



Inspiring Young Enfield Evaluation & Review

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for Enfield Council by Dr Mike Medas



Yemi Akinfenwa
Inspiring Young Enfield Project Manager

Rafique Ullah
Head of Youth Service

www.enfield.gov.uk/youth



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Executive Summary

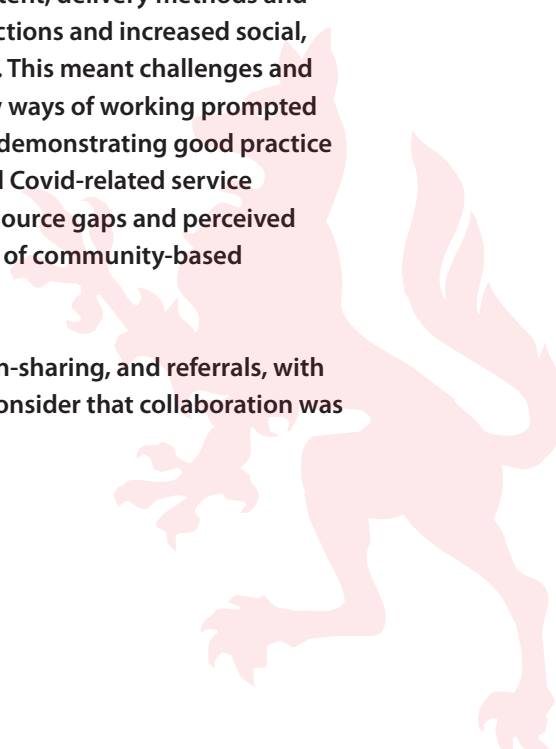
Inspiring Young Enfield (IYE) consists of a 3.5-year partnership programme of 22 projects, aiming to engage young people aged 10-21 who may be at risk of exclusion or involvement in criminal activity or who have been involved in criminal activity. The programme, which is supported by a grant of £1,326,588 from the Mayors Young Londoners Fund programme (YLF), has been led by LB Enfield Youth Services (LBE), who have commissioned this review. The programme was originally planned to operate for 3 years from January 2020 to December 2022, however the delivery period was later extended by six months until June 2023. The extension enabled more young people to benefit from IYE activities, whilst making up for delivery time lost as a result of the Covid-19 pandemic, but without incurring any additional programme costs.

The IYE project activities include personal development, training and mentoring; support around education, employment and family issues; along with sports, performing arts and awareness-raising around diversion from crime. IYE's programme delivery adopted a public health-based intervention model informed by a Theory of Change (ToC), with focus on seven 'positive' outcomes covering the economic, educational, social and health domains.

The programme in its lifetime has successfully engaged with at least 18,426 young people starting activities of whom 17,329 have completed activities, against a profiled target of 6,188 starts and 4,928 completions. The quantitative impact of the IYE programme at the completion of its 3.5 years of operation therefore shows significant over-achievement, with 3.5 times its lifetime target for programme completions. The role of community-based providers and of LBE's youth outreach and youth development informal learning teams has been critical in supporting this achievement, both in terms of the level of direct services provided and in supporting recruitment of young people by other IYE delivery partners.

The Covid-19 pandemic and successive lockdowns during 2020-2021 delayed start of the delivery across the IYE programme. This led to changes in the programme content, delivery methods and demand associated with IYE activities, in response to lockdown restrictions and increased social, economic and health needs faced by young people and their families. This meant challenges and opportunities for delivery partners. Opportunities have included new ways of working prompted by the pandemic and expanded services enabled by the IYE funding, demonstrating good practice in flexibility, creativity, and resilience. Challenges faced have included Covid-related service disruptions and health impacts on staff and volunteers, long-term resource gaps and perceived resistance from some mainstream structures to the direction/content of community-based activities, such as anti-racist work.

The IYE model has enabled collaboration around delivery, information-sharing, and referrals, with the LBE providing facilitation and support, although some partners consider that collaboration was limited by Covid-related restrictions.



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IYE delivery partners see the measurement of progress towards IYE's seven positive outcomes as a robust and practical way to show evidence of diversion of young people from involvement in criminal activity. This view is supported by IYE monitoring data indicating that 80% of all IYE participants to date have achieved 'increased engagement' whilst 13-14% have achieved either 'improved behaviour', 'improved mental health and wellbeing' or 'improved relationships'.

A review of feedback collected from IYE participants, both quantitative and qualitative, suggests that tangible progress has been made by the IYE programme against all seven of its Theory of Change outcomes.

The legacy of the IYE programme for the GLA and LBE, in the view of IYE delivery partners, should include more consistent and long-term funding of youth provision, evidence-based targeting of programmes and a greater appreciation of the value of young people and the benefits of investment in youth-related services.

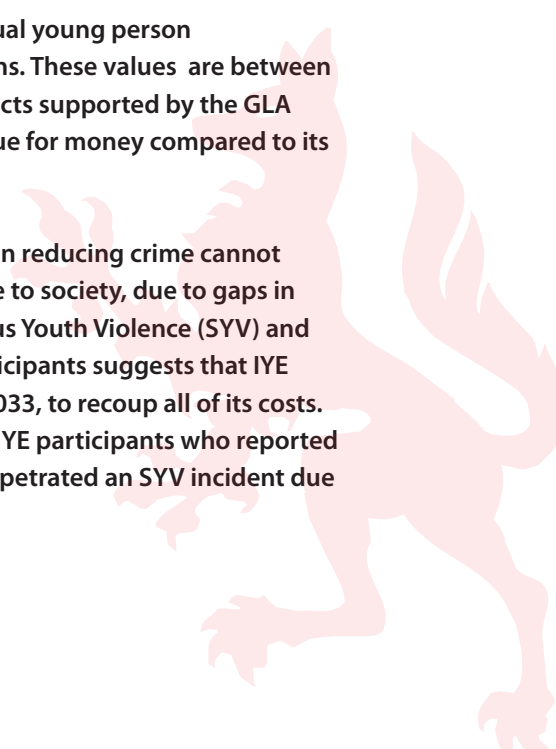
The three factors most critical to the success of IYE so far have included the pivotal role of the LBE youth outreach and youth development informal learning teams; the role of IYE's community-based delivery partners in providing an innovative range of diversionary activities; and the capacity for the partnership to be managed, supported and resourced effectively.

The minimum requirements necessary to sustain a legacy for the IYE programme in Enfield are (a) ongoing resourcing of the LBE youth outreach and informal learning teams at current levels; (b) resourcing of a full-time support worker to build and maintain a consortium of IYE providers; and (c) continued resourcing of key aspects of IYE delivery by community-based partners, as this enables flexible and innovative services that are essential in meeting existing and emerging needs of young people.

An economic appraisal of the IYE programme can be informed by various established methods, although no universally accepted method exists to quantify social and economic benefits of youth work aimed at reducing crime.

The unit costs of the IYE programme to date, i.e. the costs per individual young person participating, are approximately £72 for starts and £77 for completions. These values are between 81-90% lower than the median and average unit costs of all 351 projects supported by the GLA Young Londoners Fund, which suggests that IYE offers significant value for money compared to its peers.

A cost benefit analysis (CBA) approach to estimate the impact of IYE on reducing crime cannot prove conclusively that participation in IYE has reduced costs of crime to society, due to gaps in available data. However, established data on the social costs of Serious Youth Violence (SYV) and self-reported improvements in behaviour or relationships by IYE participants suggests that IYE would need to have prevented 57 incidents of SYV, each costing £23,033, to recoup all of its costs. This outcome may be plausible, as it only requires that around 4% of IYE participants who reported improvements in their behaviour or relationships would not have perpetrated an SYV incident due to participating in the IYE programme.



Executive Summary

A Social Return on Investment (SROI) approach would identify net costs and benefits of the IYE programme, but would require a bespoke analysis informed by stakeholder-based valuations of social outcomes that is beyond the scope of the present study. A review of existing SROI-based studies of similar youth-facing policy interventions suggests that social returns on investment achieved by IYE may be within the range of £5.65 - £7.00 for every £1 invested and that the economic value of positive social outcomes associated with bringing a young person with complex needs up to national average levels of well-being would be over £39k.

An approach based on employment outcomes could employ established metrics to estimate the net present value (NPV) of lifetime economic benefits associated with IYE participants moving from NEET status into employment. As IYE has so far obtained employment for at least 27 participants with prior NEET status, this would show a return on investment for the IYE programme of at least 2.85 to 1. This ratio understates IYE's wider employment gains as it excludes (a) job outcomes for those with former NEET status achieved in the last 9 months of the IYE programme, (b) indirect impacts of IYE's other activities in increasing employability and (c) job outcomes achieved by non-NEET participants in the IYE programme.



The main recommendations of this report are as follows:

To sustain a legacy for IYE, LBE should support (a) Continue support for the LBE youth outreach and youth development informal learning services at their current levels; and (b) Provide resources for a full-time support worker to build and maintain a consortium of IYE providers, to develop funding applications, facilitate meetings, share good practice, identify and address support needs of partners and to attract funds not available to public sector bodies.; (c) Continue to support the most effective aspects of delivery of a range of diversionary activity by IYE community-based partners, as this enables flexible and innovative services that play an essential role in meeting existing and emerging needs of young people.

To improve collaboration, knowledge-sharing, buy-in and capacity to support future work, LBE should hold a series of face-to-face meetings with IYE delivery partners to review progress and plan for the future. Options to be considered should include an audit of capacity-building needs of delivery partners and development of a consortium in which partners might take on greater ownership and/or responsibility.

To improve data collection and monitoring, systems used to monitor progress against the seven ToC outcomes should be reviewed to ensure that robust and consistent measures are available to all delivery partners. Future programmes should consider including supplementary output targets in SLAs to capture a wider range of social, economic, educational and health outcomes; and more prescriptive guidance on monitoring quantitative and qualitative progress. Existing monitoring data should also be reviewed in detail to help quantify economic benefits of progress towards ToC outcomes.

In order to building on the findings of this report and obtain a more detailed perspective on young people's experiences of the IYE programme, a survey of former IYE participants should be considered. This could be undertaken by LBE or an external body in order to be independent of the reporting processes of multiple IYE delivery partners and less complex to administer.



1. Introduction

This report presents the findings of a consultation and review exercise undertaken during the year 2022 into the processes implemented and outcomes achieved by the Inspiring Young Enfield programme (IYE). IYE is a three-year programme of youth-facing service provision supported by the Mayor's Young Londoners' Fund (GLA, 2019), commencing in 2020 and delivered by 22 locally-based partner agencies in the London borough of Enfield.

The report was written by Dr Mike Medas, an independent researcher with a background in management, social research, community development and environmental science, whose experience includes 20 years of delivering social and economic regeneration programmes within the public and third sectors, in order to support London's most deprived communities.



2. Background & Project Brief

Inspiring Young Enfield (IYE) consists of a partnership of 22 interconnected projects that aims to engage young people aged 10-21 who may be at risk of exclusion or involvement in criminal activity or who have been involved in criminal activity. The project activities include personal development, training and mentoring; support around education, employment and family issues; as well as sports, performing arts and awareness-raising around diversion from crime.

The programme is led by LB Enfield Youth Services (LBE) and supported by a grant of £1,326,588 from the Mayors Young Londoners Fund programme (YLF) over the period January 2020-December 2022 (LBE, 2021a, GLA, 2021a). At the time this report was completed, IYE delivery partners had completed three years of scheduled delivery and (for some providers) an additional six months of delivery, which meant that delivery ended in the second quarter of 2023. Overall numbers of young people engaged have been considerably above profile, although engagement rates by delivery partner had been varied.

The experience of successive Covid-19 lockdowns during 2020 and 2021 had clearly meant challenges to service delivery as well as new opportunities in terms of adaptations to services in response. This review responds to the need to evaluate the programme outcomes in depth, in order to support the case for future funding and to better understand the innovations in youth work practice and wider social and economic benefits that IYE has enabled.

The study had the following objectives:

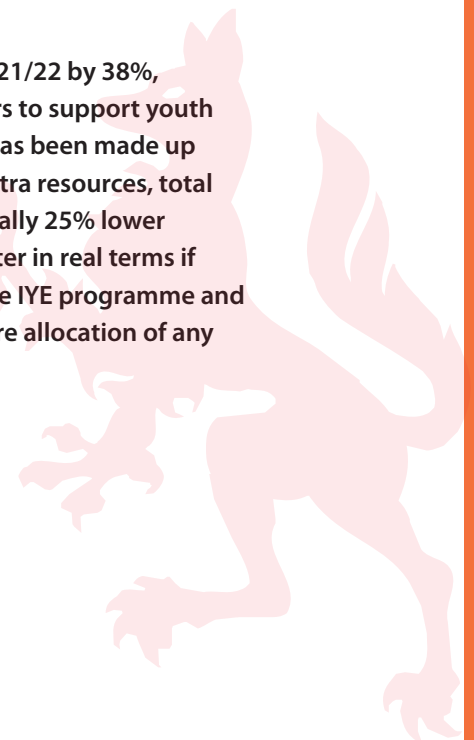
- To analyse the processes and outcomes of the IYE programme, in order to better understand its quantitative and qualitative impacts against profiled targets, needs and theory of change, as well as its legacy of good practice features and possible options for extension.
- To understand the challenges and opportunities for IYE services and beneficiaries posed by successive Covid-19 lockdowns during 2020/2021.
- To identify/quantify the economic value of IYE interventions in relation to the costs and benefits to society and to local services of LBE and its partners of any criminal activity reduced by the programme.
- To make recommendations to inform the IYE forward strategy.



2. Background & Project Brief

The background context informing the IYE programme is as follows:

- The IYE programme and the YLF in general represent a response to a long-term challenge of increasing needs and decreasing service provision around young people and the risk of involvement in criminal activity.
- According to the Enfield Community Safety Plan (SSCB, 2020), Enfield is one of five London boroughs with the capital's highest rates of victims of serious youth violence (SYV) per 1000 young people, while the five years preceding 2019 saw a rise in numbers of victims of SYV of 60% in Enfield, compared to 31% across London.
- A report to the LBE Crime Scrutiny panel in September 2021 (LBE, 2021b) noted that the year 2020-2021 had seen a fall in victims of SYV both in Enfield and across London of 18.8% compared to the year 2019-2020, reflecting the impact of Covid-19 lockdowns, although the annual number of victims in Enfield (324) was still more than double the borough average for London (142).
- The impacts of successive Covid-19 lockdowns on the economic, social and mental health challenges faced by young people have been well documented. 60% of pay rolled employees in London who lost their jobs between January 2020 and January 2021 were aged under 25 (GLA, 2021b). Economic, social and health challenges are also risk factors for greater youth involvement in crime, as victims or perpetrators (Youth Violence Commission, 2020).
- Alongside the long-term increase in risks for young people of criminal involvement, resources to support youth services that might prevent such involvement have fallen. Following the global recession of 2008, reductions to local authority budgets meant that between 2010/2011 and 2016/2017, expenditure in England on children and young people's (CYP) services budgets fell by 4.9%, from £9,260m to £9,180m, however the proportion of CYP budgets spent on youth services fell by 62%, from £1,184m to £448m (YMCA, 2018). In London, local authority youth services were cut on average by 46% between 2011/2012 and 2018/2019, but for Enfield council, an even greater fall in resources allocated to youth services for this period was seen, a fall by 88% from £3.5m to £0.44m (Berry, 2019).
- While the core youth services budget in Enfield fell between 2016/17 and 2021/22 by 38%, from £713,250 to £444,470, the council has been able during the last two years to support youth provision by securing £4.38m from external sources, of which almost a third has been made up by the £1.3m of YLF resources awarded to IYE (LBE, 2021c). Even with these extra resources, total annual funds available for Enfield's youth services in 2021/22 were still nominally 25% lower than the value of core youth service funds in 2010/11. This fall would be greater in real terms if adjusted for inflation. Quantification of the economic and social impacts of the IYE programme and the possible effects of its termination can therefore inform cost-effective future allocation of any resources that may replace IYE services.



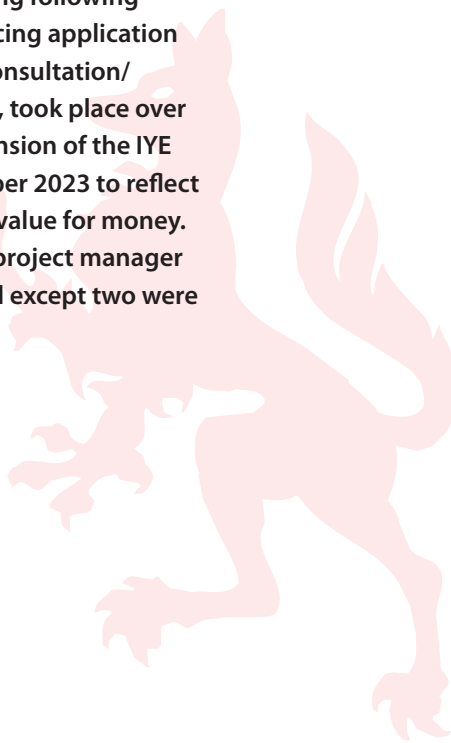
3. Methodology

This study uses a mixed-methods research (MMR) design, which draws on three sources: (a) desk research on programme performance and issues faced by IYE delivery partner, (b) qualitative, semi-structured interviews with programme delivery partners; and (c) quantitative and qualitative feedback from young people about their experiences collected by IYE delivery partners. The MMR approach supports a complementary use of discrete research methods in order to measure ‘overlapping but different facets of a phenomenon’ (Greene et al, 1989, p258). Quantitative programme monitoring data has therefore been complemented by a qualitative narrative from delivery partners. The topic list used for the interviews is listed in Table 3.1.

Table 3.1: Topic list used for interviews and focus group with HCG delivery partners

Topic	Detail
1	Your experiences of delivering IYE services to date
2	The impact of the Covid-19 pandemic and lockdowns on your organisation - internally, externally and participant-facing - including service provision, access by young people, referrals, staffing.
3	Whether any additional, new or different services have been needed
4	Whether the project has delivered its intended outcomes
5	How your project impacts directly on reducing (costs to society of) crime
6	Your experience of working with other IYE partners
7	Any other challenges and opportunities that may have arisen
8	Your future plans for project delivery and any reconfiguration or re-profiling needed

In the interests of efficiency and to avoid residual issues around social distancing following the Covid-19 pandemic, all interviews were conducted using a video-conferencing application (Microsoft Teams) and/or telephone calls rather than face-to-face. The entire consultation/ review exercise, including preparation, fieldwork and completion of the report, took place over a five-month period commencing in March of 2022. Following the agreed extension of the IYE programme’s delivery period until June 2023, this report was updated in October 2023 to reflect the quantitative impact of the additional delivery period on performance and value for money. Delivery partner organisations delivering all 22 IYE projects as well as the LBE project manager responsible for IYE were invited to interviews over an eight week period and all except two were able to attend an interview, as listed in Table 3.2.

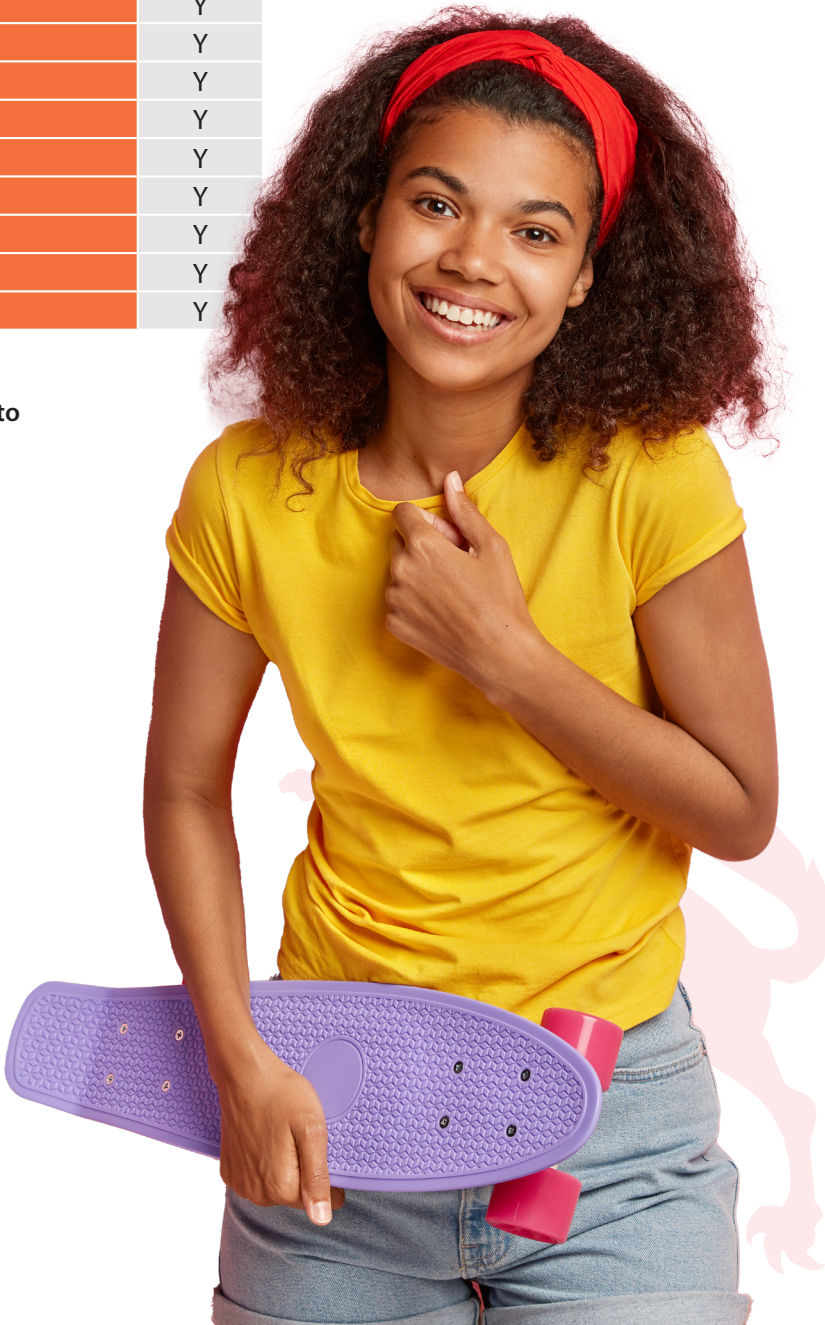


3. Methodology

Table 3.2: Delivery partners and interviewees

Name of delivery partner/interviewee	Interview Status
4-22 Foundation CIC	Y
Chickenshed Theatre	N/A
Doja Rap Club CIC	Y
Edmonton Eagles Amateur Boxing Club	Y
Enfield Parent Engagement Network (*)	Y
Enfield Scorpions Basketball Club	Y
Family Based Solutions	Y
FAZAMNESTY UK CIC	Y
Holler Inspiration Limited	Y
Joe Morris Legacy Ltd	N/A
LBE Progamme Manager	Y
LBE Outreach Hotspots	Y
LBE Youth Development Informal Learning	Y
Life Youth Resource Centre Ltd	Y
Oasis Community Hub: Hadley	Y
Pastor Leo Powell	Y
Ruldolph Walker Foundation	Y
Steppaz Limited	Y
Two Fresh Productions Ltd	Y
Wellbeing Connect Services	Y
Work Works Build Enfield	Y
Work Works Mentoring	Y

* This project did not eventually proceed due to issues associated with the Covid-19 pandemic



4. Report Structure

The results of the study are presented in the following sequence. A brief description of the operational processes of the IYE programme is followed by a review of quantitative results experienced by IYE delivery partners to date. An analysis is then provided of findings on IYE outcomes, both quantitative and qualitative, drawing on internal programme monitoring data, interviews with project partners and feedback from young people. This is followed by a discussion and conclusion, after which recommendations are made.



5. Findings

5.1 Operations of the IYE programme

The IYE programme was based on a proposal developed by community-based delivery partners to deliver diversionary activities aimed at young people aged 11-19. A consortium was then formed with LBE as lead partner and service level agreements (SLAs) were issued to each delivery partner, outlining planned project activities, agreed funding, required numbers of project 'starts' and 'completions' (young people starting and completing an activity) and quarterly monitoring processes. As an initiative funded by the GLA's YLF, all IYE activities had to target two groups of young people, those 'at risk of exclusion or involvement in criminal activity' and those 'who have been involved in criminal activity' (GLA, 2019). Although not explicitly stated by the YLF prospectus, the concept of 'involvement in criminal activity' potentially includes victims as well as perpetrators. Another YLF requirement was for project impacts on anticipated outcomes to be measured using a 'theory of change' (ToC) validated by the Centre for Youth Impact, a body set up by the Cabinet Office of the UK Coalition government during 2014 (GLA, 2019). The IYE theory of change, a copy of which is included at Appendix 1, linked IYE's activities and mechanisms of change with seven outcomes, which were: (a) Increased engagement; (b) Increased sustained employment; (c) Improved mental health and well-being; (d) Improved relationships; (e) Improved behaviour; (f) Improved attainment; and (g) Reduced violence.

The methods used to monitor progress towards these outcomes were informed by IYE's evaluation plan and the service level agreements (SLAs) issued to IYE delivery partners. It should be noted that 'involvement in criminal activity' by young people was not included in the evaluation plan as a feature to be monitored, although LBE was required to report quarterly to the GLA on numbers of IYE participants who were (a) at risk of involvement; and (b) involved in criminal activity. As most of IYE's ToC outcomes relate to improvements within economic, educational, social and health domains, they are better described as drivers for reducing the risks of involvement in crime that are known to be linked to disadvantage and exclusion within these domains. One rationale for measurement of economic improvement by projects aimed at diverting young people away from crime could be that 'crime and poverty are inextricable linked in Enfield' (Enfield Poverty and Inequality Commission, 2020, p20).

IYE delivery partners were required by their SLAs to report on demographic characteristics of project participants but not on their involvement in 'offending' as understood by the criminal justice system (CJS). Whilst the GLA's monitoring process required LBE to report quarterly numbers of participants who were (a) 'at risk of exclusion or involvement in criminal activity' and (b) 'involved in criminal activity', the second of these categories could not be fully monitored as IYE delivery partners were not expected or required to collect data on past involvement with the CJS of the young people recruited for IYE activities. Monitoring data provided by LBE to the GLA could only therefore estimate numbers 'involved in criminal activity', as data on such involvement was only known for a minority of IYE participants who were referred to the LBE IYE team by statutory CJS agencies. Moreover, whilst SLAs issued to IYE delivery partners stated that the 'reduced violence' outcome could include reduced levels, or seriousness, of 'offending', the IYE evaluation plan suggested surveys, questionnaires and focus groups as tools to measure 'reduced violence' and the delivery partners were allowed discretion on choice of measures used to monitor each outcome.

5. Findings

5.2 Quantitative results to date

A summary of participant starts and completions achieved against profile up to and including the second quarter of 2023 is provided in Table 5.1, with demographic details of participants provided in Appendix 3. Table 5.1 shows that IYE had achieved 3.5 times its lifetime target for programme completions by the end of the programme in June 2023, as well as a 94% retention rate of starters who went on to complete, which exceeds its profiled retention rate of 80% by 17.6%. These results also varied somewhat by delivery partner, as shown by Figure 5.1. By June 2023, 15 delivery partners had exceeded their cumulative profile for completions by between 103-1717% whilst 2 delivery partners had achieved between 62-86% of profiled completions. Only a minority of delivery partners - four - had achieved less than half of their profiled completions; a group that includes one project that was cancelled due to issues associated with the Covid-19 pandemic.

Of the 17,329 total completions, 59% (10,290) had been achieved by only two delivery partners and 75.2% (13,038) were achieved by just 3 delivery partners. Interviews with delivery partners suggested that the variations in achievement rates over time were associated with successive, UK-wide Covid-19 lockdowns, a point reinforced by the fact that the only two quarters in which total starts and/or completions fell marginally below their profiles were periods during which major lockdowns began, specifically Q1 of 2020 and Q1 of 2021, as shown by Figure 5.2. It is also evident from Figure 5.2 that even with the Covid-related variations in programme starts and completions, starts and completions were consistently above profile in every other quarter of the first 3 years during which IYE was running. This highlights the resilience of the IYE programme even though it is qualified by the extent of variation achievement levels between delivery partners, as discussed above. Moreover, as a result of the six-month extension agreed for the IYE programme beyond its original end date of December 2022, overall achievement rates rose because IYE was able to deliver more starts and completions against its existing 3-year profiles for starts and completions; without incurring any additional costs. The

Conversely, of the 15 IYE delivery partners who had exceeded their total profile for completions during the programme– as well as delivering 97.6% of all completions - eight had achieved over twice their profiles and grown their capacity exponentially. These included three providers delivering mentoring and workshops within schools, who had achieved respectively 11.8, 7.04 and 3.08 times their profiled numbers of completions, three providers of sports-based activities, who had achieved respectively 2.1, 3.3 and 2.7 times their profiles; and the LBE youth outreach and youth development teams, who had achieved respectively 5.6 and 17.2 times their profiles. Overall, IYE had achieved 12,379 extra completions above profile by June 2023, of which 78% were delivered by community based delivery partners and 22% by LBE’s youth outreach and youth development informal learning projects.



5. Findings

In explaining IYE's record rates of over-achievement to date, two factors are significant. Firstly, over-achievement by nine of the community-based delivery partners suggests a remarkable ability to meet greater demands for services than the levels associated with their profiles. As this provision took place without extra resources above those allocated based on each partner's profile, it indicates that these services were agile, responsive and able to provide additional value for money, by delivering on average 2.29 times more completions than had been profiled per partner.

Secondly, over-achievement by LBE's youth outreach and youth development informal learning projects suggests that these services were successful in expanding existing capacity as well as supporting delivery by IYE's community based partners, as follows:

- (a) The outreach team has acted as a recruitment channel for other IYE delivery partners, as every outreach completion means a referral into activities run by a delivery partner.
- (b) The expansion of the informal learning team has increased service provision in Enfield from 'two youth centres running' to 'all five' and activities from 'three sessions a week to now nearly 15, 16 sessions a week' (LBE IYE informal learning team). This has enabled 2,748 young people to complete IYE activities in youth clubs, which represents 43% of all profiled programme completions and 15.9% of actual completions to date.
- (c) The IYE website created by the LBE team has boosted recruitment into activities led by all IYE delivery partners as well as other LBE youth-facing provision such as the Summer University. By capturing details of young people in Enfield, the website has also enabled the LBE team to 'create mailing lists' to keep them 'updated on information and programmes for young people in Enfield' (LBE IYE project manager).

Table 5.1: Programme participant starts and completions to date, profiled vs. actual

Indicator	Starts (profile)	Starts (actual)	Completions (profile)	Completions (actual)	% actual starts v. profile	% actual completions vs. profile	% retention rate (profile)	% retention rate (actual)
Q1 2020	572	2581	458	2581	451.2	564	80	100
Q2 2020	857	56	686	27	6.5	3.9	80	48.2
Q3 2020	714	1161	571	1016	162.6	177.9	80	87.5
Q4 2020	710	1990	568	1592	280.3	280.3	80	80
Q1 2021	648	499	518	425	77.0	82.0	80	85.2
Q2 2021	637	1657	510	1404	260.1	275.3	80	84.7
Q3 2021	461	1014	369	966	220	261.8	80	95.3
Q4 2021	453	2420	362	2396	534.2	661.9	80	99
Q1 2022	371	1628	297	1565	438.8	526.9	80	96.1
Q2 2022	434	633	347	593	145.9	170.9	80	93.7
Q3 2022	181	726	145	726	401.1	500.7	80	100
Q4 2022	150	661	120	661	440.7	550.8	80	100
Q1 2023	N/A	3295	N/A	3282	N/A	N/A	80	99.6
Q2 2023	N/A	105	N/A	95	N/A	N/A	80	90.5
All years	6,188	18426	4951	17329	297.8	350	80	94.7

5. Findings

Figure 5.1 – Cumulative completions against profile by anonymised delivery partner up to June 2023

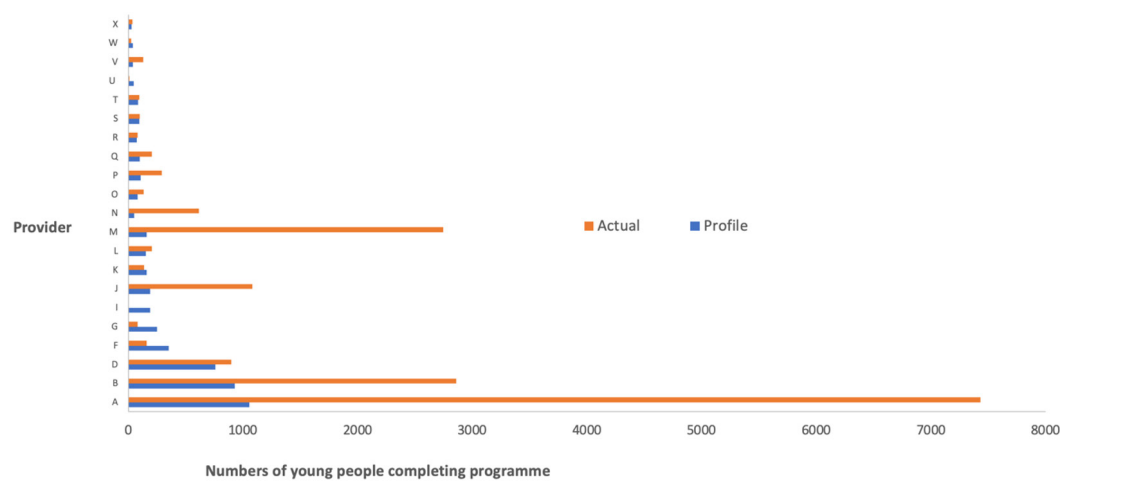
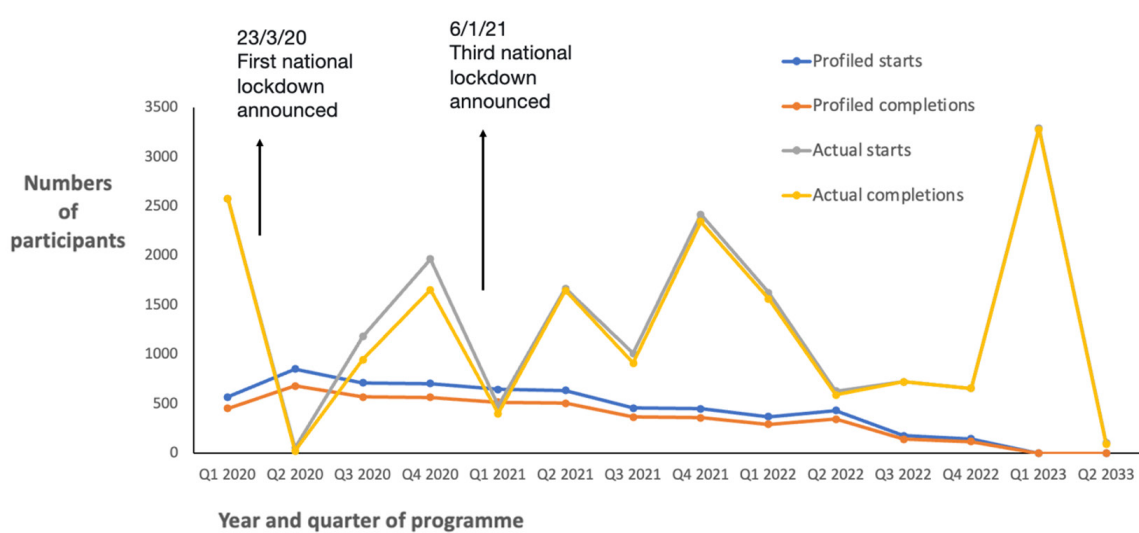


Figure 5.2 – Programme starts & completions, profiled vs actuals, from Jan 2020 – June 2023



5. Findings

5.3 Impacts of Covid-19

Following the award of the YLF grant to Enfield council in January 2020, service level agreements were issued to IYE delivery partners on March 20, 2022. However, the first UK-wide Covid-19 lockdown was announced just three days later, following which lockdown restrictions remained in place until partially eased in June 2020, which was nearly at the end of the second quarter (IFG, 2021). This inevitably impacted on programme delivery, as 'Covid happened – and that kind of threw everybody...in terms of the figures... we saw a huge drop' (IYE delivery partner A). Whilst most IYE outputs had been profiled to commence in either the first or second quarter of 2020, only eight out of 23 IYE projects were able to achieve programme starts or completions during these two quarters. Of the other delivery partners, those reliant on face-to-face delivery, 'just followed whatever the guidelines were, and we shut down' (IYE delivery partner B). For many, this meant delaying all activities until lockdown restrictions eased, whilst for other delivery partners the lockdown led to a review of services followed by trying new approaches including online service delivery, new recruitment channels and expanding services to include food banks in response to increased economic challenges faced by families. The most severe impacts were seen by one IYE project that was ended prematurely because its activities could not proceed under the prevailing conditions, whilst two other IYE delivery partners were not able to begin delivery until 2021.

One result of the need to develop new approaches was that LBE's IYE team designed an enhanced website to support Covid-safe registration of young people and coordination of referrals into IYE activities. Outreach workers could then issue young people with 'activity cards' including QR codes linked to the IYE website, which would enable them to register for IYE activities, whilst raising awareness about those activities more than would have been possible before the system existed. The use of these new methods has also informed the over-performance of IYE to date against profile, as discussed in the previous section.

For IYE's community-based delivery partners, experiences varied on whether online service delivery was possible and/or effective during periods of lockdown. In one case, 'Zoom was a godsend' as it enabled greater privacy for one-to-one meetings with young people than would have been the case otherwise (IYE delivery partner C). In another case, attendance at an online youth club declined after the 'second or third month' of lockdown because young people 'just got bored' (IYE delivery partner A). Conversely, some delivery partners found that demand for their services increased as a result of the Covid-19 lockdown, because 'Covid hit BME communities very hard... young people were... experiencing hardship' and 'the pressure was in every family' (IYE delivery partner D). Much depended on the capacity of delivery partners to maintain services and meet increased needs despite lockdown restrictions. For the LBE outreach team, this meant that 'outreach never stopped' but for delivery partners who had been planned to work within schools or community centres, activities were either put on hold, or if feasible moved online or into permitted physical locations such as public parks, which meant limitations on numbers allowed to participate. In a few cases, IYE services increased numbers and breadth of activities for reasons directly associated with Covid lockdowns. One delivery partner of workshops within schools on topics including mental health and wellbeing saw a 'massive expansion' once schools reopened due to 'teachers... screaming for us to come and help' (IYE delivery partner F).

5. Findings

When asked about the health impacts of the Covid-19 pandemic and successive lockdowns during 2020-2021 on staff or volunteers of IYE delivery partners and on young people, almost all delivery partners said they had been affected. The impact of Covid-19 on physical health meant that in one case 'we lost one of our trustees to COVID [and] one of our staff ... lost a father' (IYE delivery partner D), while many IYE delivery partners experienced an increase in issues of 'anxiety, depression and mental health' particularly for young people (IYE delivery partner E). By contrast, fewer delivery partners mentioned mental health challenges facing staff and volunteers, possibly because some larger delivery partners had support services in place and possibly because smaller organisations proved 'more resilient' to the health impacts of Covid-19, whether physical or mental, upon their teams (LBE IYE Project manager).

The Covid-19 pandemic and successive lockdowns therefore delayed delivery across the IYE programme and led to changes in content, delivery methods and demand associated with IYE activities, in response to lockdown restrictions and increased social, economic and health needs faced by young people and their families. This evidently meant challenges as well as opportunities for IYE delivery partners, however as Covid-19 was not the only issue faced by IYE delivery partners during 2020-2022, the next section considers challenges and opportunities impacting on the programme more widely.

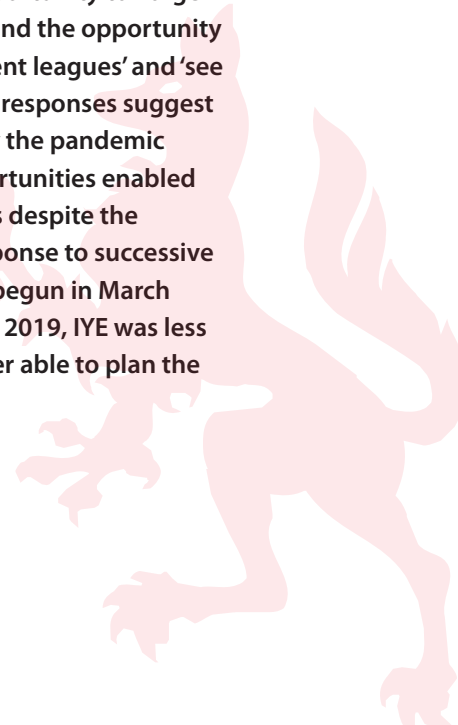


5. Findings

5.4 Challenges and Opportunities

When asked what were the challenges they had faced in delivering projects, around half of IYE delivery partners interviewed mentioned impacts of the Covid-19 pandemic, mainly associated with cancellation or changes in planned activities due to lockdowns. Funding was also cited as a challenge but for contrasting reasons. A delivery partner who had been able to expand delivery above profiled targets, said funding was a challenge ‘in terms of maybe not having enough, because we probably could have done more if we’d had more money’ (IYE delivery partner F). Another delivery partner conversely saw funding as a long-term challenge for their work, which they felt the IYE programme could not address, as it lacked a ‘well thought out sustainable plan’ for continuation after the funding ended (IYE delivery partner D). Other challenges mentioned by IYE delivery partners included ‘backlash from schools’ against ‘racism being challenged’ by workshops held with students (IYE delivery partner F) and difficulties in accessing sports facilities owned by schools, which one delivery partner said was because of a ‘culture’ in the education system ‘of no importance of physical activity and sports’ (IYE delivery partner E). These responses confirm not only that Covid-related challenges featured prominently in Enfield, as they had in other London-based YLF-funded programmes during the period (Medas, 2020, 2021) but also that challenges involved issues seen by community-based delivery partners as familiar, such as long-term resource gaps and perceived resistance from some mainstream structures to the direction or content of community-based activities, such as anti-racist work.

Delivery partners were also asked to identify any opportunities that had arisen from their experience in delivering IYE activities. Their responses identified new ways of working that had emerged in response to the Covid-19 pandemic and lockdowns as well as benefits associated with receiving IYE funds generally. The new ways of working included ‘introducing an online booking system’ (IYE delivery partner B), ‘being able to switch to virtual’ delivery (IYE delivery partner G), ‘being able to do more in depth work’ with the ‘most vulnerable young children’ (IYE delivery partner H) and being supported by LBE’s IYE project manager to develop a new delivery model with ‘more longevity’ than that originally proposed (IYE delivery partner I). Opportunities that were associated with the provision of IYE funding included the ability to expand LBE’s youth outreach work in both volume and localities covered (LBE IYE project manager), the opportunity to ‘forge links with other organisations’ delivering IYE projects (IYE delivery partner J) and the opportunity for a sports-based project to enable young people to take part in ‘three different leagues’ and ‘see the bigger picture of... what they’re aiming for’ (IYE delivery partner E). These responses suggest that the new working practices developed in response to challenges posed by the pandemic demonstrate the resilience and flexibility of IYE delivery partners, whilst opportunities enabled by IYE funding show that the IYE programme was able to achieve its outcomes despite the challenges faced. It is also possible that IYE delivery partners’ resilience in response to successive Covid-19 lockdowns was enabled by the fact that their projects had only just begun in March 2020. Therefore, compared to other YLF-funded projects in London starting in 2019, IYE was less embedded in pre-lockdown ways of working when lockdown began and better able to plan the transition.



5. Findings

5.5 Partnership and Collaboration

The IYE programme was from the outset collaborative in that it relied on 'community partners' to deliver projects, with LBE 'acting as a catalyst' (GLA, 2020). Such a model offers greater economies of scale and added value than is the case with a group of unconnected standalone projects. However, the programme was initiated by LBE rather than a pre-existing partnership made up of delivery partners, as was the case with other consortium-based YLF projects in London. This meant that any capacity-building needs of partners were addressed via LBE as facilitator. Recruitment of young people as participants took place (a) directly by individual delivery partners (b) via the LBE youth outreach team followed by referral to individual partners; or (c) via the IYE web portal, also enabling referral to partners. Bi-monthly meetings were also held using online video-conferencing of all delivery partners and coordinated by the LBE IYE project manager at which information was shared. In practice, feedback varied between delivery partners on the extent of collaboration experienced. Several partners felt that collaboration had been 'difficult with the restrictions' associated with Covid-19 lockdowns and that despite 'good links' with other delivery partners 'had we not had the restrictions... it would have been a much better link up between all of the organisations' (IYE delivery partner A). Most community-based IYE partners indicated that the majority of young people accessing their projects had been recruited by them directly rather than via central referrals from LBE's IYE website and that few, if any, referrals had come from other community-based IYE partners. This mattered less for the majority of IYE delivery partners, who had met or exceeded their cumulative profiles for starts and completions to date by March 2022, than it was for a minority of others, who arguably might have achieved more starts via additional

referrals. However, the disruptive effects of Covid-19 lockdowns may have hindered their capacity to work with more participants even if more referrals were available. Overall, it is clear the capacity of IYE partners to collaborate and deliver a borough-wide programme of youth-facing provision was enabled by LBE's support and facilitation, therefore it is reasonable to conclude that similar levels of support would be needed for IYE partners to deliver any future such borough-wide programmes.



5. Findings

5.6 Qualitative outcomes and diversion from crime

It was clear from interviews with IYE delivery partners that their success in delivering 'above and beyond' their profiled targets (IYE Delivery partner H) was not seen as a source for complacency. Whilst some delivery partners said they were 'definitely meeting' the outcomes they set out to achieve around 'reduced violence... increased engagement' and 'improved relationships', they found it 'harder to record' outcomes with a qualitative dimension than it was to record mere attendance or completion of activities (IYE delivery partner K). A possible solution may have been the use of individual case studies of participants, which entailed IYE delivery partners being asked by the LBE IYE project manager to provide '3 or 4' examples of 'work that has had a positive impact on young people you've worked with' (LBE, 2022), although this approach seemed to have limitations in capturing outcomes, partly because not all delivery partners had provided case studies at the time of writing this report.

It was however clear from the qualitative feedback of IYE delivery partners that IYE activity had a diversionary impact, as in the following example: 'A young boy... said to me: 'I remember when you came to my school and delivered that assembly. Twice afterwards, I was approached... by gang members who are trying to recruit me... I heard everything that you said. And I was able just to say no, because of what I heard... if I didn't hear your assembly, it could have been very different'' (IYE delivery partner G).

When asked how they could quantify the outcomes of IYE project activities aimed at reducing risks of young people's involvement in criminal activity, responses from IYE delivery partners varied. On the risks of serious youth violence, the LBE youth outreach team said it had a direct role in 'being out there' as 'a first point of contact, which 'young people feel safe to come to', with the ability to 'de-escalate' situations 'when fights were about to start' or 'were actually starting' and prevent a 'bigger kind of incident'. However, quantification of IYE's impacts in reducing involvement in criminal activity by project participants was not a contractual requirement upon IYE delivery partners, as explained earlier in section 5.1. This was so for practical reasons, because as explained by the LBE IYE project manager, community-based delivery partners might not know a participant's status in relation to involvement with the CJS. Without this baseline, it could be difficult to measure progression away from that status.



5. Findings

Whilst it was understood that the IYE programme had ‘worked with 2000 young people that have been involved in criminal activity and... 2000 young people that are known to social care’ (LBE IYE project manager), for practical reasons this could not fully be evidenced, as discussed earlier in section 5.1. One delivery partner explained that the IYE monitoring system included ‘no indicator to monitor’ present or past criminal involvement of young people participating in IYE activities, as this was ‘not something you can monitor’, so their emphasis instead was on improving ‘emotional and mental wellbeing... behaviour and attainment at school’ and ‘life skills’, all of which could be quantified (IYE delivery partner D). This approach was echoed by an IYE delivery partner who said that ‘we do our best to realign the mindset’ as a driver to reduce involvement in crime (IYE delivery partner K) and another who stated that ‘the best evidence is from the families themselves’ in terms of ‘less police call outs, less exclusions from school... which is obviously better for their education... and parents saying that they have a better relationship’ (IYE delivery partner C). These responses support the conclusion drawn earlier in section 5.1 that progress towards the seven specified IYE outcomes, which included education and mental health, was seen as a robust way to reduce risks of involvement in crime, as disadvantages in education and mental health are known to increase those risks.

Similarly, several IYE delivery partners considered that with economic disadvantage as a driver for crime, the impact of their projects in supporting young people into ‘sustainable employment’ could reduce the risks of involvement in crime (IYE delivery partner M). A more detailed explanation was that ‘we ensure that the work that we do gets people into good jobs’ which would not only reduce the ‘risk of crime’ but also the cost of welfare benefits and ‘NHS costs’ as ‘if a person’s out of work, they’re going to be more cost to the NHS’, the combined effect being that ‘we think that that’s

£23,000 saving to the government per person, per year, for the duration of the... working life of that young person’ (IYE delivery partner J).

Another approach offered by an IYE delivery partner, emphasising social rather than economic value, was that ‘diversion from crime’ could be measured by monitoring ‘various areas in the community where young people are involved’ such as ‘helping out with the food bank’ (IYE delivery partner A). An indication of IYE’s qualitative achievements against the seven socio-economic outcomes specified in its ToC is provided by the monitoring data reported to the GLA for the first two years of the programme, which is summarised in Table 5.2.

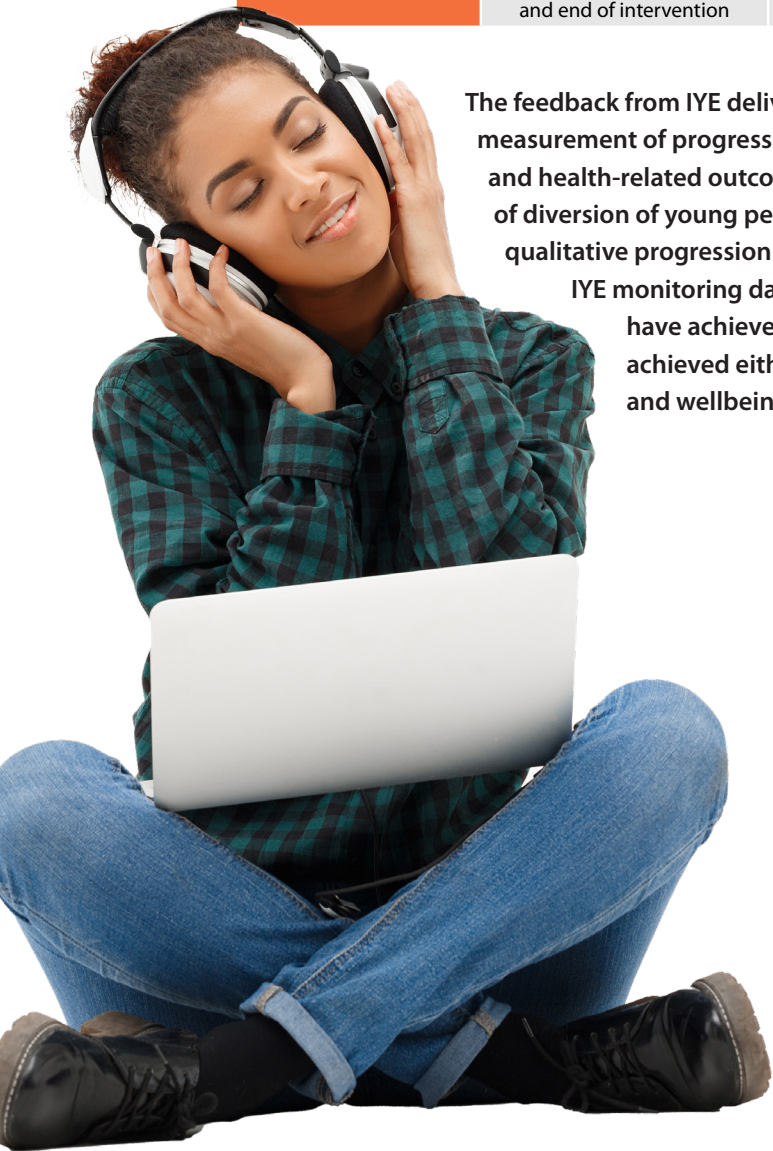


5. Findings

Table 5.2: IYE outcomes as reported against ToC outcomes

Outcome name	Monitoring method	Indicator measured	IYE starts achieving outcome in 2020/21	Percentage of all IYE starts in 2020/21
Increased engagement	IYE feedback form for participants and online registration questionnaires	Number signing up on website and registering for an activity	9050	80
Improved behaviour	Self-assessment of behaviour on a sessional basis using a 1-5 scale	Improved behaviour as measured by questionnaire scores	1559	14
Improved mental health & well-being	IYE feedback form for participants	Ratings of well-being on Warwick-Edinburgh Mental Wellbeing Scale (WEMWBS)	1555	14
Improved relationships	Self-assessment using ladder-of-harm questionnaire at start & end of intervention	Improved relationships as measured by ladder-of-harm questionnaire	1458	13
Increased sustained employment	Provider's records of numbers receiving employment support and evidence from participant/employer/job centre on employment outcomes	Numbers receiving employment support and numbers obtaining employment	126	1
Improved attainment	Self-assessment questionnaire on attainment using a 1-5 scale	Improved attainment as measured by questionnaire scores	47	0.41
Reduced violence	Self-assessment using ladder-of-harm questionnaire at start and end of intervention	Frequency of violent behaviours as measured by ladder-of-harm questionnaire	42	0.37

The feedback from IYE delivery partners suggests that they view the measurement of progress towards IYE’s seven economic, educational, social and health-related outcomes as a robust and practical way to show evidence of diversion of young people from involvement in criminal activity. While qualitative progression towards these outcomes is difficult to document, IYE monitoring data suggests that 80% of IYE participants to date have achieved ‘increased engagement’ whilst 13-14% have achieved either ‘improved behaviour’, ‘improved mental health and wellbeing’ or ‘improved relationships’.



5. Findings

5.7 Feedback from young people

Feedback from young people about their experiences as participants in the IYE programme was obtained from two sources. Firstly, IYE delivery partners were required to submit regular 'impact reports' outlining the quantitative level of achievement by participants against the seven ToC outcomes. As shown in Table 5.2, this was based on self-assessment by participants using established metrics to measure progress against five of the seven outcomes, relating to improvements in (a) behaviour, (b) relationships, (c) attainment, (d) mental health and wellbeing and (e) reduced violence. (The other two outcomes, relating to engagement and employment, were measured instead by statistics on numbers of participants registered for IYE activities and receiving employment support and/or jobs).

The second source of feedback from young people was a form completed by each IYE delivery partner providing direct, qualitative feedback from at least three participants in their project, which partners were advised could include 'what has been the impact, what they gained or how they have benefited from participating'.

The results of the impact reports as summarised in Table 5.2 show that around 13-14% of participants during 2020 and 2021, or around 1500 young people, reported that they had experienced improvements in behaviour, mental health and wellbeing and relationships. A much smaller percentage, under 0.4%, reported improvements in attainment and reduced violence during this period. These figures should be considered with caution as (a) some providers only used questionnaires for specific ToC outcomes most relevant to their work; and (b) It was indicated by the LBE IYE Project Manager that not all providers had supplied impact reports for the full period of their delivery. Limitations in the reporting format meant that it was not possible to identify how many participants had completed questionnaires and reported results other than improvements against ToC outcomes. Despite these limitations, the results suggest that a substantial number of young people felt that they had made gains in three of the five self-assessed ToC outcomes, all of which are known to be determinants of involvement in, or diversion from, criminal activity.

Direct, qualitative feedback from young people was provided by seven of the 22 IYE delivery partners via case studies and testimonials about participants' experiences. Whilst these responses are not statistically representative of all participants, as delivery partners understandably offered 'positive' examples and the sample size was low (equivalent to 0.16% of all programme starts), they offer insight into the impact of ToC outcomes on individuals.

Reduced violence: Feedback from participants suggested multiple ways in which IYE activities were supporting this outcome, including raising general awareness and influencing individual behaviour. One participant expressed 'massive thanks... for opening my eyes about knife crime' and said that 'the knife crime workshop taught me in depth the influences behind knife crime and how to avoid it. I found this session extremely beneficial and engaging' (IYE participant, aged 18). A more direct impact of IYE activity was described by another participant, who said that 'The boxing sessions has helped me to control my anger (self-control) so no fighting in school or outside of boxing, it has stop me from doing negative things outside of school. Boxing has given me a dream something to look forward to' (IYE participant, aged 16).

5. Findings

Improved behaviour and relationships: Examples of experiences by participants suggested that IYE activities had helped improve their behaviour and relationships in various contexts. These include family life, as indicated by a participant who said that 'Me and my mum were in a bad place. We were unable to talk to each other without a blow up. I can now speak to mum and let her know what is going on in my life rather than hiding things from her' to' (IYE participant, aged 16). Changes in behaviour were also described in relation to school, by another participant who said that 'If it weren't for the support, I would be in the same position, still getting told off from the teachers and still getting excluded, nothing would change. These sessions have helped me change my way of thinking and what I am doing and how I can improve myself' (IYE participant, aged 15). Another area in which improved relationships were described was with peer groups, as indicated by a participant who said that 'I love coming to the youth centre... and I enjoy all the choice of activities they provide, I have met new friends at youth club' (IYE participant, age not indicated).

Improved mental health and well-being: Examples of progress towards this outcome by participants are evident in comments about feeling supported or safe and being less stressed. One participant stated that 'I like talking to the staff they support me when I am down. I feel confident to try all the activities and no longer feel shy I always feel safe in the youth club' (IYE participant, age not indicated). Another participant in a sports activity said that 'These... free sessions has helped my mental health by reliving the stress built up from the pressure of performing well in school and therefore helped me perform better at no financial cost which is helped full in these hard times of crisis' (IYE participant, age not indicated).

Improved attainment: Progress towards this outcome was illustrated by a participant in school-based workshops focusing on science, technology, engineering and maths (STEM), who said that 'I would like STEM to become a permanent thing as it was highly beneficial and raised my awareness... I realise that even if I don't want to do a job in STEM, equipment and skills from it can help in other non-STEM jobs' (IYE participant, age not indicated). This view was echoed by another participant who said that 'I would like STEM to stay permanently in schools so I can learn more technology-related stuff. And how I can use technology to help me with my job' (IYE participant, age not indicated).

Increased sustained employment: Whilst evidence of employment-related outcomes within the IYE programme was amply supported by hard statistics, it was also reinforced by qualitative experiences, such as that of the participant who stated that 'I would like to give a big thanks to X for helping my employability skills and training to be successful in my interview, especially helping me at the times I was struggling the most' (IYE participant, age not indicated). Similarly, another participant said that 'Working with Y has been wonderful.... I came to her because I was struggling to find a job, but in one week she prepared me for an interview that went great, and I got the job!' (IYE participant, age not indicated).

The evidence of feedback collected from IYE participants, both quantitative and qualitative, suggests that tangible progress has been made by the IYE programme against all seven of its ToC outcomes. Whilst there were some limitations in the scope and format of feedback available based on existing reporting commitments of IYE delivery partners, a more detailed perspective on young people's perceptions of the IYE programme could easily be obtained by undertaking some form of retrospective survey of former participants. Such a survey could be undertaken by LBE or an external body in order to be independent of the reporting processes of multiple IYE delivery partners and therefore less complex to administer.

5. Findings

5.8 Future plans of IYE delivery partners and programme legacy

By the time that the IYE delivery partners were interviewed for this study, between May and July of 2022, some had already completed their contracted period of delivery and in many cases had exceeded their profiled starts and completions. However, almost all delivery partners were expecting to continue delivering their services during 2022, particularly as the Summer period was forthcoming and would normally involve greater demand for youth services as well as seasonal programmes of activities offered by LBE. Most delivery partners also expressed an interest in continuing and/or expanding services that had been run as IYE projects, but concerns were also raised about how this could be funded.

When asked what the legacy of the IYE programme should be in terms of good practice lessons for the GLA and Enfield Council, IYE delivery partners highlighted a number of themes. The first was that IYE 'shouldn't be a one-off project' (IYE delivery partner G) because 'young people need... consistency' (IYE delivery partner M) in the sense of 'an ongoing project' which could have 'lasting benefit' and should not be seen as 'an afterthought' (IYE delivery partner D). This was reinforced by the point that 'there is probably scope for reflection in terms of the duration of support', using a 'precedent' based on 'urban regeneration' to 'set your parameters beyond a couple of years' to avoid a 'sticking plaster type approach' and instead create something 'slightly more meaningful' (IYE delivery partner N), as 'six weeks cannot change a life' (IYE delivery partner O).

Another theme concerned the targeting of programmes. It was pointed out that 'early intervention is crucial... year six to year seven transitions, empowerment programmes, county lines talks, gang awareness, these things need to start at primary school level, the earlier the better... follow that through into secondary school... and keep that journey going' (IYE delivery partner G). Other perspectives on targeting were that programmes should aim to 'influence ... the young people through the channels and mediums that we know they use' (IYE delivery partner K) and that 'organisations in the consortium' were 'best placed' to enable appropriate targeting of 'frontline support to young people' (IYE delivery partner J).

The third theme emphasised by IYE delivery partners was about valuing young people and the added value that successful youth provision could bring to their life choices and society. The view was expressed that 'the investment in young people's development should never be understated' and that 'young people's resilience to overcome and develop' should also 'not be understated' especially as they 'have proved that over the past two years' with their 'ability to be creative and to manage a bad situation' (IYE delivery partner A). The value of successful youth provision was echoed by the comment that 'engaging young people in sport 100% makes a difference to the route and the path that young people take' (IYE delivery partner E).

As the IYE programme is nearing completion, it is important to consider what might be necessary in order for these three legacy themes to be achieved – consistent, long-term funding, evidence-based targeting and a greater appreciation of the value of young people and the benefits of investment in youth-related services. At a practical level, it is clear that two features have been critical to the success and good practice of IYE so far: (a) the pivotal enabling role of the LBE youth outreach and youth development informal learning teams, as discussed earlier in section 5.2; and (b) the capacity of IYE delivery partners to operate effectively as a partnership, as discussed earlier in section 5.5. Options to ensure that these two features can be preserved are explored in the next section.

6. Discussion

The findings of this report indicate that the IYE programme has over-achieved considerably against its profiled numbers of starts and completions, despite the challenges faced as a result of the Covid-19 pandemic and successive national lockdowns.

Evidence from IYE delivery partners also suggests that IYE's outcomes in diverting young people from crime are challenging to measure qualitatively but could be quantified in terms of positive social, economic and health outcomes. In order to explore how the legacy of the IYE programme can be measured as well as sustained, this section considers two issues:

- (a) The minimum requirements necessary to sustain the legacy of the IYE programme.
- (b) The methods available to assess the economic costs and benefits of criminal activity and the IYE programme as a means of crime prevention.



6. Discussion

6.1 Supporting the legacy of IYE

The LBE youth outreach and youth development informal learning teams and the IYE community-based delivery partners have both been critical to the success achieved by IYE. Quantitatively, the two LBE teams have been directly responsible for 23.2% of all programme starts and 22.1% of all programme completions and indirectly responsible for recruiting at least 6% of programme starts as referrals to other IYE delivery partners; despite only costing 9.4% of the total IYE budget (£125k out of £1.36m). Similarly, 77- 78% of all IYE programme starts and completions had been achieved by the community-based delivery partners, whilst 13 such partners had also over-achieved against their profiled completions by June 2023 and delivered 72.8% of all IYE starts and 75% of all completions over the programme lifetime, despite only costing 33.5% of the total IYE budget.

If LBE's youth outreach and informal learning services were unable to be maintained at their current levels following the end of the IYE programme, fewer young people in Enfield would have access to basic youth provision and the capacity of the LBE teams to achieve economies of scale by collaboration with external delivery partners would be drastically diminished. Ongoing resourcing of the youth outreach and informal learning teams at current levels is therefore a minimum requirement to secure a legacy for IYE. It is equally important to note that without the resources to support delivery of an innovative range of diversionary activity by IYE's community-based partners, these collaborative benefits and economies of scale could not be achieved.

As core funding from LBE currently represents only 16% of resources used to support youth-facing provision in Enfield (LBE, 2021c), the prospects for attracting external resources to continue the work of IYE would be enhanced if the community-based IYE delivery partners were able to operate as a consortium beyond the life of the current IYE programme. A permanent consortium or forum would have the capacity to develop funding applications, facilitate meetings, share good practice, identify and address support needs of partners and to attract funds not available to public sector bodies. If necessary, this might entail setting up a more formal structure able to receive such funds. The second minimum requirement to secure a legacy for IYE would therefore be to resource a support worker able to build and maintain such a consortium after the IYE programme ends. The third minimum requirement would be to continue to resource key aspects of IYE delivery by community-based partners, as these partners provide flexible and innovative services that are able to respond to emerging community needs and are typically unavailable within the statutory sector.



6. Discussion

6.2 Economic analysis of IYE intervention

6.2.1 Background

Conventional methods of economic appraisal for projects involving public expenditure are based on cost-benefit analysis (CBA), an approach that is most effective when costs and benefits associated with a project can be expressed in market values, in order that the economic value of that project can be calculated using such concepts as simple payback, net present value (NPV) and the internal rate of return (IRR) (HM Treasury, 2022). However, as some social and environmental costs and benefits associated with a project cannot easily be expressed in market prices, various approaches have arisen to quantify these wider costs and benefits in money terms. While no single, universally accepted method exists that is designed to quantify social costs and benefits of youth work as a means to prevent crime and deliver other social outcomes, the following approaches are recognised within UK public policy:

- A method to assess the economic and social costs to society of crime has been developed by Home Office research (Heeks et al, 2018), in which unit costs of selected offences are defined to include (a) costs in anticipation of crime; (b) costs as a consequence of crime; and (c) costs in response to crime. This method has been used to assess the costs of serious youth violence (SYV) with SYV defined as offences committed by young people aged 24 or under involving a knife or gun, in a study by the Youth Violence Commission (2020). The study identified 9,085 SYV offences in London in 2018/2019, with a total cost of £209,257,237, equivalent to a unit cost of £23,033 per offence. If this costing is applied to SYV incidents in Enfield, which are defined slightly differently based on numbers of victims, then the total number of SYV victims in Enfield in the year ending 31.1.22 cost society £7,393,679, an amount 72% above the London borough average for the year, which was 186 victims with a notional cost of £4,284,188 (LBE, 2022).
- The 'social return on investment' (SROI) method combines conventional CBA with stakeholder feedback and a theory of change in order to cost the inputs and outcomes of a specific policy intervention (Maldonado and Corbey, 2016). The value of the intervention is expressed as a ratio (SROI), defined as the NPV of the intervention's impact divided by the NPV of the investment. An SROI appraisal of the value of youth work for those aged 16-25 with complex needs suggests that for every £1 invested in services, the social return on investment is £5.65 (New Economics Foundation, 2011). A more recent study using SROI combined with other methods estimates that youth work in Scotland delivers £7 of benefits for every £1 of expenditure (Hall Aitken, 2016).
- Social outcomes of youth interventions related to employment are more easily quantifiable using conventional methods, based on research undertaken for the National Audit Office (Coles et al, 2010). Using this approach, the NPV of lifetime economic gains for a person aged 20-24 moving out of 'Not in Education, Employment or Training' (NEET) status into employment has been estimated at £140,000 (Youth Futures Foundation, 2022).

These methods can be used to estimate the economic costs and benefits of the IYE programme, with some limitations. Estimates of unit costs of crime and of economic benefits of gaining employment are directly applicable to IYE as they rely largely on economic parameters and national datasets. An SROI analysis would need to be bespoke and project-specific, especially as it requires stakeholder involvement to quantify economic values of social outcomes. While a bespoke SROI analysis is beyond the scope of this report, existing SROI-based studies can provide some indication of possible values of IYE's social outcomes.

6. Discussion

6.2 Economic analysis of IYE intervention

6.2.2 Comparative costs of the IYE programme

In order to measure the costs of IYE provision and of the criminal activity it may prevent, the costs of IYE provision must be identified. Based on IYE's total programme cost of £1,326,588 and the profiled participant numbers from Table 5.1, the unit cost per participant would have been £214.38 per profiled start and £269.19 per profiled completion. However, based on numbers of participants achieved to date, IYE's actual unit cost falls to £72.00 per start and £76.55 per completion, equivalent to a cost saving of 73.6% per start and 66.4% per completion. It is also significant that IYE's actual costs for programme starts are between 81-90% lower than typical unit costs of all 351 YLF projects in London, as the average profiled unit cost of these projects has been £682.61 and the median unit cost £411.02 (GLA, 2021a). IYE therefore offers significant value for money compared to other YLF projects.

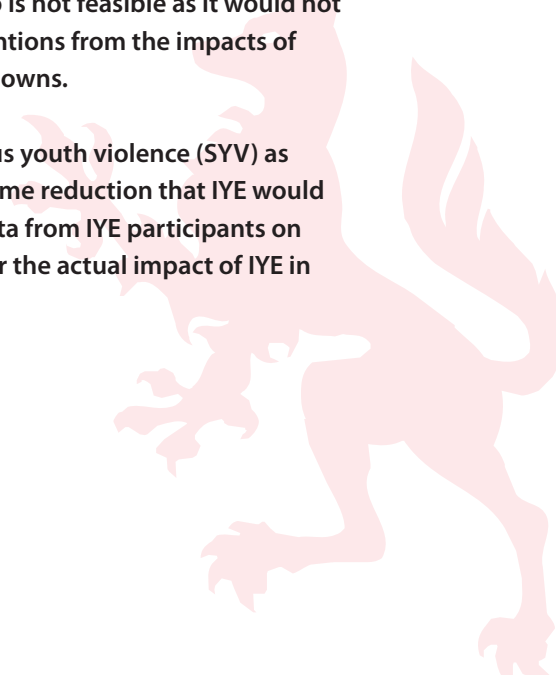
6.3 Quantifying costs and benefits of the IYE programme

In order to quantify the net economic costs and/or benefits of the IYE programme in relation to crime prevention or other social outcomes, there are at least three possible approaches based on the methods outlined in paragraph 6.2.1.

6.3.1 Casual approach using CBA

Firstly, if statistics were kept on involvement in 'criminal activity' of IYE participants, assuming such activity was defined by numbers of particular offences that can be costed using the Home Office methodology (Heeks et al, 2018), a comparison could be made between levels of involvement before and after participation in IYE activity. The economic benefit of reduced or avoided criminal activity by individual participants could then be estimated and compared with the costs of IYE using CBA methods. This approach is not feasible for two reasons, as outlined in sections 5.1 and 5.6, which are that data on criminal activity by IYE participants is mostly unavailable and that this method is not aligned with IYE's ToC-related outcomes, which focus mainly on social, economic and health improvement. A variation of this approach would be to investigate any association between (a) trends in reported crime in Enfield involving young people as perpetrators and victims and (b) trends in IYE starts and completions during the same period. This also is not feasible as it would not be possible to disaggregate impacts on reported crime of IYE interventions from the impacts of many other variables, such as the effects of successive Covid-19 lockdowns.

It is however possible to use existing data on the social costs of serious youth violence (SYV) as discussed above in section 6.2.1, to estimate the minimum level of crime reduction that IYE would need to achieve in order to recoup 100% of its costs. Self-reported data from IYE participants on improved behaviour and relationships can then be used as a proxy for the actual impact of IYE in reducing SYV incidents.



6. Discussion

6.3.1 Casual approach using CBA

Using data on the unit costs to society of serious youth violence (SYV) and numbers of SYV victims in Enfield (Youth Violence commission, 2020, LBE, 2022), the annual cost of 321 victims of SYV (£7.39m) is 5.6 times greater than the total cost of the IYE programme over 3 years (£1.326m). The unit cost to a society of one SYV victim (£23,033) is also 301 times greater than the unit cost of a young person completing the IYE programme (£76.55). Therefore if the entire IYE programme to date were to have prevented 57 SYV incidents, it would have recouped 100% of its costs (as $\text{£1.326m} / 23,033 = 57$) on the basis that for every 304 IYE participants completing the programme, at least one SYV incident was prevented.

How likely is this scenario? As 1,458 IYE participants reported achieving ‘improved relationships’ and 1,559 reported ‘improved behaviour’ as a result of taking part in IYE activities (see Table 5.2), it would require that the impact of these behavioural changes resulted in at least 57 fewer victims of SYV in Enfield. Therefore if at least 4% of young people reporting improved relationships or 3.7% of those reporting ‘improved behaviour’ did not become perpetrators of an SYV incident as a result of completing the IYE programme, IYE will have recouped 100% of its costs.

6.3.2 SROI - based approach

The second approach to quantify economic benefits of IYE intervention would be estimate the social return of IYE’s seven social, economic and health outcomes, informed by a bespoke model using detailed stakeholder engagement to help quantify the value of those outcomes and of relevant inputs. As discussed earlier, a bespoke SROI analysis is beyond the scope of the present study. However, existing SROI-based studies have reported SROI ratios of 5.65 to 1 (New Economics Foundation, 2011) and 7 to 1 (Hall Aitken, 2016), respectively for youth work for young people with complex needs and for general youth work. This provides an indication that IYE, which targets both these categories of young people, may achieve broadly similar returns if assessed using the SROI method. The SROI method uses proxy values to quantify the economic benefits of bringing young people with complex needs up to national average levels of social, economic and health well-being for their age group (New Economics Foundation, 2011), Examples of these values, which amount to almost £40k per young person, are shown in Table 6.1. As these estimates are from 2011, equivalent values for 2022 would be higher to reflect inflationary changes.



6. Discussion

Table 6.1: Financial proxies for outcome indicators for young people with complex needs (adapted from New Economics Foundation, 2011)

Outcome	Indicators	Financial proxies (for a year)	Source of proxy
Improved mental health	Change in number of young people using Class A drugs	£16,500	Average cost of Class A drugs for a year supply – see Bennet Trevor, Drugs and Crime, Research Study 205, Home Office, 2000, cited in Wilkinson Francis, Heroin: The failure of Prohibition and What to do now, Paper No. 24, Centre for Reform, 2001, p. 11.
	Reduction in no. of young people with depression	£2,038	Leisure spend for low-income single person – Household and Family Expenditure Survey 2009, Office of National Statistics
Reduction in offending	Number of young people no longer offending	£5,200	Mean of average wage for young person without skills and with low level skills. See Grundy S and Jamieson L (2008) Demography: 18–24 year olds in the population. Orientation of young men and women to citizenship and European identity, Work Package No.4.
Improved confidence and self-esteem	Number of young people having increased confidence levels	£1,195	Cost of confidence and assertiveness training, see IDA Academy http://www.emagister.co.uk/self_confidence_and_assertiveness_courses-ec170022955.htm (last accessed 19 November).
Progress in education and employment	Increase in the number of young people in training	£393.93	Difference in income between level 2 qualification and level 3 qualification. Sianesi B (2003) Returns to Education: A Non-Technical Summary of CEE Work and Policy Discussion. Institute for Fiscal Studies and the Centre for the Economics of Education.
	Number of young people finding employment	£7,280	Mean of average wage for young person without skills and with low-level skills. See Grundy S and Jamieson L (2008) Demography: 18–24 year olds in the population. Orientation of young men and women to citizenship and European identity, Work Package No.4.
Increased independence	Number of young people getting their own flat	£3,600	Average rent for a one-bedroom in house/ flat, information constantly updated at rentright.com – this information was extracted in August 2010.
	Number of young people able to reduce their debt	£3,175	Average value of debt for a UK citizen. Based on Datamonitor research, see BBC online 27 September 2006 'UK debt double Europe average'. Available at http://news.bbc.co.uk/1/hi/business/5380718.stm (last accessed 19 November 2010).
Reduced isolation/ increased trust in people	Higher rate of volunteering among young people	£250.64	If each new volunteer did just one hour of voluntary work per week, valued at minimum wage for those under 18s.
Sub-total of financial proxies		£39,633	



6. Discussion

6.3.3 Focus on employment outcomes

The third approach uses established metrics to quantify social values of IYE's employment-related outcomes only. A proxy value for the economic benefit of an IYE participant moving from NEET status into employment would be £140,000, the estimated NPV of lifetime economic gains for a person aged 20-24 moving out of NEET status into employment £140,000 (Youth Futures Foundation, 2022). As the IYE target group covers the ages 10-21, it can reasonably be assumed that the NPV for them might equal or slightly exceed £140,000, as participants below the age of 20 might expect more years of future employment than those aged 20-24.

As the IYE programme had by September 2022 enabled at least 27 young people to move from NEET status into employment IYE could be said to have achieved a net economic benefit to society of at least £2.45m, as the value of these 27 job outcomes (£3.78m) exceeds the total value of the IYE programme (£1.33m) by £2.45m and represents a return on investment of 2.85 to 1. This ratio understates the full employment-related impacts of IYE, as it excludes (a) the economic benefit of 51 other young people not in the NEET category who obtained jobs through IYE; (b) the benefits of additional job outcomes achieved in the last 9 months of the programme (October 2022 to June 2023); and (c) the increased probability of employment for young people experiencing other positive social, economic and health-related outcomes via IYE that increase their employability.



6. Discussion

6.3.3 Focus on employment outcomes

The findings of this section can be summarised as follows.

- Established methods for economic appraisal of public expenditure are based on cost-benefit analysis (CBA), although CBA is less effective in modelling costs and benefits that cannot be expressed in market values. While there is no universally accepted approach to evaluate the economic impact of youth work on crime, existing methods can be used, with some limitations, to evaluate the impact of the IYE programme.
- The unit costs of the IYE programme are between 81-90% lower than the median and average unit costs of the 351 YLF programmes in London, which suggests that IYE represents significant value for money compared to other YLF projects.
- The CBA-based causal approach outlined in section 6.3.1 would enable net costs and benefits of IYE to be estimated based on the measurable impact of IYE on reducing crime and an established Home Office method of costing the impact of crime. The impact of IYE on crime cannot be measured directly as criminal activity by IYE participants is unavailable, whilst a statistical association cannot be shown between trends in recorded crime and impacts of IYE, as these impacts cannot be separated from other factors influencing crime rates. However, existing data on the social costs of Serious youth violence (SYV) and self-reported improvements in relationships or behaviour by IYE participants can shed light on probabilities around the impact of IYE on crime. This approach shows that IYE would need to have prevented 57 incidents of SYV to recoup 100% of its costs. For this to have happened, around 4% of IYE participants who reported that their relationships or behaviour had improved would not have perpetrated an SYV incident due to their participation in the IYE programme. Such an outcome appears at least plausible.
- The SROI-based approach outlined in section 6.3.2 would identify net costs and benefits of the IYE programme using a social return on investment (SROI) model, but requires a bespoke analysis informed by stakeholder-based valuations of social outcomes that is beyond the scope of this study. Existing SROI-based studies of comparable youth-facing policy interventions suggest that social returns on investment achieved by IYE may be within the range of £5.65 - £7.00 for every £1 invested and that the economic value of positive social outcomes associated with bringing a young person with complex needs up to national average levels of well-being would be over £39k.
- An approach based on employment outcomes, as outlined in section 6.3.3, would employ established metrics used by the National Audit Office to estimate the net present value (NPV) of the lifetime economic benefits associated with IYE participants moving from NEET status into employment. As IYE has so far obtained employment for at least 27 participants who were in the NEET category, this would show a return on investment for the IYE programme of at least 2.85 to 1, excluding indirect impacts of other IYE activities in increasing employability and employment outcomes for young people who were not NEETs.



7. Conclusions and recommendations

7.1 Conclusions

This report set out to investigate the processes, outcomes, legacy and future of the IYE programme, as well as considering challenges and opportunities faced and the economic value of the programme. The findings can be summarised as follows.

- IYE's operational processes support delivery of activities using a public health-based intervention model informed by a Theory of Change, with seven 'positive' outcomes covering the economic, educational, social and health domains.
- Quantitative results of the IYE programme at the end of its 3.5-year timeline show significant over-achievement, with 3.5 times its lifetime target for programme completions and a 94% retention rate of starters completing the programme, which exceeds the profiled retention rate of 80% by 17.6%. While individual achievement rates vary between delivery partners, only a minority of partners, 3 out of 22,
- The role of community-based providers and of LBE's youth outreach and youth development informal learning projects has been critical in supporting IYE's record rates of over-achievement, both in terms of the level of direct services provided and in terms of supporting recruitment of young people by other IYE delivery partners.
- The Covid-19 pandemic and successive lockdowns during 2020-2021 delayed delivery across the IYE programme and led to changes in content, delivery methods and demand associated with IYE activities, in response to lockdown restrictions and increased social, economic and health needs faced by young people and their families. The pandemic therefore meant challenges and opportunities for IYE delivery partners.
- Opportunities experienced by IYE partners included new ways of working prompted by the pandemic and expanded services enabled by IYE funding, which demonstrates good practice in terms of flexibility, creativity and resilience. The challenges faced included Covid-related service disruptions and health impacts on staff and volunteers, long-term resource gaps and perceived resistance from some mainstream structures to the direction or content of community based activities, such as anti-racist work.
- The IYE model has enabled collaboration around delivery, information-sharing and referrals with facilitation and support provided by LBE, although some partners consider that collaboration was hindered by restrictions related to Covid-19 lockdowns. The delivery of similar borough-wide programmes by IYE partners in future would also require facilitation and support.
- IYE delivery partners see the measurement of progress towards IYE's seven positive outcomes as a robust and practical way to show evidence of diversion of young people from involvement in criminal activity. This view is supported by IYE monitoring data indicating that 80% of IYE participants to date have achieved 'increased engagement' whilst 13-14% have achieved either 'improved behaviour', 'improved mental health and wellbeing' or 'improved relationships'.
- A review of feedback collected from IYE participants, both quantitative and qualitative, suggests that tangible progress has been made by the IYE programme against all seven of its ToC outcomes.
- IYE delivery partners consider that the legacy of the IYE programme for the GLA and Enfield Council should include more consistent and long-term funding of youth provision, evidence-based targeting of programmes and a greater appreciation of the value of young people and the benefits of investment in youth-related services.

7. Conclusions and recommendations

- The three factors most critical to the success of IYE so far have included the pivotal role of the LBE youth outreach and youth development informal learning teams; the role of IYE's community-based delivery partners in providing an innovative range of diversionary activities; and the capacity for the partnership to be managed, supported and resourced effectively.
- The minimum requirements necessary to sustain a legacy for the IYE programme in Enfield are (a) ongoing resourcing of the LBE youth outreach and informal learning teams at current levels; (b) resourcing of a full-time support worker to build and maintain a consortium of IYE providers; and (c) continued resourcing of key aspects of IYE delivery by community-based partners, as this enables flexible and innovative services that can respond to emerging community needs.
- An economic appraisal of the IYE programme can be informed by various established methods, although no universally accepted method exists to quantify social and economic benefits of youth work aimed at reducing crime.

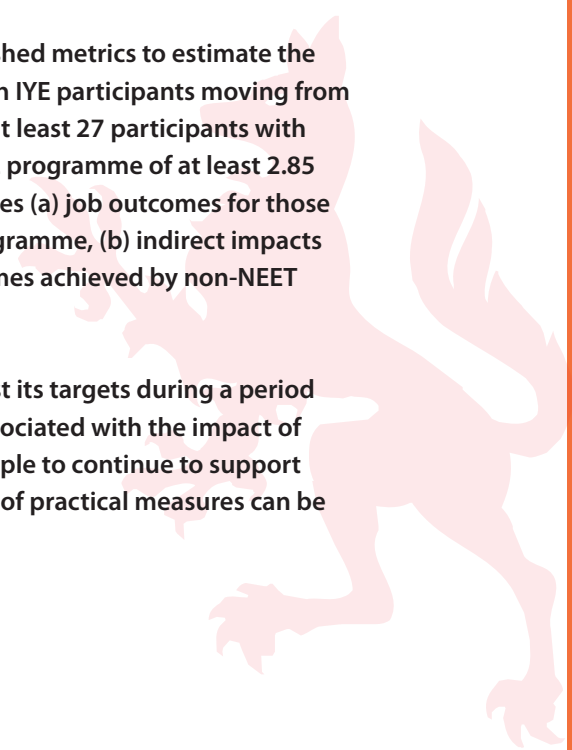
The unit costs of the IYE programme to date - at around £92 for starts and £99 for completions - are between 81-90% lower than the median and average unit costs of all 351 projects supported by the GLA Young Londoners Fund, which suggests that IYE offers significant value for money compared to its peers.

A cost benefit analysis (CBA) approach to estimate the impact of IYE on reducing crime cannot prove conclusively that participation in IYE has reduced costs of crime to society, due to gaps in available data. However, established data on the social costs of Serious Youth Violence (SYV) and self-reported improvements in behaviour or relationships by IYE participants suggests that IYE would need to have prevented 57 incidents of SYV, each costing £23,033, to recoup all of its costs. This outcome may be plausible, as it only requires that around 4% of IYE participants who reported improvements in their behaviour or relationships would not have perpetrated an SYV incident due to participating in the IYE programme.

A Social Return on Investment (SROI) approach would identify net costs and benefits of the IYE programme, but would require a bespoke analysis informed by stakeholder-based valuations of social outcomes that is beyond the scope of this study. A review of existing SROI-based studies of comparable youth-facing policy interventions suggests that social returns on investment achieved by IYE may be within the range of £5.65 - £7.00 for every £1 invested and that the economic value of positive social outcomes associated with bringing a young person with complex needs up to national average levels of well-being would be over £39k.

An approach based on employment outcomes could employ established metrics to estimate the net present value (NPV) of lifetime economic benefits associated with IYE participants moving from NEET status into employment. As IYE has obtained employment for at least 27 participants with prior NEET status, this would show a return on investment for the IYE programme of at least 2.85 to 1. This ratio understates IYE's wider employment gains as it excludes (a) job outcomes for those with former NEET status achieved in the last 9 months of the IYE programme, (b) indirect impacts of IYE's other activities in increasing employability and (c) job outcomes achieved by non-NEET participants in the IYE programme.

The findings indicate that IYE has achieved significant success against its targets during a period of marked by heightened economic, social and health challenges associated with the impact of successive Covid-19 lockdowns. Whilst there is a strong case in principle to continue to support IYE activity following the end of YLF funding in June 2023, a number of practical measures can be recommended in order to support this process.



7. Conclusions and recommendations

7.2 Recommendations

1. In view of the significant contribution made by the IYE programme as a community-based deliver model able to deliver improved life outcomes for young people in Enfield and successful diversion of young people from criminal involvement, LBE should agree to support a sustainable legacy for the IYE programme. Based on the findings of this report, such a legacy could be secured by three measures:

(a) Continuation of support for the LBE youth outreach and youth development informal learning services at their current levels; and

(b) Provision of resources for a full-time support worker to build and maintain a consortium of IYE providers, to develop funding applications, facilitate meetings, share good practice, identify and address support needs of partners and to attract funds not available to public sector bodies; and

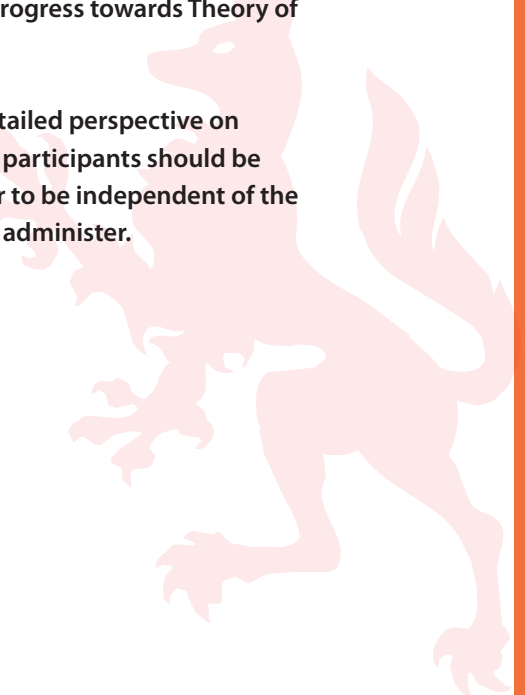
(c) Continuation of support for the most effective aspects of delivery of a range of diversionary activity by IYE community-based partners, as this enables flexible and innovative services that play an essential role in meeting existing and emerging needs of young people.

2. To improve collaboration, knowledge-sharing, buy-in and capacity to support future joint programmes by IYE delivery partners, LBE should hold a series of face-to-face meetings with IYE delivery partners to review progress and plan for the future. Options to be considered should include an audit of capacity-building needs of all delivery partners and development of a consortium in which delivery partners might take on greater ownership and/or responsibility.

3. To improve data collection and monitoring, systems used to monitor progress against the seven Theory of Change outcomes should be reviewed to ensure that robust and consistent measures are available to all delivery partners. Future programmes should consider including supplementary output targets in SLAs to capture a wider range of social, economic, educational and health outcomes; and more prescriptive guidance on monitoring quantitative and qualitative progress

4. To improve estimation of the economic value of the existing IYE programme, existing monitoring data should be reviewed in detail to help quantify economic benefits of progress towards Theory of Change outcomes.

5. In order to building on the findings of this report and obtain a more detailed perspective on young people's experiences of the IYE programme, a survey of former IYE participants should be considered. This could be undertaken by LBE or an external body in order to be independent of the reporting processes of multiple IYE delivery partners and less complex to administer.



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Appendix 1: Inspiring Young Enfield Theory of Change



Appendix 2: Impact model used to calculate lifetime value of youth work in Scotland (Hall Aitken, 2016)

Young Foundation (Extrinsic/ Social outcomes)	Value elements/ sources	Prevalence of Problem/ Issue		Value of Outcome	Estimated Impact of Intervention					
		Measure	Proportion of people beneficiaries		Lifetime Value per Unit	Assumed Effectiveness	Estimated Number of Outcomes	Value of Impact	Category	
Better literacy, numeracy & language development	Reduced costs to education system	Percentage of P7 children not operating within the expected writing level	5.00%	19,340	Primary-school age child mastering basic literacy skills	£9,294	0.10%	19	£179,743	Fiscal
	Personal earnings from better qualifications	Percentage of people with no qualifications	9.40%	36,359	Earnings premium with higher-level GCSE (over no qualifications)	£123,375	0.10%	36	£4,485,758	Economic
		Percentage of people with GCSE, but no degree excluded	33.78%	130,658	Earnings premium with degree (over GCSE)	£523,110	0.10%	131	£88,348,758	Economic
Engaged in education/ learning	Reduced costs to education system	Percentage of young people excluded	5.10%	19,727	Cost of exclusion to the education system	£20,110	0.10%	20	£396,701	Fiscal
In employment or training	Personal earnings from being in employment	Percentage of young people unemployed	6.80%	26,302	Median Salary	£936,804	0.10%	26	£24,639,875	Economic
	Reduced wage scar from youth unemployment	Percentage of young people unemployed	6.80%	26,302	Wage scar from youth unemployment	£140,521	0.10%	26	£3,695,981	Economic
Positive health behaviours	Reduced incidence of Depression	People being prescribed drugs for depression	8.00%	30,944	Cost of treating depression	£1,355	0.10%	31	£41,929	Fiscal
	Reduced incidence of Obesity	Rate of obesity	26.80%	103,661	Cost of treating obesity	£9,909	0.10%	104	£1,027,130	Fiscal
	Reduced incidence of Sexually Transmitted Infections	Percentage diagnosed with STI	0.40%	1,561	Cost of treating STD	£2,135	0.10%	2	£3,333	Fiscal
Less offending	Greater productivity due to reduced absences	Absenteeism in terms of jobs lost per capita	2.18%	8,424	Median Salary	£936,804	0.10%	8	£7,892,007	Economic
	Reduced costs of criminal justice interventions	Custodial sentences	0.03%	97	Cost of a custodial sentence	£36,463	0.10%	0	£3,551	Social
		Community Orders	0.37%	1,437	Cost of a community order	£1,045	0.10%	1	£1,502	Social
Less dependent on welfare	Savings on welfare payments	Income Replacement Benefits	6.80%	26,302	Cost of income-replacement benefits	£44,676	0.10%	26	£1,175,082	Fiscal
	Positive parenting/ relationships	Children (0-9) in care	1.29%	4,994	Cost of 6 months in care	£12,000	0.10%	5	£59,922	Social



Appendix 3: Demographic profile of IYE participants

This section provides demographic details of the cumulative total (13,639) of young people who had started IYE activities up to Q2 of 2022.

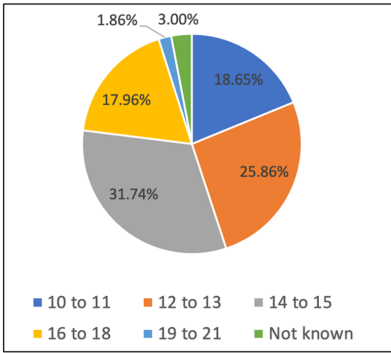


Figure A3-1: Age of IYE participants

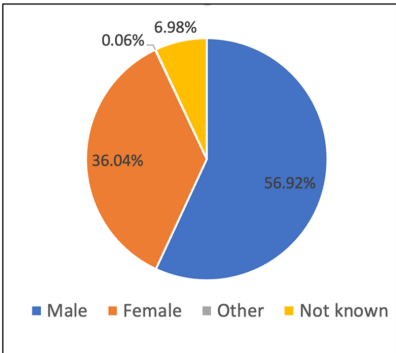


Figure A2-2: Gender of IYE participants

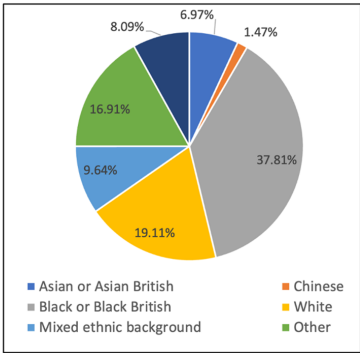


Figure A2-3: Ethnic origin of IYE participants

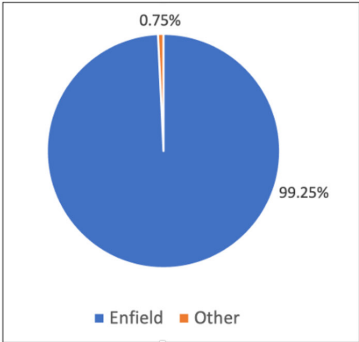


Figure A3-4: Address of IYE participants

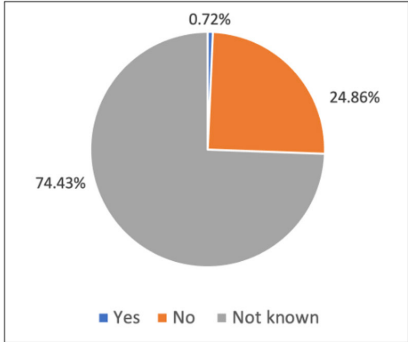


Figure A3-5: Looked after/care leaver

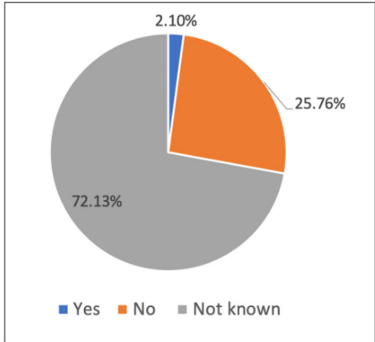


Figure A3-6: Special educational needs or disability





We would like to say a Big Thank You, to all the partners involved in the delivery of Inspiring Young Enfield, without your contribution they would be no success.

4-22 Foundation
Chickenshed
Doja Rap Club
Edmonton Eagles
Elevation Profile
Family Based Solutions
Holler
Joe Morris Legacy
Leo Powell
LYRC
MAD Track

Oasis Community Hub
Parent Engagement Network
Rudolph Walker Foundation
Scorpions Basketball
Steppaz
Two Fresh
Wellbeing Connect Services
Work Works Build Enfield
Work Works Mentoring
Youth Service Informal Learning Prog.
Youth Service Outreach Team

