

# Value for Investment: Application and Insights

Youth Primary Mental Health and  
Addictions Evaluation

Exemplar Report for Te Whatu Ora – Health New Zealand  
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Value for Investment  
*Te Kōunga o te Werawera*



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## Disclaimer

The information in this document is presented in good faith, using the information available to us at the time of preparation. In undertaking this evaluation, we have relied partially on information and data provided by Te Whatu Ora and provider organisations, which have not been independently verified. It is provided on the basis that the authors of the document are not liable to any person or organisation for any damage or loss which may occur in relation to taking or not taking action in respect of any information or advice within this document.

# Executive Summary

## Background

This document shares an approach to evaluation and value for money, called the Value for Investment (Vfi) system. It describes key principles of the Vfi system and provides guidance on how to use it to design and implement evaluations, using the evaluation of the Youth Primary Mental Health and Addictions (Youth PMHA) initiative as an illustrative example.

The Vfi system was developed through doctoral research to bring clarity to answering evaluative questions about how well resources are used, whether enough value is created, and how more value could be created from the resources invested in a policy or programme. It provides a set of principles to guide contextually responsive evaluation and a stepped process, making it intuitive to learn and practical to use.

The Youth PMHA initiative was established to increase access to, and choice of primary mental health and addiction services for youth/rangatahi populations (ages 12-24 years, inclusive) who are experiencing mild to moderate levels of distress. In this document, Youth PMHA illustrates the use of the Vfi system. A full report of the evaluation findings is provided in a separate document.

## Reflection

Value for investment (good resource use) is a shared domain of evaluation and economics. The Value for Investment system builds evaluative and economic thinking into each step of the evaluation process, informing theory-building, criteria and standards, collecting and analysing credible evidence, evaluative judgements, and reporting. Although economic methods of evaluation (such as cost-benefit analysis) are often used in Vfi, they are not always necessary, desirable, or feasible. Methods are determined according to context.

Rubrics (contextually-defined criteria and standards) are the backbone of the Vfi system, supporting clear reasoning at each step of the process. Developing rubrics brings stakeholders to the table to co-define what 'good resource use' looks like in context. Rubrics delineate the scope of the evaluation and help to clarify what evidence needs to be collected. They provide a framework for organising the evidence so that it is efficient to analyse. They provide a shared, agreed set of lenses for collaboratively making sense of the evidence and for evaluating resource use and value creation. Rubrics provide a structure for reporting findings, based on the aspects of resource use and value creation that are agreed to be important.

The process of co-developing and using rubrics supports utilisation-focused evaluation by helping stakeholders to gain a deeper understanding and experience of evaluation. This increases the likelihood that findings will be understood, endorsed, and used. Developing rubrics is an art and a science, requiring skills in facilitation, cultural competence and knowledge, robust conceptual thinking, wordsmithing, and graphic design. Having the right mix of skills on the team and the right mix of stakeholder perspectives in the room are paramount.

A theory of change helps to clarify relationships between a programme's activities, outputs, and outcomes, but it isn't usually explicit about what is seen as intrinsically important in a

programme, nor how it creates value. Adding value creation concepts to a theory of change helps to clarify what kinds of value are created, to whom and how, and helps to identify factors affecting the ability of a programme to use resources efficiently, effectively, equitably and to create sufficient value to justify the resources used. This brings extra clarity to rubric development through focusing on the elements that are seen as critically important to delivering value.

The Vfl system encourages the use of mixed methods, whereas traditionally VfM questions have often been addressed using predominantly quantitative data and economic methods of evaluation. By blending economic concepts with broader approaches to evidencing and valuing performance, the Vfl system allows the evaluation to integrate different forms of evidence in an intentional way, and to justify the selection of methods by explicitly identifying multiple forms of evidence needed to address each criterion. This helps the evaluation to unpack ‘the story behind the numbers’ and present a more nuanced assessment. It also permits robust, transparent assessment of Vfl in complex and hard-to-measure contexts such as Youth PMHA, where data limitations precluded economic evaluation.

Vfl isn’t a method; it’s a system, comprising a set of principles and a process within which evaluators are encouraged to work reflectively and reflexively, aligning and applying an appropriate mix of methods, tools and expertise to the evaluation.

Ultimately, clients and stakeholders appreciate the findings of a Vfl evaluation because explicit evaluative reasoning, embedded in the principles and process underpinning Vfl, provides a pathway for evaluators to provide clear answers to value questions. The Vfl process facilitates an evaluation that commences with an understanding of the programme and the system in which it is situated. It helps stakeholders to think clearly about what they are trying to achieve, the value proposition of the investment, and what success and good Vfl look like. Because clients and stakeholders are engaged throughout the process, the evaluation is more than just a report; the conversations that take place throughout the evaluation add value and help to inform decision-making long before reports are written. These processes, in turn, guide the evaluation team to deliver reports that are cogent, accurate and useful.



# 1. Introduction

## Purpose of this report

This document shares an approach to evaluation and value for money, called Value for Investment (Vfi). It describes key principles of the Vfi system and provides guidance on how to use it to design and implement evaluations, using the evaluation of the Youth Primary Mental Health and Addictions (Youth PMHA) initiative as an illustrative example.

## What is Value for Investment?

Vfi is an evaluation system, designed to bring clarity to answering evaluative questions about how well resources are used, whether enough value is created, and how more value could be created from the resources invested in a policy or programme.

The Vfi system is underpinned by four principles:

- **Inter-disciplinary** (combining theory and practice from evaluation and economics)
- **Mixed methods** (combining quantitative and qualitative evidence)
- **Evaluative reasoning** (interpreting evidence through the lens of explicit criteria)
- **Participatory** (giving stakeholders a voice in evaluation co-design and sense-making).

Vfi is underpinned by sound theory and sets out a logical sequence of steps, making it intuitive to learn and practical to implement. Vfi is in use globally, across a diverse range of settings and sectors<sup>1</sup>.

## What was the Youth PMHA Evaluation?

The Youth PMHA initiative sits within the broader context of the Expanding Access and Choice initiative and was established with targeted funding of \$45 million to meet the needs of rangatahi (young people) aged 12-24 years who are experiencing mild to moderate levels of mental health and/or addiction needs. It provides a mix of activities and programmes which engage rangatahi in resiliency and confidence-building to support their wellbeing and development. As well as offering clinical level interventions to support rangatahi to better manage their mental health or reduce alcohol and/or drug use.

Youth PMHA services are flexible and able to be tailored to the needs of each young person and their whānau (family). Services are expected to expand the continuum of support, treatment and therapy available for these groups and promote early detection and intervention. Services are equity-oriented with a focus on Māori and other groups of young people who experience inequities in mental health and wellbeing. This includes but is not limited to Pasifika young people; rainbow rangatahi; rangatahi who are refugees or migrants; people with disabilities; and other groups within the geographical areas known to experience inequities.

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<sup>1</sup>Examples include: agriculture; climate; community services; education and training; energy; environment; female economic empowerment; governance; health; housing; indigenous development; insurance; international aid and development; labour force; mental health and addictions; nutrition; philanthropy; public financial management; research and development; social and economic development; social impact; trade and enterprise; transport; urban design.

An evaluation of Youth PMHA was undertaken for Te Whatu Ora during 2021-2023. The purposes of the evaluation were to: explore what was working well across the initiative, including at the provider/local level for improving outcomes for rangatahi and their whānau; explore what was working for Māori rangatahi and others who experience inequitable mental health status; and to pilot the use of the Vfl system. In this document, Youth PMHA illustrates the use of the Vfl system. A full report of the evaluation findings is provided in a separate document.

## Structure of this report

- **Chapter 2** provides an overview of the Value for Investment approach, including the conceptual principles and practical processes underpinning it
- **Chapter 3** provides a worked example of the approach in action, using the Youth PMHA evaluation as an illustrative example of what it can look like in practice
- **Chapter 4** outlines transferrable learning for others considering the use of this approach in similar contexts.

## 2. The Value for Investment system

The Value for Investment (Vfi) evaluation system was developed by Julian King through doctoral research (King, 2017; 2019) to bring clarity to value for money assessment. The system brings together theory and practice from programme evaluation and economics. It is used globally to provide clear answers to value for money questions in complex and hard-to-measure programmes and policy reforms, and has won awards from the Australian and United Kingdom evaluation societies recognising its innovative nature and widespread use.

### Terminology

**Value for Money (VfM)**, in simple terms, means good resource use (King, 2019). When we ask whether something represents good value for money, we are asking an evaluative question. For example: How well are we using resources? Is the resource use creating enough value? How can more value be created from the resources invested? Various organisations around the world use different working definitions of VfM, all of which are consistent with the term good resource use (King, 2019). Differences between working definitions reflect different organisational contexts and what particular aspects of resource use (i.e., criteria) matter to them.

**Value for Investment (Vfi)** is our preferred term for good resource use – that is, it has the same meaning as VfM but it emphasises that money is only one way of representing value and that policies and programmes:

- aren't just costs – they're investments in value propositions
- create value from all the resources invested in them – not just money but people, relationships, power, know-how, inspiration, perspiration and nature
- create many different kinds of value – not just financial but social, cultural, environmental, and economic value
- create value not only by maximising 'bang for bucks' but balancing multiple objectives such as equity, sustainability, ethical practice, human dignity and rights, among others (King, 2023d).

**The Value for Investment system** is a rigorous way of determining how well resources are used in a policy or programme, whether the resource use creates enough value, and how more value can be created. It doesn't seek to replace existing methods. It helps evaluators to select and use an appropriate mix of methods and tools to answer evaluative questions about good resource use. It encourages evaluators to work reflectively and reflexively, bringing their full evaluation toolkits and skill sets, guided by the conceptual principles and practical processes outlined below.

**Te Kounga o te Werawera** is the te reo Māori name gifted to the Vfi system. In collaboration with Māori evaluators and communities, Julian King and colleagues are supporting ongoing work to critically interrogate the Vfi system, privileging Māori ways of knowing and being as the starting point for understanding the value and use of the approach in kaupapa Māori contexts. Some of the learning that has come out of these ongoing collaborations informed the development of criteria for the Youth PMHA evaluation.



# Vfl Principles

## Inter-disciplinary (evaluation and economics)

Vfl is a shared domain of evaluation (the systematic determination of merit, worth and significance) and economics (the study of how people choose to use resources). Determining “the merit, worth or significance of resource use” involves answering an evaluative question about an economic problem, drawing on theory and practice from both disciplines (King, 2017). Evaluation and economics share an interest in valuing and both disciplines bring complementary insights, while neither discipline alone provides a comprehensive answer to a Vfl question (King, 2019). Therefore, the bedrock of the Vfl approach is to combine economic and evaluative thinking.

## Mixed methods (quantitative and qualitative)

The Vfl system recognises the value of both quantitative and qualitative forms of evidence – and the value of combining them. Often this helps an evaluation to reach and communicate a deeper understanding than could be reached by using any one method alone (King & OPM, 2018). Mixed methods can enhance evaluation in multiple ways. For example, triangulating evidence from different sources can reveal areas where insights converge or diverge. Drawing on complementary strengths of different sources helps to gain a broader and deeper understanding of the processes through which a programme creates value in its context. The results from one method can be used to inform the design of another. Incorporating diverse perspectives can help to identify areas needing further analysis or reframing. Consequently mixed methods can strengthen the reliability of data and the validity of findings and recommendations (Bamberger, 2012; Greene, 2005). Mixed methods help us to understand the story behind the numbers.

## Evaluative reasoning (evidence and explicit values)

Professional evaluation combines empirical evidence with explicit values to make judgements about the merit, worth, significance, or value of something (Davidson, 2005) – in this case, resource use. This process is underpinned by four distinct steps: identifying criteria (aspects of value), developing standards (levels of value), gathering and analysing evidence, and synthesis – interrogating the evidence through the lens of the criteria and standards to make evaluative judgements (Fournier, 1995). These four components (criteria, standards, evidence, and synthesis) are built into the steps of the Vfl system. In practice, this usually involves developing one or more rubrics (a matrix of criteria and standards), though Vfl can use any form of reasoning that provides an explicit basis to make evaluative judgements from the evidence (King, 2019).

## Participatory (co-design and sense-making)

Thomas Schwandt (2018) described evaluative thinking as “a collaborative, social practice”. This phrase aptly describes the recommended way to approach a Vfl evaluation. At every step of the process there are opportunities (and sometimes obligations) to include stakeholders, end-users of the evaluation, communities, and others with a right to a voice in the evaluation. An inclusive, participatory approach supports stakeholders’ understanding of evaluation, their ownership of the evaluation processes and products, their input into how it’s designed and conducted, the credibility and validity of the evaluation findings, and makes it more likely that the evaluation will be useful and actually used (King et al., 2013; Patton, 2021). Ultimately, it is not the values of the evaluation team that matter in evaluation – it’s the values of a relevant group of stakeholders – so including their perspectives in developing and using rubrics is paramount (King, 2019).

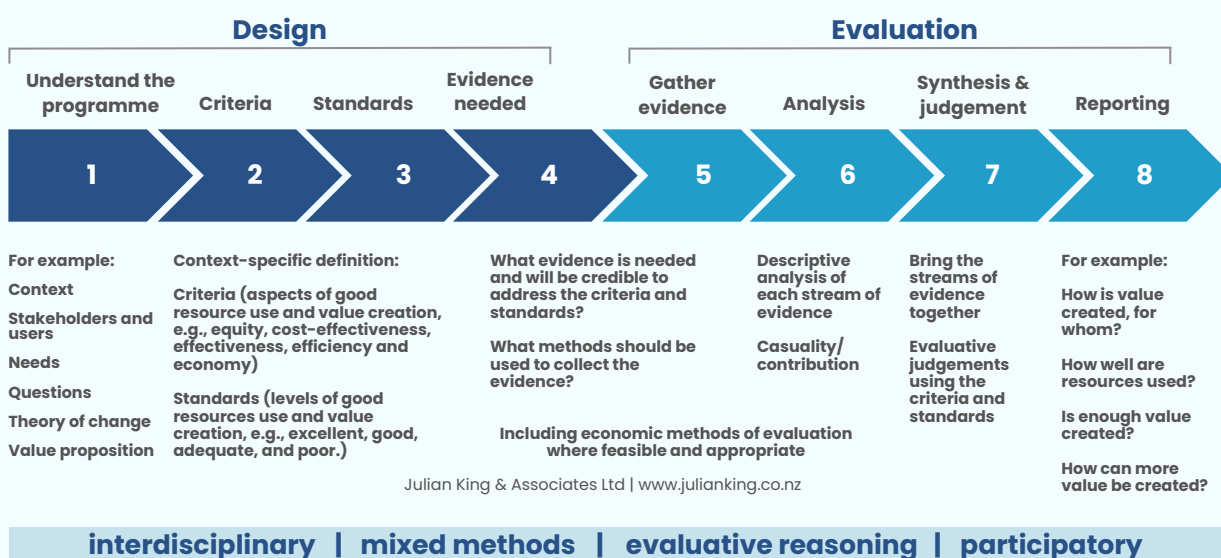
## Vfi Process

To make the Vfi system intuitive to learn, and practical to use – even by people who do not usually think of themselves as evaluators – the system is underpinned by a process that uses a logical sequence of eight steps. This process can be used to undertake any evaluation. There are four design steps (1-4), and four implementation steps (5-8).

Evaluation design includes understanding the programme, articulating its value proposition and defining clear Vfi questions (all part of step 1), followed by defining criteria (aspects of good resource use – step 2) and standards (levels of good resource use – step 3) aligned with the value proposition. The criteria and standards, in turn, help to determine what evidence is needed and will be credible to support the evaluation (step 4).

Implementing the evaluation proceeds through gathering evidence from multiple sources (step 5), analysing the evidence (step 6), using the agreed lens of the criteria and standards to interpret the evidence and evaluate whether the investment represents good use of resources (step 7), and presenting clear answers to Vfi questions, supported by evidence and transparent reasoning (step 8).

Figure 1: Value for Investment process (King, 2019)



Following these steps facilitates clear and coherent organisation of key concepts across programme theory, rubrics, evidence, judgements, and reporting. Although the steps are characterised as a sequence, a skilled evaluation team in a complex evaluation may iterate between them.

Each of these steps are discussed in greater detail, using the illustrative example of the Youth PMHA evaluation, in the next chapter.

### 3. Applying Value for Investment in the Youth PMHA Evaluation

The following sections provide a worked example of the 8 steps of the Vfi system, using the Youth PMHA evaluation to illustrate what the Vfi process can look like in practice. Each section starts by outlining some general guiding principles, then describes how those principles were implemented in the Youth PMHA evaluation. The specific case is illustrative; every evaluation is different, and the Vfi system encourages evaluators to match methods and tools to context, guided by the principles and the process outlined in the previous chapter.

The following descriptions draw on Julian King's doctoral dissertation, *Evaluation and Value for Money* (King, 2019) and *Oxford Policy Management's approach to assessing VfM* (King & OPM, 2018).

#### Evaluation design

The first four steps of the Vfi process are the evaluation design steps of understanding the programme, developing criteria and standards, and identifying what evidence is needed and will be credible. The Youth PMHA evaluation team worked with a group of kaupapa partners (stakeholders) to develop the evaluation plan representing these first four steps<sup>2</sup>. Kaupapa partners attended a series of workshops in 2020 when Youth PMHA was still at an early implementation stage to share their perspectives on how they thought the programme should be implemented and what they believed a successful programme would look like. The first group of kaupapa partners were a range of people from the funder (initially Ministry of Health and subsequently Te Whatu Ora) who were involved in programme set up and delivery at a range of levels, from high level decision makers to those who would be working directly with the providers. The second group of people involved in the workshops were people from the priority groups who had lived experience of mental health and/or addiction needs. These workshops were intended to:

- Set the scene for the evaluation, exploring the context of the Youth PMHA initiative and the scope of the evaluation, including sharing the Vfi methodology (step 1 of the Vfi process)
- Collaboratively develop the theory of change and theory of value creation (also part of step 1)
- Collaboratively develop criteria and standards for the evaluation (steps 2 and 3)
- Discuss potential sources of evidence for the evaluation (step 4).

The workshops were interactive and stepped attendees through discussions about the evaluation design steps. The general process was to share information about each step in the Vfi process and then have an interactive reflection and brainstorming session to collaboratively and

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<sup>2</sup> In the course of designing the Youth PMHA evaluation, the term “kaupapa partners” was adopted as an inclusive, context-specific term for stakeholders, where kaupapa refers to the Youth PMHA as both an initiative and a shared purpose (<https://maoridictionary.co.nz>). In this document, we use the term “kaupapa partners” when discussing the specific YPMHA context. In the broader application of the Value for Investment approach, “stakeholders” is a term that is more widely understood and which are using when referring to the application of Vfi in general.

iteratively develop the evaluation design. After each workshop, the evaluation team would write up the information gathered in the workshop and then share it back with the attendees between workshops so it could be discussed and confirmed at the next session. These design steps are unpacked in the following paragraphs.

## Step 1 - Understand the programme



At the start of any evaluation, it is a good practice, and we would argue essential, to invest some time in understanding the programme, its context, the primary evaluation users and kaupapa partners, and their information needs (Scriven, 2013; Patton, 2021). Evaluation questions will stem from these information needs (Davidson, 2005).

In the Youth PMHA evaluation, developing an understanding of the programme included a review of programme and policy documents, and the previously mentioned series of design workshops with kaupapa partners.

Three Key Evaluation Questions (KEQs) were developed which guided and structured the Youth PMHA evaluation: *How does the Youth PMHA create value? To what extent does the Youth PMHA provide good value for the resources invested? How could the Youth PMHA provide more value for the resources invested?*

An important part of this first step is developing a clear and shared understanding of the programme, such as the needs it is intended to meet and how it is intended to function. Developing a theory of change helps to facilitate clarity about the programme and ensure kaupapa partners are all 'on the same page' when it comes to their expectations and assumptions. A theory of change sets out the posited process of change and outcomes (Funnell & Rogers, 2011). It looks at how the resources or inputs into an organisation or a service such as the staff, the policies, knowledge, and guidance supports the activities that then occur and the various outputs that may be delivered. These activities contribute to outcomes and in turn, wider impacts for participants, communities, society, and government. The Youth PMHA theory of change is shown in Figure 2 (page 12).

In a VfI evaluation, it is often clarifying to extend a theory of change by defining a *theory of value creation*, a new and innovative addition to the field of programme theory that makes value creation explicit by addressing questions such as:

- What is the programme's value proposition?
- What resources are invested in the programme, and who invests the resources?
- What kinds of value does the programme create, and to whom?
- How does it create value? For example, through what mechanisms does it transform resources (e.g., funding, expertise, relationships, etc.) into significant value?
- What factors influence the extent to which the programme is able to use resources efficiently, effectively, equitably, and create sufficient value to justify the resources used? (for examples see King, 2021; 2023b).

The theory of value creation takes us to the heart of value – what matters about the intervention – and how this value is created. This takes us beyond the process of change and directs us to consider what is valued about the intervention and how this value comes about.

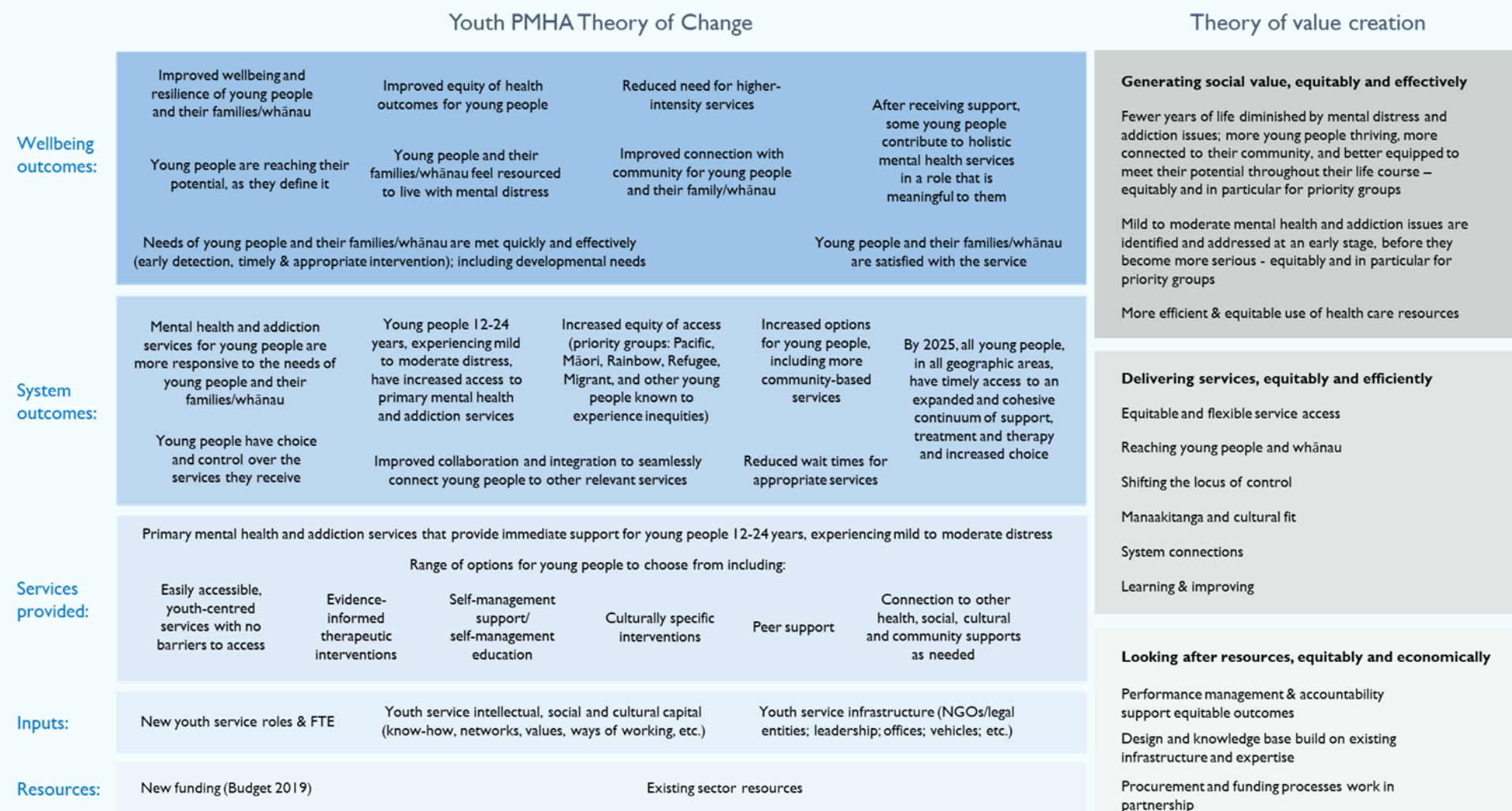
In line with the equity focus of the Youth PMHA initiative, the theory of value creation gave primacy to the concept of equity, which in broad terms was conceptualised as reaching people who haven't been well-served by the existing system and ensuring there is an offering that is suitable to them. It recognises that Māori, as tangata whenua, should be involved in developing, delivering and receiving services equitably. Moreover, this recognises that reaching people who are historically under-served, such as Pacific, migrant, low-income, people with disabilities, and LGBTQI+ communities, will not necessarily be achieved through a process that is just 'efficient' and that there may be trade-offs between the goals of equity and efficiency.

Accordingly, the theory of value creation described an equity-forward value proposition at three distinct levels of the value chain: looking after resources equitably and economically; delivering services equitably and efficiently; and generating social value equitably and effectively. Doing so brings together both the change pathway and the value creation pathway, for ease of understanding.

A theory of change and theory of value creation can fit together and be presented in a single diagram. Figure 2 on the following page shows the theory of change and value creation for Youth PMHA. Further details are available in the Youth PMHA evaluation report.

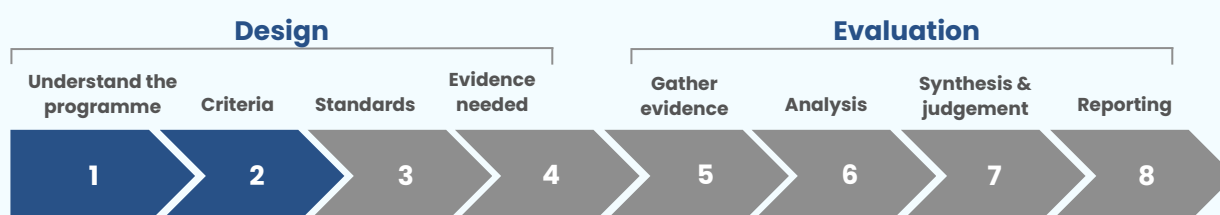
Specifying theories of change and value creation is important because they provide critical points of reference for structuring causal and evaluative claims. They also assist in identifying context-specific criteria of VfI.

Figure 2: Theory of Change and Theory of Value Creation for Youth PMHA





## Step 2 - Criteria

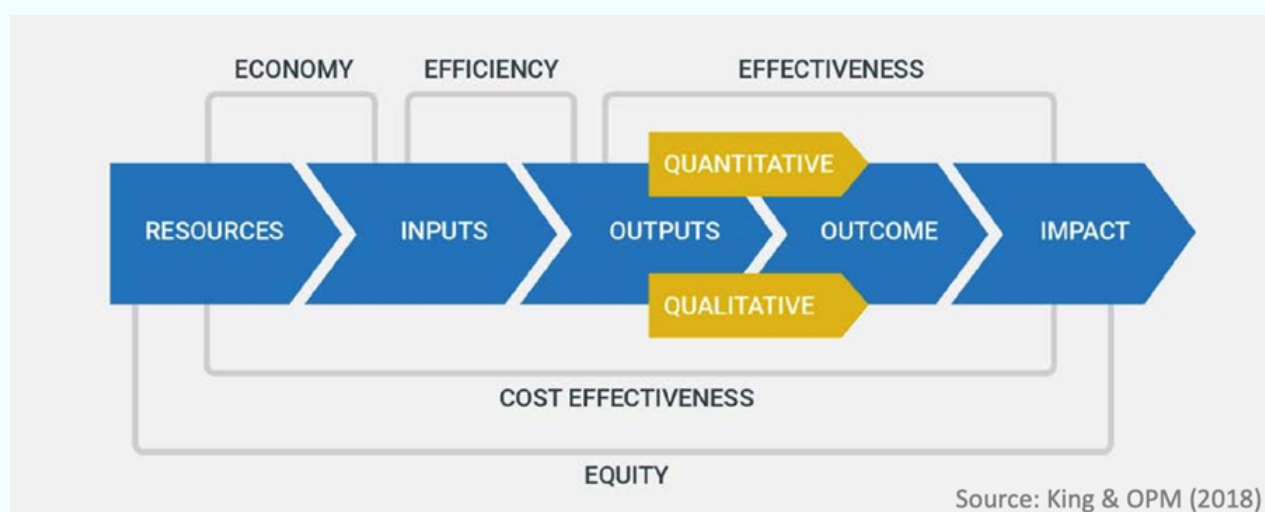


Vfl criteria are the features or aspects of ‘good resource use’ that should be examined in the evaluation. A comprehensive evaluation of Vfl should consider the features of the resource use itself (‘what did we put in?’), consequences of the resource use (‘what did we get out?’), and the basis upon which these two factors should be reconciled (‘was it worth it?’).

Criteria should be contextually defined (Schwandt, 2015), in collaboration with stakeholders (King et al., 2013) – so a definitive set of Vfl criteria cannot be specified here. Nonetheless, one set of criteria is shown as an example (Figure 3). These criteria, and variations on them, are in widespread use around the world. This example shows a set of five criteria, used by organisations such as the UK Government’s Foreign & Commonwealth Development Office and National Audit Office, colloquially referred to as the “Five Es” (King & OPM, 2018).

The Five Es are **economy** (good stewardship of resources to buy inputs), **efficiency** (using inputs productively to maximise outputs), **effectiveness** (achieving outcomes), **cost-effectiveness** (maximising outcomes and impacts for the resources invested) and **equity** (addressing inequities and improving distributive justice through programme design, delivery, and outcomes). These criteria are not the last word on dimensions of Vfl (e.g., other aspects of good resource use may include, but are not limited to ethics, relevance, coherence, and sustainability) but they are often a reasonable starting point for developing context-specific definitions of what good resource use looks like in a particular programme.

Figure 3: The Five Es framework



In the Youth PMHA evaluation, criteria were developed in workshops with kaupapa partners as outlined earlier.

Criteria are positioned at step 2 of the VfI process so that they can be aligned with the theory of value creation. Accordingly, three overarching criteria were identified for the Youth PMHA evaluation, together with more detailed sub-criteria, mapping back to the value propositions outlined in Figure 2 (page 13), namely:

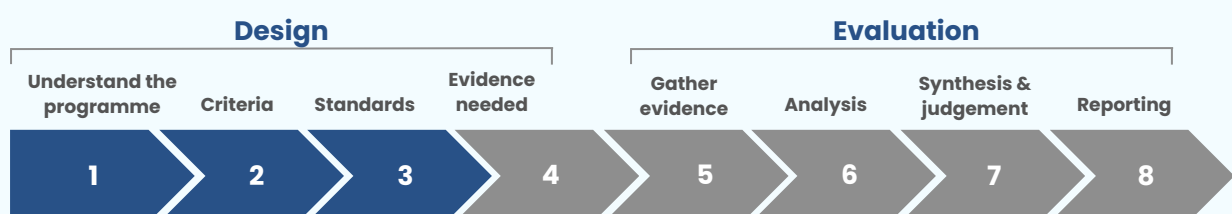
- Looking after resources, equitably and economically
- Delivering services, equitably and efficiently
- Generating social value, equitably and effectively.

These overarching criteria positioned equity as a primary focus alongside the more traditional economic framing addressing stages of the value chain i.e., economy (converting resources to inputs), efficiency (inputs to outputs), and effectiveness (outputs to outcomes).

Similarly, sub-criteria were developed, aligned with the theory of value creation and reflecting workshop attendees' perspectives about how Youth PMHA would create value. For example, sub-criteria of efficiency were conceptualised across four different dimensions, namely technical, allocative, dynamic, and relational efficiency. Three of these terms (technical, allocative, and dynamic efficiency) are commonly accepted economic concepts of efficiency although their definitions were modified to fit the Youth PMHA context. The fourth dimension, relational efficiency, is a recurring theme in VfI evaluations and was added to the Youth PMHA evaluation in recognition that without effective relationships, communication and trust, resources would be wasted. The specific definitions of these dimensions for the Youth PMHA evaluation were based on information from the workshops. These definitions are set out in the rubrics, which are detailed in the annex to this report.

When developing criteria, an important consideration was identifying how the Crown responsibilities under Te Tiriti o Waitangi (Treaty of Waitangi) could be exemplified in Youth PMHA. The four goals outlined in *Whakamaua: Māori Health Action Plan 2020-2025* (Ministry of Health, 2020) set out the Ministry of Health's expression of Te Tiriti o Waitangi. Therefore, a specific discussion in the evaluation design workshops explored how each of the four goals would be reflected in Youth PMHA if it was working for rangatahi Māori, involving whānau as part of the solution and responding to Crown Te Tiriti obligations.

### Step 3 - Standards



Vfl standards are defined levels of performance that apply to each criterion. The standards specify what the evidence would look like at different levels of performance (Davidson, 2014). They articulate an agreed basis for making judgements. A generic set of standards that is broadly applicable to many criteria is shown in Table 1 (King & OPM, 2018). Note that standards do not always have to use the labels ‘excellent’, ‘good’, ‘adequate’ and ‘poor’, nor are there always four levels. Standards are developed to be fit-for-purpose in the context in which they are to be used.

**Table 1: Generic standards (King & OPM, 2018)**

Standard	Generic definition
<b>Excellent</b>	Meeting or exceeding all reasonable expectations/targets bearing in mind context. Room for incremental improvements.
<b>Good</b>	Generally meeting reasonable expectations/targets, allowing for minor exceptions. Some improvements needed.
<b>Adequate</b>	Not meeting expectations/targets but fulfilling minimum requirements and showing acceptable progress overall. Significant improvements needed.
<b>Poor</b>	Not fulfilling minimum requirements or not showing acceptable progress overall. Urgent improvements needed.

A matrix of criteria and standards is called a rubric. Rubrics can take different forms – e.g., generic, holistic, or analytic (for examples see McKegg et al., 2018: *Evaluation Building Blocks*).

Like criteria, standards should be developed with stakeholders. Criteria and standards are developed sequentially, often as part of the same workshop(s) or consultative process(es).

Developing rubrics requires skilled facilitation and there are numerous ways to elicit values from stakeholders (for examples, see King, 2023c: *Developing rubrics with stakeholders*). Guiding principles include determining who the relevant stakeholders are, bringing the right people together, using participatory processes, suspending conversations about measurement, tailoring rubrics to the context, and keeping them simple (for details see King & OPM, 2018).

In the Youth PMHA evaluation, the workshop process for developing standards focused on developing agreed definitions of programme performance at two levels: ‘Meeting minimum requirements’ and ‘Excellence’ in relation to the components of the Youth PMHA Theory of Value Creation. The evaluation standards defined these two levels, but there were two further levels, namely ‘Not meeting requirements’ and ‘Pathways towards excellence’, that reflected performance below minimum requirements and in between minimum requirements and excellence. Having just two descriptive levels in the Youth PMHA evaluation gave enough guidance to make evaluative judgements, but also enabled some flexibility in the judgements to respond to adaptations in the programme. This developmental framing was particularly important for Youth PMHA because the standards were set before most providers were up and running and the Youth

PMHA programmes were each different and tailored to their community and context. As an example, one of the standards created for the Youth PMHA evaluation is detailed in Table 2 below, relating to equitable and flexible services access within Youth PMHA. The full set of detailed criteria and standards are detailed in the annex to this report.

Before finalising the Youth PMHA standards, a further review step was completed after the workshop. Having standards that reflect the aims of the programme as well as the theory of change and theory of value creation are critical to the success of any evaluation. Therefore, the entire evaluation team reviewed the standards before they were finalised to ensure the standards reflected the programme and its context, and sufficiently integrated the equity focus of this evaluation.

**Table 2: Example of Standards for Youth PMHA Vfl evaluation**

Equitable and flexible service access			
Not meeting requirements	Meeting minimum requirements	Pathway towards excellence	Excellence
[below the level outlined in the criterion for 'meeting minimum requirements']	Services are delivered in settings that are accessible and acceptable to rangatahi.	[between the levels outlined in the criterion for 'just good enough' and 'excellent']	<p>Services are delivered in a range of settings and are flexible and mobile, allowing rangatahi to be in the setting of their choice, where they feel the most comfortable.</p> <p>Services are accessible within a Māori community setting.</p>

## Step 4 - Evidence needed



Rubrics delineate the focus and scope of the evaluation. Therefore, in a logical sequence of evaluation design, it is after rubric development that we are able to determine what forms of evidence are needed and will be credible to address the criteria and standards, and what design and mix of methods should be used to collect and analyse the evidence (including suitable approaches to causal inference). Method selection should be contextual and negotiated (Montrosse-Moorhead, Griffith, & Pokorny, 2014; Patton, 2021; Yarbrough et al., 2011), so stakeholder participation is important at this step, too.

Determining evidence needed involves looking at the criteria and standards and asking questions such as: What evidence is credible to whom? What kinds of evidence are feasible in this context? What different sources of data are there for triangulation? Where there is a shortage of evidence, what information would help to provide approximate answers to important questions?

*“Generally it is considered good practice to have more than one source of evidence to assess performance on any criterion. All data has flaws, there is no single source of data that tells a complete story”. (McKegg et al., 2018, p. 12).*

In Youth PMHA, we developed a list of possible sources of evidence based on the criteria, standards, and the context of Youth PMHA. This list was discussed at the final workshop and a final set of evidence sources was collaboratively created that would provide authentic and meaningful data for making evaluative judgements against the criteria and standards. The agreed sources of evidence for Youth PMHA were:

- Interviews with Youth PMHA providers and Te Whatu Ora/Ministry of Health staff
- Interviews with rangatahi and whānau
- Thematic analysis of the Youth PMHA provider narrative reports submitted quarterly to Te Whatu Ora
- Survey of Youth PMHA providers
- Survey of rangatahi
- Analysis of service volumes and other output data submitted to Te Whatu Ora by providers.

As is clear from the list above, the sources of evidence combined qualitative and quantitative data, consistent with the VfI approach. The evidence sources also gathered perspectives directly from providers and rangatahi so the evaluation could create a layered and nuanced picture of the value of Youth PMHA.

In a VfI evaluation, the potential inclusion of economic methods of evaluation (such as cost-benefit analysis, cost-effectiveness analysis, or cost-utility analysis) should be given due consideration. Economic methods can contribute important insights and can supply part of the evidence toward an overall determination of VfI (King, 2023). In general, however, they are insufficient on their own to represent a complete evaluation of a complex social programme. For example, “collective values, distributive justice, power dynamics, public dialogue, and qualitative evidence are peripheral” to these methods (King, 2019, p. 3). Moreover, it isn’t always necessary, desirable, or feasible to include economic methods.

In the case of the Youth PMHA evaluation, economic evaluation was agreed to be out of scope because the aspects of social value reflected in the criteria (wellbeing outcomes for rangatahi and whānau, and more efficient and equitable use of health care resources) could not be assessed quantitatively or monetarily from the available evidence.

The evaluation design phase culminated in the preparation of a written evaluation framework and plan. Once this document was endorsed by kaupapa partners and formally approved by Te Whatu Ora, the team proceeded to implement the evaluation as follows.

## Implementing the evaluation

Steps 5-8 of the VfI process involve gathering and analysing evidence, bringing the streams of evidence together, guided by the rubrics, to synthesise and make evaluative judgements, and reporting findings. The following paragraphs describe how these steps were implemented in the Youth PMHA evaluation.

### Step 5 - Gather evidence



Gathering the necessary evidence involves following accepted good practices and ethical standards associated with the selected methods. Some of the evidence might be collected directly by the evaluation team. Evidence used in the evaluation doesn't necessarily have to be new evidence, however – it might come from existing sources (McKegg et al., 2018). Depending on the situation, the evidence could include a mix of quantitative and qualitative data, which could be gathered through (for example) observation, measurement, surveys, focus groups, interviews, administrative databases, financial accounts, literature, and documentation.

The criteria and standards provide a ready structure for data collection, supporting efficient and focused systems to organise the evidence for analysis. For example, in Youth PMHA, the design of surveys and interview guides systematically followed the content of the rubrics, using a sequence of sub-headings consistent with the sub-criteria, so that the feedback directly addressed the criteria.

Often, evidence gathering may be divided between team members based on their skill sets and communities of interest. This practice supports the validity of data collection because of the expertise (including cultural fit and lived experience) that people bring to the process (Goodwin, Sauni & Were, 2015). In Youth PMHA, using peoples' specific skill sets started with the development of data collection tools. One lead person created the interview and survey guides and then they were reviewed by the whole team with an intentional focus on making sure the questions were appropriate for the target audiences. Having one person develop the initial draft supports a coherent and cohesive approach across the streams of data collection, which helps to ensure the data gathered is aligned with the rubric. Similarly, output data and other quantitative data collection was designed by the data scientist.

During data collection, the Youth PMHA evaluation ensured that wherever possible, young people were involved in collecting data from young people, and Māori team members engaged with kaupapa Māori providers and rangatahi Māori. This approach supports interviewees to feel more comfortable and that they are understood and can speak from their own perspectives to someone with lived experience of those cultures or age groups. Finally, early conversations between the



the data scientist in the evaluation team and the data analysts at Te Whatu Ora supported the inclusion of appropriate quantitative output indicators in the evaluation.

## Step 6 - Analysis



During this step, each stream of evidence is analysed individually, to identify findings that are relevant to the evaluation questions, criteria, and standards.

Each strand of evidence may be analysed by different team members. In Youth PMHA, different team members took responsibility for analysing and writing up evidence from different sources, producing a series of annexes for the evaluation report. These annexes were structured according to the criteria. As the data collection tools had also been structured by criteria, the data were already organised in a coherent form, facilitating efficient analysis.

Given the number of team members involved in analysis and the quantity of data, systematic analysis processes were developed that supported consistency of the analysis across team members, to enable efficient synthesis. Initially a document was shared with the team that summarised which evidence sources related to which criteria. Then a standardised reflection template was developed that linked to the criteria so team members could reflect on the evidence they were analysing against each of the criteria. This reflection template asked each team member to share the key themes, what they were unsure about and where tensions and differences existed. These reflection templates promoted a consistent analysis structure across the team.

In any evaluation, it is important to address the question of causality. Within the context of a new, evolving, complex intervention, with no consistently collected quantitative outcome data,<sup>3</sup> statistical attribution methods (such as a matched control group) were out of scope for the Youth PMHA evaluation. Instead, the evaluation considered the contribution of the initiative to the changes identified through stakeholder feedback. This approach uses the theories of change and value creation as a posited 'chain' of events and considers whether the totality of evidence at each level of the chain suggests, at face value, that the initiative may plausibly have contributed to the reported outcomes. Note that the conclusions do not "prove" causality, nor do they estimate an effect size or percentage contribution. The objective is simply to establish whether there are rationale to "convince a reasonable but sceptical observer" (DCED, 2016) that the results are consistent with the proposition that Youth PMHA contributed to the reported changes for rangatahi and their whānau.

<sup>3</sup> We note, however, that outcomes data collection is planned for future development in the Youth PMHA initiative.

## Step 7 - Synthesis and judgements



Synthesis is a distinct and separate step from analysis. Whereas analysis involves examining pieces of evidence separately, synthesis involves combining all the elements to make sense of the totality of the evidence collected. This is also the step during which evaluative judgements are made against the criteria and standards.

*Evaluation synthesis is a systematic way to take account of the good and not-so-good performance. It helps evaluators reach transparent, credible evaluative conclusions about the quality and value of something. The synthesis process entails assessing evidence using definitions of “quality” and “value” to come to defensible conclusions about performance. This is the crux of evaluative reasoning. (McKegg et al., 2018, p. 17).*

Stakeholder engagement is important during these steps, because a collaborative sense-making process contributes to evaluation validity by incorporating multiple perspectives and promotes stakeholders’ understanding, ownership, and use of the evaluation findings.

In the Youth PMHA evaluation, there was a significant volume and breadth of data to synthesise and so there were several steps to bring findings from each evidence source together. However, writing the annexes with consistent headings that related directly to the criteria helped to streamline the process and provide a clear structure.

The first step in the synthesis process was a sense-making session for the evaluation team where team members spoke about the key themes they had identified from their data collection, related to the criteria. This took place before the annexes were written, so that each writer could have a sense of the overall picture as they were analysing and writing the findings from their source of evidence.

Then, as part of the annex writing process, each person made preliminary evaluative judgements (sometimes in conversation with other team members), rating the performance level on the rubric for each criterion. These tentative judgements were based solely on findings from a single source of evidence.

The final synthesis step was for one team member to look across all the annexes and make draft evaluative judgements for each criterion based on all the evidence. For the Youth PMHA evaluation, because it was a youth-based programme, the voice and evaluative judgements from rangatahi were privileged in the synthesis process. Similarly, where there were criteria directly related to kaupapa Māori, perspectives from Māori were prioritised in the synthesis process. These

draft evaluative judgements were then shared with the evaluation team and were reviewed and refined according to evaluation team feedback.

Once the draft synthesis judgements and evaluation findings were identified, the evaluation leads held a sense-making session to share these draft judgements and findings with key kaupapa partners. This session provided an opportunity for kaupapa partners to validate, contextualise and challenge findings, and to share their perspectives about the implications of the findings for generating future value. This process does not compromise the independence of the evaluation as the evaluation team remains responsible for determining final evaluative judgements.

## Step 8 - Reporting



The objective of reporting is to communicate findings, presenting a clear and accurate account of evaluative judgements, supported by evidence and transparent reasoning (King, 2019). A good evaluation report gets straight to the point and gives a clear statement of findings, up front, including VfI ratings (excellent, good, etc) against the criteria. The reader should not have to work hard to find answers to the KEQs.

The Youth PMHA evaluation is a case in point. It provides an Executive Summary in four pages, which succinctly answers each of the three KEQs in turn. Directly after the Executive Summary is a table that systematically presents VfI ratings against each criterion, together with key evidence supporting the ratings. The subsequent three sections provide further detail on key findings against each KEQ – using the criteria as the sequence of sub-headings within each section and weaving key pieces of mixed methods evidence together to address each criterion in turn.

The main body of the report is relatively compact at 36 pages, while annexes provide deeper analysis of evidence from each source. This approach to reporting ensures the most important information for decision-makers is presented as early as possible in the report, and that sufficient evidence and reasoning is presented, in a logical manner, to show how conclusions were reached. The transparency of this approach means that the judgements are traceable and challengeable, supporting evaluation credibility and validity.

Table 3 below details the overall structure of the Youth PMHA report, and the focus that each chapter brought to give effect to the VfI approach.

**Table 3: Youth PMHA report structure using Vfl approach**

Section	Focus
Overview sections	Acknowledgements Executive Summary Summary of evaluative judgements using Value for Investment criteria Glossary of te reo Māori terms used in this report
Introduction	Overview of Youth Access and Choice Value for Investment overview Theory of change and theory of value creation Methods
KEQ1: How does Youth PMHA create value?	How Youth PMHA delivers value in an overall sense through the lens of the theory of value creation
KEQ 2: To what extent does the Youth PMHA provide good value for the resources invested?	Looking after resources, equitably and economically Delivering Youth PMHA services, equitably and efficiently Generating social value, equitably and effectively
KEQ3: How could the Youth PMHA provide more value for the resources invested?	Suggestions for ways in which Youth PMHA can offer more value in the future
Annexes	Rangatahi interviews Rangatahi survey findings Provider interviews Provider survey Service data analysis Narrative reporting Detailed value criteria

## 4. Reflections on applying Vfl in the Youth PMHA evaluation

### Bringing together evaluative and economic thinking

Value for investment (good resource use) is a shared domain of evaluation and economics. Accordingly, the Value for Investment system integrates theory and practice from evaluation and economics. The influence of both disciplines is brought to bear at each step of the Vfl process, informing theory-building, the development of criteria and standards, determining evidence needs, gathering and analysing evidence, making evaluative judgements, and reporting findings. Combining insights from economic and evaluative thinking was supported in the Youth PMHA evaluation by intentionally forming a multidisciplinary evaluation team.

While economic methods of evaluation such as cost-benefit analysis (CBA) did not contribute evidence to the Youth PMHA evaluation, this case study illustrates the principle that economic methods are used contextually within the Vfl system, “where feasible and appropriate”. While CBA is often an appropriate method to include, in some cases it is not necessary, desirable, or feasible to do so. In this instance CBA was agreed to be out of scope because the kinds of evidence needed to undertake a high quality CBA were not available at the time the evaluation was undertaken. The Vfl system, in this instance, provided a viable alternative that involved defining the value proposition of the initiative, a set of criteria and standards articulating what it would mean for the initiative to meet its value proposition, and using mixed methods to assess the extent to which the value proposition was met.

### Clarifying value alongside change

Developing a theory of value creation alongside the theory of change helped to clarify what kinds of value are created; value from whose perspective; mechanisms of value creation; and critical factors affecting the ability of a programme to use resources efficiently, effectively, equitably and to create sufficient value to justify the resources used. This in turn brought clarity to the development of rubrics for evaluating resource use and value creation.

Rubrics are the backbone of the Vfl system, supporting clear reasoning at each step of the process. Developing rubrics brings stakeholders to the table to co-define what good Vfl looks like in context. Rubrics delineate the scope of the evaluation and help to clarify what evidence needs to be collected. They provide a framework for organising the evidence so that it is efficient to analyse. They provide a shared, agreed set of lenses for collaboratively making sense of the evidence and for getting from the evidence (“what’s so”) to evaluative judgements (“so what”). They document a shared language for defining terms like ‘excellent stewardship of resources’ or ‘adequate creation of social value’ in context. Rubrics provide a structure for reporting findings, based on the aspects of resource use and value creation that are agreed to be important.

### Engaging stakeholders (kaupapa partners) in design and synthesis

Engaging kaupapa partners in co-designing the framework meant the development of criteria and standards explicitly reflected the negotiated values of key people involved in the design, funding, delivery, and use of the services (and not just the values of the evaluation team). This ensured the evaluation was conducted on a basis that kaupapa partners and end users of the evaluation would find valid and credible. This increases the likelihood that findings will be understood, endorsed, and used. It also served to build evaluation capacity within the Youth PMHA kaupapa partners. If they have a positive evaluation experience and gain first-hand

experience in taking part, they will be better-informed about what to expect and how to engage effectively in future evaluations.

### **Transdisciplinary learning and mixed methods**

The process of co-developing and using rubrics is both an art and a science, requiring skills in facilitation, cultural competence and knowledge, robust conceptual thinking, wordsmithing, and graphic design. These skill sets should be taken into account when forming evaluation teams.

The Vfl system encourages the use of mixed methods, whereas traditionally value for money questions have usually been addressed using predominantly economic and/or other quantitative methods of evaluation. By blending economic concepts with broader approaches to evidencing and valuing performance, the Vfl system allows an evaluation to integrate different forms of evidence in an intentional way, and to justify the selection of methods by explicitly identifying multiple forms of evidence needed to address each criterion. This helps the evaluation to unpack the story behind the numbers and present a nuanced assessment. It also permits robust, transparent assessment of Vfl in complex and hard-to-measure contexts such as Youth PMHA, where data limitations precluded economic evaluation.

Vfl isn't a method; it's a system, comprising a set of principles and a process within which evaluators are encouraged to work reflectively and reflexively, aligning and applying their own methods, tools and expertise to the evaluation. Following the 8 steps of the Vfl system helps to make the approach intuitive to learn and practical to implement. The 8-step system also supports clear project planning, project management and progress reporting.

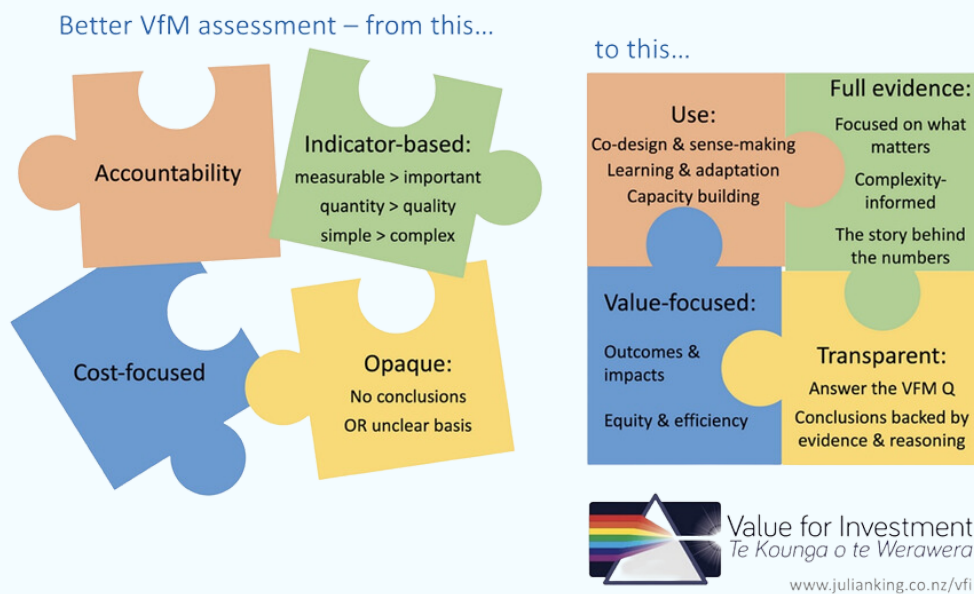
### **Delivering value in evaluation practice**

Ultimately, clients and stakeholders appreciate the findings of a Vfl evaluation because explicit evaluative reasoning, embedded in the stepped process and principles underpinning Vfl, provides a pathway for evaluators to provide clear answers to value questions. The Vfl process facilitates an evaluation that commences with an understanding of the programme and the system in which it is situated and helps stakeholders to think clearly about what they are trying to achieve, the value proposition of the investment, and what success and good Vfl look like. Because clients and stakeholders are engaged throughout the process, the evaluation is more than just a report. The conversations that take place throughout the evaluation add value and help to inform decision-making even before reports are written. These processes, in turn, guide the evaluation team to deliver reports that are cogent, accurate and useful.

In the case of the Youth PMHA evaluation, the Vfl delivered on its intended benefits (Figure 5) of widening the Vfl imperative from accountability to evaluation use (in co-design, sense-making, learning and adaptation, and evaluation capacity building); widening the evidence base from quantitative to mixed methods evidence and complexity-informed deliberative sense-making; widening the focus from resource use and costs to value creation; and delivering a report that provides clear conclusions supported by evidence and logical argument.



**Table 5: Intended benefits of the Value for Investment system**



### Limitations/challenges of the Vfi approach

The Vfi system was designed to overcome limitations and challenges associated with using any one method to evaluate resource use and value creation, by using an appropriate mix of methods. The system helps evaluators to navigate steps such as theory building, criteria development, methods selection, and synthesis in contextually-responsive ways. However, any approach has its own limitations and challenges.

A general challenge associated with this approach is the ability to compare different programmes when criteria are contextually developed for each programme. Where such comparison is important, this issue can be addressed by specifying more general criteria and standards intended for comparative purposes, and/or through the inclusion of standardised metrics where these offer valid points of comparison (King, 2019).

Potential stakeholder bias toward indicators of efficiency is a potential challenge to the adoption and use of Vfi. For example, where CBA is included within the evaluation (which was not the case in this instance), indicators that come out of the CBA such as net present value (NPV) appear beguilingly simple and are already well accepted as a way of communicating value, despite their limitations. In contrast however, using criteria and standards to make evaluative judgements from diverse evidence requires a more nuanced and discursive presentation of findings (King, 2019). Nonetheless, the rubrics do facilitate presenting key findings in simple statements, backed by evidence and reasoning.

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## Further Vfi resources

- [www.julianking.co.nz/vfi/resources/](http://www.julianking.co.nz/vfi/resources/)
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## 6. Detailed value criteria

### Looking after resources, equitably and economically

Procurement and funding processes			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Procurement process is transparent and results in a national network of services being established		<p>Procurement process is part of an ongoing dialogue with service providers</p> <p>Procurement provides opportunity for Māori service providers to access funding in a way that best fits their kaupapa</p> <p>Procurement actively seeks to partner with local iwi/hapū to guide the procurement process</p>
	Equitable funding for Māori providers (proportionate to need)		<p>Māori providers are resourced in recognition of the additional work/burden they carry</p> <p>Funding decisions carefully weigh up and are clear about trade-offs</p> <p>Funding recognises the cultural capital of Māori providers and their ability to recognise the diverse realities of Māori</p>

Design and knowledge base – building on existing infrastructure and expertise			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	<p>Existing intellectual, social and cultural capital of the sector (know-how, networks, values, ways of working, etc) are used appropriately to develop and provide services</p> <p>Existing staff are given opportunities to develop their skills and knowledge to better provide youth services</p>		<p>Local/community connections, knowledge and skills are valued and nurtured</p> <p>Existing staff are provided in-depth development opportunities and supported to develop their skills and knowledge to better provide youth services. This includes regular cultural and rainbow competency training.</p>

	<b>Just good enough</b>		<b>Excellent</b>
	Cultural competency and rainbow competency trainings are provided to all staff as part of the induction process and as continued professional development.		
	Services are designed in consultation with iwi Māori/hapū/whānau and rangatahi Māori		A supportive relationship is co-created/mutually negotiated between rangatahi Māori and providers to support ongoing service design and delivery.
	Services are designed in consultation with rangatahi (including diverse youth)		Services are co-designed with iwi Māori/hapū/whānau and rangatahi Māori leading the design  Services are designed using mātauranga Māori (including rongoā Māori)

Performance management and accountability			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Service providers are required to demonstrate that they meet basic expectations for stewardship of resources and accountability to funders (e.g. financial budgeting and reporting, progress and performance reporting, risk management)		Service providers are supported to be exemplary stewards of resources (e.g. supported to establish, use and refine outcome monitoring systems) and are accountable to all kaupapa partners including iwi/hapū.  <b>Mana whakahaere</b> is demonstrated by the Ministry as funder through kaitiakitanga over the system (moving beyond management of assets or resources, to supporting a system to thrive)

## Delivering Youth PMHA services equitably and efficiently

Equitable and flexible service access			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Services are delivered in settings that are accessible and acceptable to rangatahi		Services are delivered in a range of settings and are flexible and mobile, allowing rangatahi to be in the setting of their choice, where they feel the most comfortable
	Rangatahi can access a range of support options		Services are accessible within a Māori community setting
	Rangatahi can access services with low or no barriers to access		Rangatahi and their whānau/family feel that the service is there for them whenever they need them
	Rangatahi from diverse backgrounds can access services (including Māori, Pacific, refugee/migrant and LGBTQI+)		Services work to actively remove barriers to access - both on a systems level and working with individual rangatahi and their whānau to remove their personal barriers to access
	Services are delivered in a way that generally meets demand		Large flexibility in service - when and where to meet, who to meet, with the option to try and then change to something that works better (self-directed)
			Services are responsive to the changing needs of young people
			Service delivery is calibrated so that all rangatahi can receive services appropriate to their needs and are not left isolated and waiting

Reaching young people and whānau/family			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Service volumes meet minimum expectations.		Services are well utilised, providing an efficient volume of support at an efficient cost (e.g. further increases in utilisation would not significantly reduce unit costs of delivering services)

	<b>Just good enough</b>		<b>Excellent</b>
	Increasing numbers of rangatahi in priority groups (Pacific, Māori, Refugee/migrant LGBTQI+, and other young people known to experience inequities) are accessing the help they need		Services are successfully reaching significantly increased numbers of rangatahi in priority groups including people who were previously under-served or hardly reached
	Wait times are reduced for rangatahi to access appropriate services, and are making progress towards initial contact within 3-5 days where contracted		Services are consistently meeting 3-5 day waiting times for initial contact.

Shifting the locus of control			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Rangatahi voice and lived experience (including Māori, Pacific, refugee/migrant and LGBTQI+) is championed and respected in service development and delivery		Rangatahi voice and lived experience is championed and respected, alongside inclusivity/openness to multiple worldviews/bodies of knowledge
	Services are tailored to different cultural groups/perspectives		Services prioritise self-determination by rangatahi in the support they receive and how they receive it
	Services are based on evidence and experience of what is known to work well and incorporate mātauranga Māori		There is a wide choice of services available to meet the needs of different population groups, and there is representation of these different groups in the service provider
			A service seeks to decolonise and is mindful of/actively seeks to address and question power dynamics
			Services uphold <b>Mana motuhake</b> : Māori self-determination, Māori authority over their lives, according to Māori philosophies, values and practices including tikanga Māori
			Services uphold <b>Mana Māori</b> - enable Ritenga Māori, are framed by te ao Māori, enacted through tikanga Māori and encapsulated within mātauranga Māori



Manaakitanga and cultural fit			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Rangatahi from all cultures and backgrounds experience services and staff as warm and friendly		Services feel human and relatable; as rangatahi, with rangatahi
	Rangatahi from all cultures and backgrounds feel comfortable in the services being delivered and intend to continue to make use of the services		Rangatahi experience services as mana enhancing and reflective of their own world view
	Whānau/family are included in support provision		Whānau are welcomed and encouraged into the support experience, with links available to support services for whānau

System connections			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Services provide access to a range of other health, cultural and social service providers		Services provide seamless and timely access to a range of other health, cultural and social service providers
	Effective links in place between community and clinical settings		There is a continuum of care between community-based programmes and clinical settings that is mutually supportive and enables positive outcomes for rangatahi and their whānau/family
	Collaboration is evident between YPMHA service providers and other local services, as well as between YPMHA service providers across the country.		Collaboration is evident between service providers and is adding value to the services being delivered

Learning and improving			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Services and funder have systems in place to support learning and improvement		Services and funder are demonstrably working as a 'learning system', collecting and reviewing evidence and feedback, reflecting on performance, and adapting to become more efficient, equitable and effective over time.

## Generating social value, equitably and effectively

Wellbeing outcomes for rangatahi and whānau/family			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Rangatahi feel the service helped them and their whānau/family		Rangatahi feel the service helped them to reach their potential and has given skills for ongoing support/resilience
	Rangatahi have developed some skills, and are building confidence and ability to draw on them outside of the support context		Rangatahi feel resourced to navigate the inevitable ebbs and flows in their experiences/wellbeing – building resilience, acceptance, and confidence to draw on internal and external resources
	Rangatahi develop skills and confidence to communicate and manage their distress in effective ways that support their wellbeing		Rangatahi feel empowered and are provided the opportunity to take up leadership positions
	Rangatahi feel resourced to live with mental distress		Some rangatahi who accessed services go on to have a role in holistic youth mental health spaces themselves in a way that feels meaningful for them
	Community-based programmes/services achieve their stated goals		Support encourages/facilitates the strengthening in rangatahi of community networks/resilience as well as internal skills
	Positive outcomes as defined by the service are reached		Rangatahi Māori feel that they are contributing to thriving whānau/hapū/iwi and communities
			Rangatahi Māori feel the service affirms their identity as Māori
			Positive outcomes as defined by the rangatahi and the service are reached
			Rangatahi are reaching their full potential, as defined by rangatahi
			Rangatahi confidently explore and affirm their identity
	Service is responsive to the needs of Māori, Pacific, refugee/migrant, LGBTQI+ and other groups		<b>Mana tangata</b> – For those who access services, outcomes experienced are equally good for Māori and other traditionally underserved groups, and contribute to population wellness

More efficient and equitable use of health care resources			
<i>[below the level outlined in the criterion for 'just good enough']</i>	<b>Just good enough</b>	<i>[between the levels outlined in the criterion for 'just good enough' and 'excellent']</i>	<b>Excellent</b>
	Youth primary mental health and addiction services contribute to better use of scarce resources across the primary care continuum (e.g. reduced pressure on other parts of the system)		<p>Mild to moderate mental health and addiction issues are being identified and addressed at an early stage, before they become more serious - more equitably and in particular for priority groups</p> <p>Early intervention is reducing need for higher-intensity services – more equitably and in particular for priority groups</p>