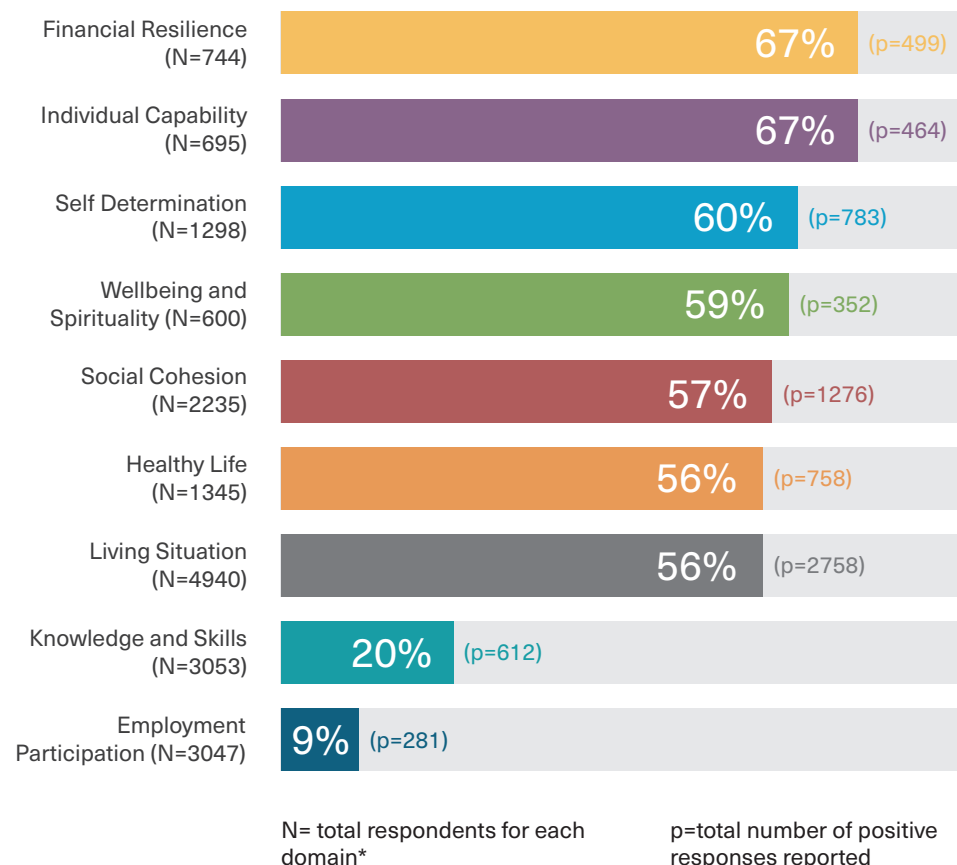
- Improvements in their outcomes over time, and/or
- Positive impacts of the program on their outcomes at exit (which in some cases included community members who reported maintaining positive outcomes over the course of the program), and/or
- Positive outcomes when exiting the program.

More than half of the participants reported positive changes for most domains, with the exception of Knowledge and Skills (including education) and Employment Participation (see Figure 8 and Table 4). Most of the participants who did not report positive changes reported no changes or impact on some indicators, rather than a negative change to desirable outcomes.

There are a number of potential reasons for the lower proportion of participants reporting positive changes under Knowledge and Skills and Employment domains, including:

- The pilot had a time limitation and only allowed for measurement of short-term outcomes or immediate outcomes at exit. As per the program logics developed for services, employment and education engagement were considered long-term outcomes for most services. As such, measurement of these outcomes might be more appropriate at six to 24 months after exiting the service. Following on from the pilot, the possibility of measuring outcomes after exit from the program will be explored to provide an overview of outcomes sustainability and longer-term outcomes.
- In some cases, these low counts on positive outcomes were due to participants' backgrounds, profiles and circumstances. It is possible, due to various demographics and situations, that participants first focused on meeting more immediate needs before thinking about pursuing further education or employment. The potential to correlate a participant's needs or presenting situation with their outcomes results will be considered in future outcomes data analysis.

Figure 9: Proportion of Positive Outcomes per domain across all Salvation Army Services



*Not all domains were measured for each service, therefore each domain has a different total number of responses



4.2. Findings per domain

The results for each project per outcome domain are discussed below. For point of reference, the results from all pilot projects were collated in table 5 below to show how each Salvation Army service impacted those accessing the service. In reading this table, it is important to note that:

1. The figures from the pilot are not to be used to compare the performance of services. The percentages represented in table 5 represent prioritised outcomes, which were unique for each service. It takes into account different factors, such as:
 - The time-period in producing the outcome for each program (whether the outcome produced is a short, medium or long-term outcome for a program).
 - Stakeholders' priority for which outcomes to measure.
 - The volume of community members that could be supported during the pilot period. For example, a small service consisting of one centre might help 10 community members intensively in a month, compared to another service in multiple centres that gave immediate material assistance to more than 1000 people in a month.
 - Indicators used to measure the outcome domain.

- Length of service engagement and number of resources invested into producing the outcomes (e.g. hours of work and interaction for emergency relief distribution tend to be significantly less than a casework service; amount of material assistance that could be provided to alleviate hardship may differ for different programs). To illustrate: giving a \$50 voucher may provide food for a day (short-term outcome, possibly not sustainable) and the length of service provision tends to be less than 30 minutes. In contrast, it may take at least three months to build a person's capacity to manage hardship through casework services (longer-term outcome, possibly more sustainable). These considerations will be taken into account for future data analysis and reporting.
2. The data from these pilot projects aims to produce a context-specific understanding to inform ongoing learning and development for individual front-line services. The data will also inform the future outcomes measurement process and methodology for the research team and the wider organisation. In some pilot studies, the sample represented only a proportion of clients who participated in the pilot, therefore caution should be taken before generalising the findings across all clients. To increase clients' participation and the quality of the samples in accurately representing clients, outcomes measurement will continue to be incorporated into front-line services' business-as-usual.

Table 2: Proportion of reported positive outcomes per domain per participating service

			The breakdown for each project. % of participants who reported positive outcomes per domain for each Salvation Army service . *— : not measured								
			Wellbeing and Spirituality	Financial Resilience	Individual Capability	Self-Determination	Employment Participation	Knowledge and Skills	Healthy Life	Living Situation	Social Cohesion
Project names	1	SAILSS (disability services)	77%	—	63%	—	—	44%	—	—	84%
	2	The Trafficking and Slavery Safe House	35%	—	45%	65%	50%	65%	—	73%	—
	3	NSW accommodation services	—	62%	—	—	4%	4%	—	53%	—
	4	Qld accommodation services	—	—	—	—	4%	15%	—	49%	—
	5	Streetlevel Foodmarket	—	95%	—	—	—	—	93%	93%	80%
	6	Hotel/club chaplaincy	—	—	71%	75%	64%	—	—	—	61%
	7	Court chaplaincy	88%	—	82%	100%	—	—	81%	—	80%
	8	Salvos Legal chaplaincy	100%	—	45%	70%	—	—	100%	—	43%
	9	Positive Lifestyle Program	95%	—	86%	82%	—	—	—	—	—
	10	Partners in Projects (rural ministries)	—	—	—	—	—	—	—	—	71%
	11	Salvation Army Emergency Service (SAES)	—	—	—	—	70%	—	—	—	—
	12	Salvation Army disaster recovery	—	—	—	61%	69%	—	—	76%	57%
	13	Qld Family Tracing and Post-Adoption Service	45%	—	16%	19%	—	—	59%	—	47%
	14	NSW Family Tracing Service	36%	—	10%	20%	—	—	80%	—	40%
	15	Drive for Life	75%	—	96%	45%	70%	45%	80%	78%	70%
	16	Headfyrst	43%	—	11%	—	—	—	29%	—	49%
	17	Moneycare	—	79%	—	—	—	—	67%	—	—
	18	Townsville Youth Leadership and Resilience Program	53%	—	80%	100%	—	96%	77%	—	93%
	19	Recovery services	74%	—	82%	20%	—	—	52%	—	—
	20	Doorways	—	53%	—	—	19%	13%	54%	55%	50%
	21	You're the Boss	—	89%	—	68%	—	—	—	—	100%

4.2.1 Financial Resilience Domain

Financial resilience is the ability to access and draw on internal capabilities and appropriate, acceptable and accessible external resources and supports in times of financial adversity (Muir, Reeve, Connolly, Marjolin, Salignac, & Ho, 2016).

Overall, five projects measured financial resilience outcomes as part of the pilot and the proportion of participants who reported positive outcomes is included below (see Table 2):

1. Doorways (emergency relief and casework, 53%)
2. NSW accommodation services (62%)
3. Moneycare (79%)
4. You're the Boss financial literacy program (89%)
5. Streetlevel Foodmarket (95%).

Combining all services, about 67% of participants reported positive outcomes in this domain (see Table 2).

At the time of review of individual projects, the Foodmarket program assisted participants with food and other groceries that might help a household's budget for a short-term period. Therefore, outcomes in this domain were related to short-term outcomes, such as the ability to meet immediate needs and expenses (Holmes, 2017). Conversely, Doorways outcomes were related to the capacity to budget¹ (Tomiczek, Martine, & Kurti, 2017).

For You're the Boss and Moneycare services, financial resilience was identified as a direct outcome, hence a more comprehensive measurement in this domain was performed to cover both short-term and longer-term indicators of financial resilience (Healey, Forsythe, & Wheelwright, 2017), (Misra, Loo, & Susanto, 2019). For NSW accommodation service (Holmes, 2018), this outcome domain was identified as an indirect outcome that occurred as a result of the provision of accommodation.

¹ Doorways casework has a higher proportion of participants who reported positive outcomes in comparison to Doorways emergency relief.

FINANCIAL
RESILIENCE

67%

N=744

4.2.2. Individual Capability Domain

Capability refers to the set of valuable functioning that a person has effective access to¹. Measuring capability involves examining the opportunities available to individuals and their ability to convert their resources – including individual characteristics and the social environment – into freedoms (Robeyns, 2006).

Twelve pilot projects measured individual capability outcomes and the proportion of participants who reported positive outcomes is included below (see Table 2):

1. NSW Family Tracing Services (10%)
2. Headfyrst (11%)
3. Queensland Family Tracing and Post-Adoption (16%)
4. Salvos Legal chaplaincy (45%)
5. The Trafficking and Slavery Safe House (45%)
6. Salvation Army Individual Lifestyle Support Service (SAILSS, 63%)
7. Hotel/club chaplaincy (71%)
8. Townsville Leadership and Resilience program (80%)
9. Court chaplaincy (82%)
10. Recovery Services (82%)
11. Positive Lifestyle Program (86%)
12. Drive for Life (96%).

The overall proportion of participants who reported positive outcomes in this domain across services was 67% (Table 2).

¹ Robeyns, I. (2006); Edgell, V. & McQuaid, R. (2016), 'Supporting disadvantaged young people into work: insights from the capability approach', *Social Policy & Administration*, vol. 50, no. 1

When looking closely at individual projects, for the Drive for Life program (Loo, 2018), improvements in the Individual Capability Domain were measured by participant aspirations and/or action to be involved in activities related to the purpose of this program, such as getting a job, going to university/school or enrolling in an apprenticeship, as a result of being able to drive. The aspirations of young people who completed surveys before and after learning to drive were included.

Other programs such as the Positive Lifestyle Program and the chaplaincies helped participants understand their strength and the resources available to them to help improve their lives (Xu, 2018). Through the Townsville Leadership and Resilience Program, the Aboriginal and Torres Strait Islander Ministries empowered young people to stay in school and the program improved their attitudes toward school work. Meanwhile, Recovery Services helped to increase confidence in resisting drugs and alcohol (Gunthorpe, 2018).

Services that handle more complex cases, such as Headfyrst (mental health and alcohol and other drugs counselling for young people) and The Trafficking and Slavery Safe House, reported a lower proportion of positive outcomes in this domain (Loo, 2018), (Fenwick, 2018). Because of their participants' multi-layered issues, the ability to function and be self-reliant is often difficult and may take longer to achieve.

Additionally, for Family Tracing and Post-Adoption services (Loo, 2018) that aim to locate missing family members, this outcome domain was likely an indirect outcome rather than an outcome that was directly influenced by the service.

INDIVIDUAL
CAPABILITY

67%

N=695

4.2.3 Self-Determination Domain

Self-determination can be defined as “a characteristic of a person that leads them to make choices and decisions based on their own preferences and interests, to monitor and regulate their own actions and to be goal-oriented and self-directing”¹.

During the pilot there were 12 projects that measured self-determination outcomes and the proportion of participants who reported positive outcomes is included below (Table 2):

1. Queensland Family Tracing and Post-Adoption Services (19%)
2. NSW Family Tracing Services (20%)
3. Recovery Services (20%)
4. Drive for Life (45%)
5. Salvation Army disaster recovery (61%)
6. The Trafficking and Slavery Safe House (65%)
7. Salvos Legal chaplaincy (70%)
8. Hotel/club chaplaincy (75%)
9. Positive Lifestyle Program (82%)
10. You're the Boss financial literacy program (83%)
11. Court chaplaincy (100%)
12. Townsville Leadership and Resilience program (100%).

Overall, the proportion of participants reporting positive outcomes across services was 60% (Table 2).

¹ National Gateway to Self-Determination, <http://www.ngsd.org/everyone/what-self-determination> accessed on 1/12/2016

The results from the pilot indicate that most participants across services experienced positive outcomes. Services and programs provided hope and encouragement, and increased self-reported resilience, confidence and coping skills. Looking closely at individual projects, participants from the You're the Boss program also reported their determination to apply the financial skills they had learned (Healey, Forsythe, & Wheelwright, 2017).

For Drive for Life participants, only 45% reported positive outcomes on their optimism and outlook to the future, although the findings also indicated higher confidence in themselves after the program (Loo, 2018). It could be that participants were still unclear about their future and might not correlate their ability to drive as overly beneficial to improving their outlook in life due to other factors outside the program's and/or participant's control.

Family tracing and post-adoption services that focus on searching for missing persons have a limited capacity to influence outcomes in this domain (Loo, 2018), hence its lower proportion of reported positive outcomes compared to other services.

For this domain, the recovery service used a life-engagement test as an indicator to measure purpose in life, which was defined in terms of the extent to which a person engages in activities that were personally valued (Scheier, et al., 2006). Lower proportion of positive outcomes for this indicator might suggest a longer time was required to encourage identification of personal goals and valued activities and/or to create or engage with purposeful activities within the centres.

SELF-
DETERMINATION

60%

N=1298

4.2.4 Wellbeing and Spirituality Domain

Wellbeing and spirituality means being in a state of being well, feeling satisfied and contented (Australian Unity, 2010). Wellbeing and spirituality is multidimensional, encapsulating many different aspects of life and can include physical health, mental health, economic wellbeing, social wellbeing, spiritual wellbeing and flourishing. This presents a challenge in a single definition and approach to measurement, as many approaches exist within the literature and across the research (Bennett, Etuk, & Noone, 2016).

Eleven projects measured Wellbeing and Spirituality Domain in the pilot and the proportion of participants who reported positive outcomes is included below (Table 2):

1. The Trafficking and Slavery Safe House (35%)
2. NSW Family Tracing Service (36%)
3. Headfyrst (43%)
4. Queensland Family Tracing and Post-Adoption Service (45%)
5. Townsville Leadership and Resilience Program (53%)
6. Recovery Services (74%)
7. Drive for Life (75%)
8. Salvation Army Individual Lifestyle Support Service (SAILSS, 77%)
9. Salvos Legal chaplaincy (88%)
10. Positive Lifestyle Program (95%)
11. Court chaplaincy (100%).

The overall proportion of positive outcomes for this domain was 57% (Table 2).

In terms of spirituality, the chaplaincies and Positive Lifestyle Program reportedly improved participants' understanding of their own faith, helped them make sense of what happened in their life, and become a more positive person and/or at peace with themselves (Xu, 2018).

Wellbeing outcomes that were measured in the pilot projects were largely related to life satisfaction, holistic personal wellbeing and quality of life. The results from the pilot indicate that many participants experienced positive wellbeing outcomes across a range of services.

However, less than half of the participants of the family tracing services, Headfyrst and The Trafficking and Slavery Safe House projects reported positive outcomes in this domain. For participants accessing Safe House and Headfyrst, this might be due to the complexity of issues experienced by their clients, where improvement in holistic wellbeing outcomes might take time and be influenced by external factors.

For family tracing services, as the service was largely limited to searching for missing persons, the service might have a limited ability to influence holistic wellbeing outcomes. The participants' improvement in this domain might be correlated with the search result and whether a reconciliation with the missing person could be achieved at the end of the search period.

WELLBEING
AND
SPIRITUALITY

59%

N=600

4.2.5 Social Cohesion Domain

According to the Australia Social Pulse report published by CSI (2016)¹, “Social cohesion refers to a set of complex interrelationships (e.g. trust among individuals, sense of belonging, and willingness to socially contribute and help one another) that contribute to how well a society functions as a whole”.

Fourteen projects measured social cohesion domain and the proportion of participants who reported positive outcomes is included below (see Table 2). This was the most frequently identified outcome domain of importance across programs participating in the pilot. These services were:

1. NSW Family Tracing Service (40%)
2. Salvos Legal chaplaincy (43%)
3. Queensland Family Tracing and Post-Adoption Service (47%)
4. Headfyrst (49%)
5. Doorways (50%)
6. Salvation Army disaster recovery (57%)
7. Hotel/club chaplaincy (61%)
8. Drive for Life (70%)
9. Partners in Projects (71%)
10. Court chaplaincy (80%)
11. Foodmarket (80%)
12. Salvation Army Individual Lifestyle Support Service (SAILSS, 84%)
13. Townsville Leadership and Resilience Program (93%)
14. You're the Boss financial literacy program (100%).

The overall proportion of reported positive outcomes across services was 57% (Table 2).

More than half of the participants across different services reported improved or positive outcomes in this domain relating to being able to access other services, increase their social network and/or participate in social activities. Services that would like to improve this outcome could provide activities targeted to increase community members' abilities to improve their personal relationships, or strengthen referrals to other services that provide these types of activities.

SOCIAL
COHESION

57%

N=2235

¹ Reeve, R., Marjolin, A., Muir, K., Powell, A., Hannigan, N., Ramia, I. and Etuk, L. (Eds.) (2016), Australia's Social Pulse. Centre for Social Impact: UNSW Australia, Sydney and UWA, Perth. <http://www.csi.edu.au/research/project/australias-social-pulse/>

4.2.6 Healthy Life Domain

According to the World Health Organisation Constitution, “Health is a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity”. Defining and measuring a healthy life encompasses a range of factors and health outcomes. This domain includes sub-outcomes related to changes in self-rated health, satisfaction with health, healthy weight, healthy behaviours and mental health².

During the pilot, 11 projects measured Healthy Life Domain, largely under the mental health outcomes, and the proportion of participants who reported positive outcomes is included below:

1. Headfyrst (29%)
2. Recovery Services (52%)
3. Doorways (54%)
4. Queensland Family Tracing and Post-Adoption Service (59%)
5. Moneycare (67%)
6. Townsville Leadership and Resilience Program (77%)
7. Drive for Life (80%)
8. NSW Family Tracing Service (80%)
9. Court chaplaincy (81%)
10. Foodmarket (93%)
11. Salvos Legal chaplaincy (100%).

Across services, 56% of participants reported positive outcomes in this domain (Table 2).

A large proportion of services prioritised mental health outcomes over physical health outcomes and these were improved or sustained for participants across a number of services. Compared to other services, the lower proportion of positive outcomes reported for Headfyrst (29%) might reflect the complexity of issues being faced by these clients and a longer time might be needed to improve this outcome.

Services that would like to improve physical health outcomes might consider developing targeted referral or partnership with other services that directly support a person’s physical health. Further, when appropriate, a service can provide higher focus on physical health, for example, a centre may provide information about benefits of exercise or hold a ‘healthy cooking in a budget’ workshop in partnership with other services.

1 World Health Organisation. Preamble to the Constitution of the World Health Organization as adopted by the International Health Conference, Official Records of the World Health Organization, no. 2, p. 100. New York, 19-22 June, 1946; signed on 22 July 1946 and entered into force on 7 April 1948.

2 Reeve, R., Marjolin, A., Muir, K., Powell, A., Hannigan, N., Ramia, I. and Etuk, L. (Eds.) (2016), Australia’s Social Pulse. Centre for Social Impact: UNSW Australia, Sydney and UWA, Perth <http://www.csi.edu.au/research/project/australias-social-pulse/>

HEALTHY
LIFE

56%

N=1345

4.2.7 Living Situation Domain

Living situation and standard is used to track the wellbeing of people within a community. The OECD's Better Life Index (2015)¹ takes a broad perspective on living situations and incorporates the following dimensions in analysing wellbeing across countries: housing, income, jobs, community, education, environment, civic engagement, health, life satisfaction, safety and work-life balance. In Australia, the social measures of living situation may include time for leisure, life expectancy, education and levels of crime.²

Seven projects measured the Living Situation Domain during the pilot and the proportion of participants who reported positive outcomes is included below:

1. Queensland accommodation services (49%)
2. NSW accommodation services (53%)
3. Doorways (55%)
4. The Trafficking and Slavery Safe House (73%)
5. Salvation Army disaster recovery (76%)
6. Drive for Life (78%)
7. Foodmarket (93%).

Overall, 56% of participants reported positive outcomes in this domain.

Most reported positive outcomes were related to the ability to meet immediate needs that could improve or mitigate the effect of hardships on participants' living situations. Longer-term or more sustainable outcomes in this domain, such as maintaining housing, had a lower proportion of participants who reported positive outcomes within the pilot period. It could be that the ability for participants to attain or maintain a good living situation was influenced by other factors external to their or the service's control. For example, the ability for accommodation services to provide housing was limited by the affordable housing stock in the area. Furthermore, the ability of a community member to sustain their housing arrangement may relate to the employment opportunities available in their local area. Future studies would explore reasons for these results, in terms of service delivery, outcomes measurement and reporting.

LIVING
SITUATION

56%

N=4940

1 OECD (2015), How's life?, accessed <http://www.oecd.org/std/how-s-life-23089679.htm>

2 Kryger, T. (2000), Living Standards, Parliament of Australia, accessed DATE missing http://www.aph.gov.au/About_Parliament/Parliamentary_Departments/Parliamentary_Library/Publications_Archive/CIB/cib0001/01CIB04

4.2.8 Knowledge and Skills Domain

Knowledge and Skills Domain involves outcomes related to acquiring new knowledge, behaviours, competencies and skills. There are many different elements that can be learned across the life course for learners at different ages. These outcomes range from participation in education to engagement and support in learning (Bennett, Etuk, & Noone, 2016).

In total, eight projects measured Knowledge and Skills Domain and the proportion of participants who reported positive outcomes is included below. These services were:

1. NSW accommodation services (4%)
2. Doorways (13%)
3. Queensland accommodation services (15%)
4. Salvation Army Individual Lifestyle Support Service (SAILSS, 44%)
5. Drive for Life (45%)
6. The Trafficking and Slavery Safe House (65%)
7. You're the Boss (83%)
8. Townsville Leadership and Resilience Program (96%).

Overall, 20% of participants reported positive outcomes in this domain (Table 2). It is important to note that 82% of participants in this domain (2488 out of 3053) are from the NSW and Queensland accommodation services, which skews the overall findings.

More than half of the participants reported positive outcomes in this domain for the following services: Townsville Leadership and Resilience Program, You're the Boss financial literacy program and The Trafficking and Slavery Safe House. Of the SAILSS participants, 44% reported positive increases in their educational life due to the service. These services include activities that target education and learning as one of the direct outcomes of their programs, which might explain the higher proportion of positive outcomes reported during the pilot.

In comparison, Doorways and accommodation services had a lower proportion of participants reporting positive outcomes in this domain (4-15%). It is possible that engagement in education and learning is a medium- to long-term outcome as a result of other work being done in these services, rather than an immediate outcome expected to be achieved during or at the end of a program. Similarly, education might be more of an indirect outcome that would be welcomed but not necessarily expected as a result of a program. These findings will be discussed with relevant services to explore if the Knowledge and Skills Domain should be strengthened within the programs. Future outcomes measurement would also take into consideration a better way to measure outcomes that are not directly influenced by services.

KNOWLEDGE
AND
SKILLS

20%

N=3053

4.2.9 Employment Participation Domain

Employment Participation Domain is a key economic outcome and encapsulates both the type of employment, the quality of work (for instance, being underemployed or working excessively long hours) and working life. This is a multi-dimensional concept associated with a range of outcomes across the life-course¹. Employment Participation is related to a range of monetary and non-monetary outcomes and is an important form of participation in society².

Eight projects measured Employment Participation Domain and the proportion of participants who reported positive outcomes is included below:

1. NSW accommodation services (4%)
2. Queensland accommodation services (4%)
3. Doorways (19%)
4. The Trafficking and Slavery Safe House (50%)
5. Hotel/club chaplaincy (64%)
6. Salvation Army disaster recovery (69%)
7. Drive for Life (70%)
8. Salvation Army Emergency Services (70%).

The overall proportion of participants who reported positive outcomes in this domain was 9% (Table 2). Similar to the Knowledge and Skills Domain, it is important to note that the high numbers represented from the NSW and Queensland accommodation services (2461 out of 3047 or 81%) are skewing the overall findings.

Services that provided activities related to employment outcomes had higher participant-reported positive outcomes. For Salvation Army Emergency Services and chaplaincies, the Employment Domain was measured by their ability to support employees or emergency service workers to continue their works or to perform their duties more effectively. Outcomes related to Salvation Army disaster recovery were related to the ability to help bring businesses closer into operations, therefore participants were able to maintain their own job and/or keep others employed in the disaster affected area (Xu, 2018). The Safe House and Drive for Life provided activities that directly correlated to employment-related outcomes, which resulted in at least half of the participants reporting positive outcomes in this domain.

For Doorways and accommodation services, the employment outcomes were considered as long-term outcomes or indirect outcomes as a result of receiving their services. Therefore, a lower proportion of participants reported positive outcomes in this domain for these services.

Future study will explore how outcomes should be measured for the employment domain.

- 1 Dahl, Svønn-Åge and Nesheim, Torstein and Olsen, Karen Modesta, Quality of Work: Concept and Measurement (2009). REC-WP Working Papers on the Reconciliation of Work and Welfare in Europe No. 05-2009. Available at SSRN: <https://ssrn.com/abstract=1489881> or <http://dx.doi.org/10.2139/ssrn.1489881>
- 2 Reeve, R., Marjolin, A., Muir, K., Powell, A., Hannigan, N., Ramia, I. and Etuk, L. (Eds.) (2016), Australia's Social Pulse. Centre for Social Impact: UNSW Australia, Sydney and UWA, Perth. <http://www.csi.edu.au/research/project/australias-social-pulse/>



5. CONCLUSIONS AND LESSONS LEARNT

The Salvation Army is a Christian organisation providing a variety of activities, services and supports to a culturally-diverse Australian population, in line with its mission and vision to love and serve others. These services and supports vary in size, scope and context, and interact with each other and the communities in different ways. *The Salvation Army Pilot Outcomes Measurement* project is about learning how The Salvation Army should measure, communicate and report the differences we are making in people's lives across diverse expressions. It is also designed to inform how we can better serve our community amidst changing community needs, funding environments and policies.

This report summarised the early journey of outcomes measurement implementation for The Salvation Army Australia. It outlined the collective outcomes from diverse services to understand how the organisation has made a difference in the lives of Australians and their communities during the pilot period. The pilot results suggest that participants experienced a wide array of positive outcomes across a number of services, even within the shorter timeframe of outcomes data collection period (average: three months; range: one to 12 months). The findings also suggested that services were able to produce positive results on outcomes identified in their program logics, although some adjustment to program logic and activities may be desired to strengthen services' abilities to produce or maintain desirable positive outcomes.

Assessment of the implementation process suggested that the overarching Outcomes Measurement Framework – including the nine outcome domains and the 3Ps approach – was suitable to capture a range of outcomes produced by diverse services. However, our learning from data analysis suggested that some outcomes could be categorised as part of multiple domains. For example, some wellbeing measures incorporated health outcomes and vice versa, which could be categorised either on Wellbeing and Spiritual Domain or the Healthy Life Domain. Future projects would review outcomes categorisation and, if appropriate, update the library of indicators to ensure consistency of categorisation and reporting across the organisation.

We recognise The Salvation Army can improve the way we measure, analyse and report the individual and collective outcomes of our services. This pilot project will guide The Salvation Army Research and Outcomes Measurement Team as we work with Salvation Army leadership and front-line services to build sustainable and meaningful outcomes measurement tools that support effective service delivery and encourage the organisation's learning.

Below is the summary of key learnings and recommendations for improvement, which will be addressed in the next stage of The Salvation Army's outcomes measurement.

Consistency in capturing data

Our review of the methodology shows the importance of consistently capturing data. We identified inconsistencies in data for some services during the pilot project, mostly due to not having a system in place.

Ideally, data should be captured from the time the community members enter the service through to their exit. Whenever applicable, a follow-up measurement after exiting services is desirable and will provide insights on longer-term outcomes and outcomes sustainability. This will be explored further in future projects.

Integrated assessment

Outcomes measurement initiatives will benefit from the integration of outcomes assessment into front-line services' daily operations and the current client data collection system. This will ensure data is collected from all clients, subsequently enabling a more accurate measurement of outcomes and a good sample size. It will also provide a timely feedback loop for workers about community members' progress in achieving key outcomes, which will facilitate personalised support.

In partnership with the SAMIS team (Salvation Army client's database), we have already started integrating outcomes measurement into front-line operations. For some services, we are incorporating outcomes measurement tools in SAMIS and making results accessible to the front-line team at the end of outcomes assessment. We piloted an SMS (text message) invitation system in conjunction with an online survey tool to invite community members to provide their feedback at exit and/or

a few months after exit to help us understand changes that have happened as a result of receiving services. This system was found to be a cost-effective, low-intrusion and simple method of collecting outcomes data, and will be continued in future measurement projects.

It is also important that the outcomes measurement process is incorporated into learning and improvement procedures. Activities that produce positive, negative or no outcomes should be identified and documented to organically improve effectiveness. Continuous feedback and review of the program logic by the research and front-line teams is crucial to ensure the services are doing the right activities to achieve the desired outcomes, and the most appropriate outcomes continue to be measured.

Cooperation and communication

For outcomes measurement to be successful, cooperation and communication need to exist between the researcher, managers, front-line staff and all other stakeholders of the services. Clarifying roles between multiple stakeholders, particularly the researchers, front-line team and SAMIS (database) team, is crucial in supporting the strong implementation of the outcomes measurement process. There also needs to be a heightened sense of ownership of, and responsibility for, the data and outcomes achieved from all levels of Salvation Army personnel. The success of the programs, the lives and wellbeing of community members and the staff, depends on it.

Increasing participation rates

Some recommendations to increase participation rates include:

- Co-design data collection and outcomes measurement implementation with front-line teams (team leaders/managers and front-line workers) of these services to encourage the front-line staff to take ownership of outcomes measurement, and to understand how measurement can be incorporated into their daily operations.
- Review of data collection tools to find the most appropriate way to collect outcomes data from community members. For example, where outcomes data is not collected in SAMIS, the online survey tools were mostly used. This method might not be the most effective data collection process for some services or for some community members. Other data collection mechanisms, such as handing out paper surveys, might be more useful, depending on participants' profiles.

Identifying and measuring priority direct outcomes

As identified in a number of examples within the report, it is suspected that lower positive scores were possibly reported because outcomes being measured were either:

- longer-term outcomes that would be expected to occur over a longer period of time rather than on exit from the program or within 3 months.
- indirect outcomes of the program that would be good to achieve, but not necessarily expected as a direct result of the service being provided.

Given these findings, it is recommended the program logics be reviewed for these programs to provide clarity on short-term direct outcomes, and measurement to be adjusted accordingly.

Integrating results across the organisation

Combining an incredibly diverse amount of information from a variety of community members, programs and contexts is complex. During this pilot, the focus was on reporting positive outcomes¹ as a means of simplification and to test the method chosen for combining outcomes across diverse services. Future analysis would consider combining negative outcomes and no changes.

Moving forward, other options for combining and reporting collective outcomes will be explored. This includes developing and using rubrics to support our understanding and interpretation of results at the indicator and outcome levels for individual services and the whole organisation. This may help reduce duplication in counting, integrate numerous indicators per outcome area, enable the synthesis of quantitative and qualitative data, and provide clear guidance on how we can make transparent judgements of program and organisational performance in achieving intended goals and the organisation's mission. Further, the organisation will work on standardising the program logic and/or theory of change presentation.

¹ Individual project analysis and reporting included all outcomes including no change, positive change and negative change.

6. CONCLUDING REMARKS

The Salvation Army overarching Outcomes Measurement Framework provides a consistent foundation for measurement. It is a tool for demonstrating and communicating the impact of an individual service through to the whole organisation. This framework was developed together with the CSI team to be flexible and adaptable to fit with the diversity of Salvation Army expressions, which have unique objectives, sector language, funding requirements and desired outcomes (Bennett, Etuk, & Noone, 2016).

The Salvation Army Outcomes and Impact Measurement pilot projects (previously known as Strength in Numbers) provide a starting point for the development and implementation of the national outcomes measurement strategy. The pilot projects helped participating services gain insights into the changes experienced by community members who accessed their services during the pilot period and helped services identify the outcome domains that they relate to in the overarching outcomes framework. Therefore, the framework implementation fosters greater alignment across The Salvation Army, provides increased understanding of individual expressions and their collective contributions towards achieving the mission and vision, and streamlines evaluation and outcomes measurement efforts across the organisation.

Each service was also able to evaluate its data collection methods and the appropriateness of outcomes measurement tools, as well as necessary adjustments to its program logic. The pilot incorporation of outcomes measurement into daily service operation and the creation of timely outcomes reporting provided real-time feedback about community members' outcomes at different time points.

This knowledge allowed the front-line team to adjust their supports to promote positive outcomes and thereby prevent lack of progress and/or negative outcomes for community members accessing their services. The entire process generates continuous learning, sharing of best practice, provides insights for the direction of service activities and affirms the impact of services in real time.

Outcomes measurement also brings people together. For outcomes measurement to be effective, collaboration from all Salvation Army personnel is crucial. The researcher needs to continuously collaborate with those engaged in the change efforts (front-line staff, managers, leadership) to design an outcomes measurement process that matches The Salvation Army's overarching framework and adapts to the ever-changing community member needs and funding requirements. Accountability for these outcomes measurements is beneficial for external authorities and funders, but is centred on our personnel's commitment to achieve The Salvation Army's mission and vision.

The Salvation Army Research and Outcomes Measurement Team is committed to continuing the outcomes measurement journey and working collaboratively with front-line services and the whole organisation in the implementation and adaptation of the Outcomes and Impact Measurement Framework for The Salvation Army Australia¹.

¹ At the time of the pilot project, The Salvation Army Australia existed as two operating territories. As of December 2018, we are now one national territory and can work cohesively on future outcomes and impact measurement processes.

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