



Making Services Better: costs and benefits of the Young Inspectors Programme

**A report for National Children's Bureau by
Europe Economics**

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Executive Summary

- 1 The purpose of the Youth4U – Young Inspectors (YI) programme was to:
 - increase the numbers and quality of opportunities for marginalised young people and give them the opportunity to improve services and enable change in their communities
 - help marginalised young people to engage their peers in influencing local policies and services across a wide range of issues including locality, health, neighbourhood renewal, transport and community service in the benefit of their neighbourhoods
 - enable young people to have much greater impact on local services by feeding back both their and the views of their peers.
- 2 The National Children’s Bureau (NCB) which managed the programme has carried out its own evaluation of the project against these objectives. Following on from this Europe Economics, at the initiative of Pro Bono Economics, has explored how far it is possible, using the information available from NCB’s evaluation, to quantify the economic costs and benefits of the project and to identify other benefits to young inspectors and society which, no less important, can be evaluated qualitatively.
- 3 Such analysis allows us to draw general conclusions, albeit subject to qualifications on the availability of relevant data, about the contribution that the project has made to overall economic and social welfare. In addition there are lessons to be drawn from this analysis on how targets can be set for achievements of future projects and on how project monitoring can be structured in ways that help to improve the evaluation of completed work.

The programme and its cost

- 4 The programme targeted vulnerable and ‘marginalised’ young people aged 13-19 (or up to 25 for disabled young people) who lived in poverty, workless households or deprived communities, and/or had any of a range of life experiences including family bereavement,

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early parenthood, violence or neglect or poor social skills. By the end of the programme 1,459 YIs in 32 areas had been recruited; of these 402 left the programme before it finished.

- 5 The central task for the YIs was to undertake inspections of services within their local area and write reports of the inspection which included recommendations for service improvement. A total of 576 initial and 138 follow-up inspections were completed for a wide range of services, including policing, sexual health, transport, leisure, information and guidance, and positive services (an overarching term incorporating youth clubs and specific interest groups).
- 6 The costs of the Young Inspectors programme have been covered by the following channels:
 - Funding provided by the Department for Education and administered by the Look Listen Change (LLC) consortium, the partnership managed by the National Children's Bureau with the British Youth Council and KIDS. This funding covered the majority of the programme costs, and totalled £3.8 million across the two years of the programme.
 - Additional funding was provided by individual local authorities, either through the provision of resources or through the use of staff time. This we have estimated at £223,000 across the two years of the programme.
 - Costs incurred by service providers resulting from the programme's inspection process. This is estimated at £93,000 across the two years.
- 7 The total cost of the programme over the two years was just over £4 million giving an average cost per YI (for those that completed the programme) of just under £4,000. As an alternative measure, the cost per completed inspection was around £5,800.
- 8 In addition we have taken into account costs outside of the programme that would be incurred if the programme encourages some YIs to achieve higher educational results than they otherwise would have done. These costs are netted off against the higher

income benefits that YIs may receive from additional educational qualifications in order to give a net social benefit.

Benefits of the programme

- 9 The NCB has evaluated the directly measurable outcomes of the programme, such as the number of completed inspections; the YIs' educational and employment activities; and the satisfaction of the service providers. The analysis presented here takes these measured outcomes and links them to other research findings in order to look at the wider economic and social benefits accruing as a result of the programme. These include the longer-term benefits of further educational attainment for YIs; the benefit to YIs of the improvement in their life skills; and improvements in service provision.

Education

- 10 The main scope for quantifying benefits is in the area of increased educational achievement resulting from encouragement or skills the YIs received through the programme. We have used the substantial body of academic research to provide a range of estimates of increased earnings that YIs can expect if, as a result of participating in the programme, they reach a higher level of educational achievement.
- 11 Feedback from the YIs gives some indications of increased achievement. A total of 217 YIs achieved the Award of Personal Effectiveness (AoPE), equivalent to half a GCSE. There was an increase in aspirations to attain an apprenticeship, complete A-levels and to attain a degree as a result of the programme. There was also an indication that the programme had helped to reduce re-offending amongst participants.
- 12 The data available from the programme evaluation do not allow us to be definitive about the scale of these impacts or the extent to which changes in educational attainment are directly attributable to the project. However it is possible to use the estimates of increased lifetime earnings for the various categories of educational achievement to put a value on potential benefits (net of any additional costs of that education). We use this to illustrate the level of increased individual performance in each category that, if achieved, would result in the benefits of the programme being greater than the costs. We assess

what level of achievement would tip the balance between costs and benefits. Hence this approach is known as a tipping point analysis

- 13 Our tipping point analysis is summarised in the table below.¹ We do not have data on specific achievements of the YIs (many of which, of course, lie in the future). Numbers shown here in each category are illustrative but we have, as far as possible, made realistic assumptions. Most of the range of possible benefits that may accrue to a YI through the programme far outweigh the cost per YI of around £4,000.

Table 1: Illustration of scale of benefits required to offset costs for the 1057 YIs

Benefits	Number of participants required to achieve the benefit as a result of YI programme	Benefit per individual	Total benefit ² ('number of participants required' x 'value per person')
Achievement of AoPE for women	109	£951	£103,184
Remaining in school (five or more GCSEs grade C or above)	20	£111,076	£2,221,520
Achieving A-Levels (two or more)	10	£61,576	£615,760
Attainment of apprenticeship (MA2)	1	£73,000	£73,000
Achieving a Degree	6	£108,000	£648,000
Avoiding re-offending	6	£86,000	£516,000
Total			£4,177,464
Costs			£4,149,788

Source: Europe Economics analysis

Note: We have not considered interaction effects. For example, the benefits for someone not re-offending as well as achieving A-levels may be different to those presented above.

- 14 The programme could still be beneficial with lower levels of these quantified achievements when unquantifiable, but still valuable, achievements such as improved life skills for the YIs and improvements in services which have been the subject of the inspections, are also taken into account.

¹ To note, the costs of the additional education have been subtracted from the benefits of the education to recognise the fact that if the YI programme leads participants to participate in further education both additional costs and benefits will be incurred.

² 'Number of participants required' multiplied by 'value per person'

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Life skills

- 15 The YI programme is associated with a number of impacts that are difficult to quantify but which have been shown in the academic literature to be of significant value. Impacts stem from a range of additional skills which include social skills (e.g. communication, influencing and inter-personal skills) and self-regulation skills (e.g. self-efficacy, goal setting, motivation, time management and planning).
- 16 These skills can improve educational performance and reduce participation in risky behaviours such as smoking, exclusion from school, engagement in criminal activity and teenage pregnancy. Programmes such as YI which allow young people to participate in community activity and contribute their own views have been shown to be effective in increasing life skills of this sort.
- 17 Data reported in NCB's final report show that many of the participants in the follow-up survey and focus groups reported high levels of confidence, with over 70 per cent of focus groups saying they had become more confident as a result of the programme. Senior managers and local support workers (LSWs) also gave qualitative feedback that the programme markedly increased the confidence of marginalised young people to work alongside peers from different backgrounds and to interact with senior staff, and also had positive impacts of levels of self-esteem.
- 18 The development of these life skills has wider impacts through raising the overall level of skills within the economy. Both economic theory and evidence from practice show that countries that invest more heavily in skills grow the fastest. Further evidence suggests that in an increasingly competitive global economy social and emotional skills are highly valued by employers in addition to academic skills.

Improvements in services

- 19 A key aim of the Young Inspectors programme is to improve local services. A number of recommendations were made by the YIs as to how the services could improve and become more accessible to the public, particularly to young people. These included improving external publicity and marketing; improving the physical nature of the

premises, including access, and the information available to service users; and more attention to evaluation and feedback from users. Follow-up inspections undertaken within six months showed that just under two-thirds of YIs indicated that 'most' or 'all' of the services they returned to had improved.

- 20 It is difficult to attribute and quantify the improvements to the services resulting from the programme due to the wide range of services inspected, the variation in the recommendations, and uncertainty as to how the changes that were undertaken will translate into benefits for the wider community.
- 21 There were a significant number of recommendations for improving awareness and external marketing of health services and we have looked at this area to provide an indication of potential benefits from improvements in this aspect of these services.
- 22 Research shows that the lack of input from young people in designing and promoting health services is a critical barrier to access. This is a particular issue for young people accessing sexual health services. The annual cost of treating sexually transmitted infections is high and any improvements in awareness and access resulting from the types of recommendations made by YIs would have significant benefits.
- 23 It is not possible to directly compare the costs of the Young Inspectors programme with these possible benefits from service improvement. However, the average cost per inspection of around £5,800 suggests that these inspections could provide a cost effective way of helping service to improve and realising wider benefits.

Conclusions and recommendations

- 24 Directly comparing the total costs and benefits of the programme is not possible, given the difficulties in quantifying the full range of benefits and estimating the extent to which these are attributable to the programme. However our tipping point analysis shows the levels of improved educational achievement that would need to be attained for benefits to exceed the costs of the programme. These are based on plausible assumptions. It is clear that the scope for benefits from the programme is large – both through the

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additional educational attainment of the YIs and the wide range of important social benefits that have not been quantified.

- 25 The programme's impact on services is an important consideration, given the types of recommendations made which may lead to both long-lasting and far reaching benefits. The inspections also had a unique aspect of being focused on young people, compared with many other kinds of service inspection and audit.
- 26 Overall, the potential benefits from improved employment prospects for YIs, improved social skills and reductions in risky behaviour coupled with changes to service provision resulting from the inspections compare favourably with the average cost measured either per YI or per inspection.
- 27 If the programme continues it may be possible to cut the cost by reducing the direct payments to YIs, although it is not clear how this would affect participation. If repeat set-up costs can be avoided then the programme would become more efficient and less costly.
- 28 The tipping point analysis that we have given about levels of improvement necessary to offset the cost of the scheme may also be of use in the future to contextualise the programme costs and benefits and to set targets for the number of young people required to achieve each benefit in order to cover programme costs. The approach can also be applied in setting targets for other projects.
- 29 A secondary objective of our work was to identify the types of information collection that could be built into future projects in order to improve post-project evaluation. These include:
 - (a) Clear 'before and after' data collection (e.g. ensuring the questions in the baseline and follow-up surveys are the same) to enhance the distinction between benefits of the programme and those that would happen anyway. This could also be achieved through the use of a control group of young people.

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- (b) More detailed information of the educational attainment levels of the YIs at baseline and follow-up, and more evidence of other improvements would be useful. These could be recorded throughout the programme.
- (c) The development of case studies of the actual experiences of some of the YIs after the programme to further inform the possible benefits.

1 Introduction

1.1 Europe Economics is pleased to submit this economic analysis of the Youth4U – Young Inspectors programme in conjunction with Pro Bono Economics.³ Young Inspectors (YI) was a two-year programme (2009-2011) that provided funding and support to 33 areas in England to recruit and train a team of disadvantaged and marginalised young people (the ‘Young Inspectors’) to inspect and report on services in their areas. The programme was funded by the Department for Education and led by the Look Listen Change (LLC) consortium, a partnership managed by with National Children’s Bureau (NCB) with the British Youth Council and KIDS.

1.2 The purpose of the Youth4U — Young Inspectors programme was the following:

- increase the numbers and quality of opportunities for marginalised young people and give them the opportunity to improve services and enable change in their communities
- help marginalised young people to engage their peers in influencing local policies and services across a wide range of issues including locality, health, neighbourhood renewal, transport and community service in the benefit of their neighbourhoods
- enable young people to have much greater impact on local services by feeding back both their and the views of their peers.

1.3 Europe Economics has worked with NCB to assess the economic costs and benefits of the programme, and made use of the data provided by NCB from its evaluation of the programme (gathered through surveys of the young participants, local authorities, support workers and service providers) as well as administrative data.

³ Europe Economics is an independent private sector consultancy which specialises in economic regulation, competition policy, and the application of economics and econometrics to public and business policy issues. We advise a wide range of clients including government departments, regulators, the European Commission and the European Parliament, companies large and small, industry and professional representative bodies, law firms, public affairs advisors and charitable bodies.

Introduction

- 1.4 As analysis of this sort has not been undertaken by NCB for a programme such as this before; a key part of Europe Economics' role was to identify the relevant information that could be used in assessing the wider impacts of the programme; identify the range of benefits that Young Inspectors could provide; and develop a methodology that enables these impacts to be measured.
- 1.5 It was recognised at the start of our project that there was unlikely to be comprehensive information available that would allow a full assessment of costs and benefits. Where we have not been able to attribute specific benefits to the programme we have used a "tipping point" approach. This provides an idea of the scale of benefits, under various headings, that, if achieved, would offset the cost of the programme as a whole.
- 1.6 A secondary objective of our work was to identify the types of information collection that could be built into future projects in order to improve post-project evaluation.

2 Background

The Evaluation of the Programme

2.1 In 2011 NCB published an evaluation report of the Youth4U – Young Inspectors programme. Information for the evaluation was gathered from the following sources:

- (a) YI baseline survey – a self-completion survey completed by YIs at the end of their training session, capturing information on educational attainment and goals, future plans, current participation in community activities and services, and views on empowerment, confidence and engagement.
- (b) YI follow-up survey – completed by a sub-set of YIs at the end of the programme, including the same questions to the baseline survey as well as others on the outcomes of the programme.
- (c) YI focus groups – incorporated questions and practical activities to gather more in-depth information on issues such as the experience of the YIs in participating in the programme; the YIs perception of the impact the programme had on the services and themselves; views on the strengths and weaknesses of the programme.
- (d) Local support worker (LSW) monitoring forms – completed on a monthly basis by the LSWs for each YI recruited to the programme.
- (e) LSW and senior manager interviews – interviews with LSWs and senior managers in participating local authorities and voluntary sector organisations to identify lessons to be learned from the programme; identify benefits and impacts of the programme; and gain insight into the sustainability of the programme.
- (f) Service provider surveys and interviews – gathered information on the nature and outcome of the inspections; impact of inspections; and overall views of the programme.

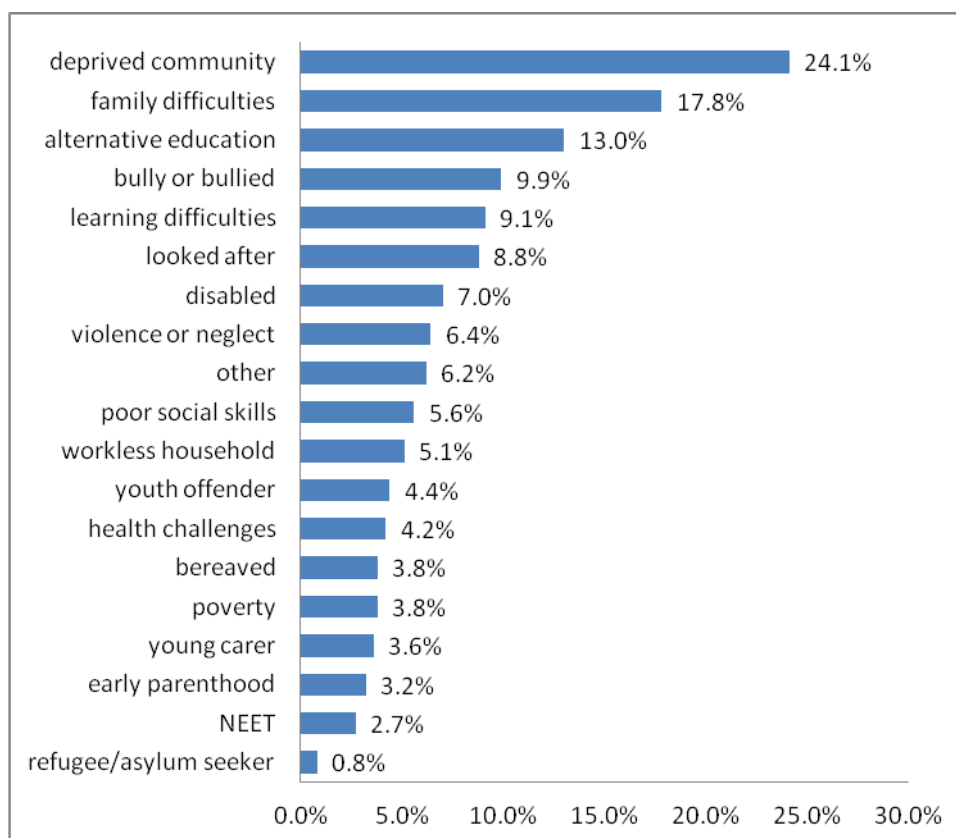
2.2 The data used in this report are drawn from the results of the NCB Evaluation Report.

The Young Inspectors

2.3 The Youth4U – Young Inspectors programme was implemented and delivered by local authorities or voluntary sector agencies in 33 areas in England. The programme targeted vulnerable and ‘marginalised’ young people aged 13-19 (or up to 25 for disabled young people) who lived in poverty, workless households or deprived communities, and/or had any of a range of life experiences including family bereavement, early parenthood, violence or neglect or poor social skills.

2.4 Figure 2.1 below shows the target groups from which the YIs came.

Figure 2.1: YI Target Groups



N=1,459; data from LSW monitoring forms. Percentages add up to more than 100 as up to three items could be selected per YI.

Source: NCB (2011) 'Youth 4U – Young Inspectors'. Final evaluation report

2.5 By the end of the programme, 1,459 YIs in 32 areas had been recruited, and 402 YIs left the programme before it finished. YIs were, on average, 16 years of age, evenly

Background

split by gender. The majority were white, 77.6 per cent, compared with 6.2 per cent Black and 2.8 per cent Asian.⁴

- 2.6 The recruitment of YIs was undertaken by the LSWs within each local authority (LA) through links established with local groups and services working with marginalised young people. Targets were set for the inclusion of YIs from certain groups. LSWs reported some challenges in recruiting representative numbers from each group, for example young people from rural areas.
- 2.7 The evaluation suggests that in some cases young people were drawn from groups or networks already known to the LSW as being involved in the work of the LA. This may have resulted in some sample selection bias, with some of the YIs on the programme already more likely than most to achieve certain educational and social goals. This should be kept in mind when considering the benefits of the programme, in that such benefits may not be fully realised should the programme be more extensively rolled out. That said, evidence of sample selection bias in the recruitment of young people in certain areas is limited to anecdotal feedback gathered in the evaluation report, and we cannot therefore draw any firm conclusions for the benefits of a wider programme.

The Inspections

- 2.8 The central task for the YIs was to undertake inspections of services within their local area and write reports of the inspection which included recommendations for service improvement. A total of 576 initial and 138 follow-up inspections were completed for a wide range of services, including policing, sexual health, transport, leisure, information and guidance, and positive services (an overarching term incorporating youth clubs and specific interest groups).
- 2.9 The YIs used a range of inspection techniques, such as observation, mystery shopping, interview with the service providers, and surveys of service users. The majority of recommendations made focused on improvements to external publicity

⁴ This distribution of ethnicity was not evenly spread across the areas.

Background

and marketing of the service; improving the physical nature of the service; improved information whilst using the service; and improving access to the service.

- 2.10 Follow up inspections were conducted for a subset of services which enabled the YIs to assess the extent to which their recommendations had been taken into account. Results showed that 28 per cent of recommendations had been fully implemented, 21 per cent partially implemented (or were underway); and 23 per cent had not been implemented. Feedback from service providers themselves showed that a greater proportion had either implemented the recommendations or were planning to do so for at least some (66 per cent in total).
- 2.11 Feedback on the quality of the inspections and recommendations given by the YIs was given by services providers and is reported in the final programme evaluation report.⁵ The majority of service providers (approximately 70 per cent) were 'very satisfied' with the way in which the inspections were set up and conducted. A significant majority of service providers providing feedback considered that the recommendations made were relevant, based on clear evidence, and would have a positive impact on the service (approximately 80 per cent across the three categories).

Training

- 2.12 The YIs underwent training to equip them to carry out the inspections. The YIs learnt about working effectively in teams, about the different methods that could be used during inspections, and how to draft reports around the findings of the inspections and draw up recommendations. The YIs were also given a written guide on conducting inspections and received continual support from the LSWs throughout the inspection and report-writing process.
- 2.13 The inspections themselves were also a source of growth for the YIs; indeed, qualitative feedback from the programme evaluation suggests that the majority of

⁵ Service providers were asked for their feedback through a questionnaire. See Section 4 of NCB's programme evaluation report.

Background

skills and personal development gained by the YIs were a result of the inspections process. These included the ability to work within teams, communicate effectively with adults, set and work towards goals, manage time and deadlines and deal with problems. The YIs also reported that the inspections increased their sense of self-worth and of responsibility to the community.

3 Costs

3.1 The costs of the Young Inspectors programme have been incurred through the following channels:

- (a) Funding provided by the Department for Education and administered by the Look Listen Change (LLC) consortium, the partnership managed by the National Children's Bureau with the British Youth Council and KIDS. This funding covered the majority of the programme costs, and has been recorded at £3.8 million across the two years of the programme.
- (b) Additional funding supplemented by the individual local authorities, either through the provision of resources or through the use of staff time. This is estimated at £223,000 across the two years of the programme.
- (c) Costs incurred by service providers resulting from the programme's inspection process. This is estimated at £93,000 across the two years.

Funding provided by the consortium

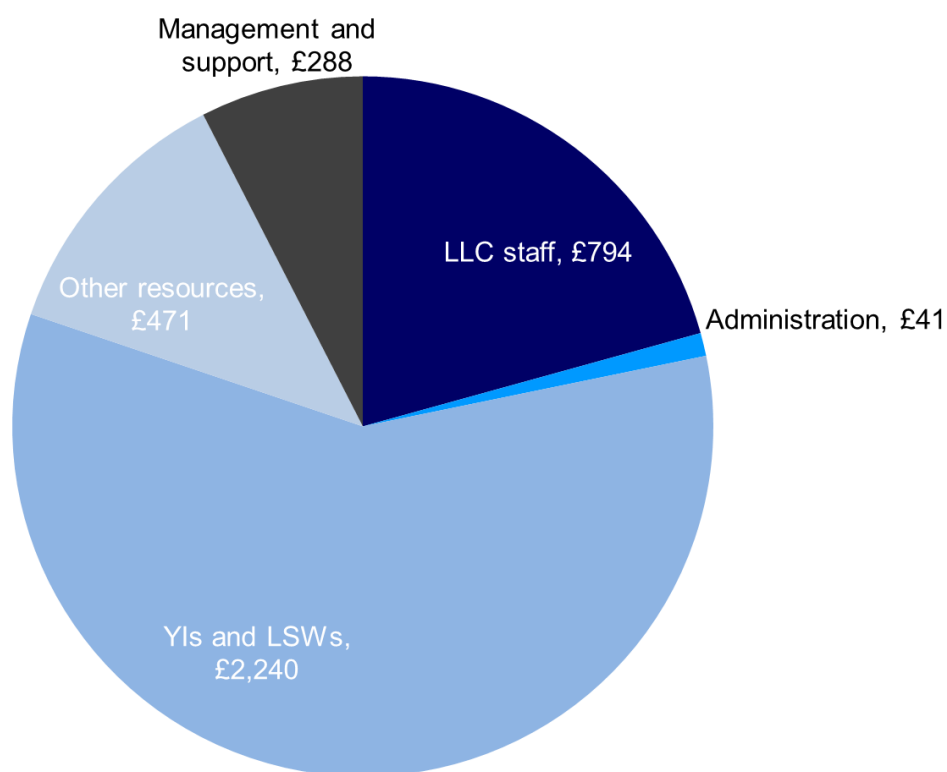
3.2 The costs covered by the consortium funding include:

- (a) Staffing Costs: all LLC partners' staffing costs (including on-costs), recruitment costs, and staff training costs. This includes staff responsible for policy, research and evaluation, and ASDAN qualifications.
- (b) Administration Costs: stationery, postage, telephone, etc.
- (c) Payments to LSWs and YIs, and to associates for writing and delivering the programme.
- (d) Other resources: travel and subsistence for staff, LSWs and YIs, as well as costs for meetings, seminars, website, publications etc.
- (e) Management and Support: management and support costs, office services, and accommodation.

Costs

3.3 The costs recorded by the consortium have been carefully separated out from costs relating to other parts of the organisations, and as such relate only to the YI programme. The costs were incurred over the two-year programme (from December 2008 to March 2011), but have been aggregated into a single figure for each category, as illustrated in Figure 3.1 below. The total cost of the programme covered by the LLC consortium over the two years was £3.8 million.

Figure 3.1: Costs of YI programme (2009 – 2011) covered by LLC consortium (£000's)



Source: NCB data

3.4 As shown by the chart above, the greatest areas of cost were salaries for LLC staff, and salaries and wages for LSWs, YIs and associates.

3.5 We note that of these costs, approximately £30,000 was dedicated to set-up costs and as such would not be incurred during subsequent years of the programme were

Costs

it to continue. In addition approximately £205,000 was not directly related to the delivery of the programme, and included IT and HR support and office costs.⁶

- 3.6 Costs are relatively similar in each year, with greater administrative costs in the first year (approximately £29,000 compared with £11,000), and more LSW, YI and associate costs in the second year (approximately £1,652,000 compared with £587,000 in the first year).

Funding provided by local authorities

- 3.7 Local authorities supplemented the funding provided by the consortium where necessary. This funding relates to three areas:

(a) YI salaries, supplies and equipment, travel and additional support.

(b) LSW salaries, travel and subsistence.

(c) Other: local authority management time dedicated to the programme; additional resources (e.g. room hire).

- 3.8 Figures received from two local authorities on costs incurred over the two years range from £10,000 to £17,000. As with the consortium costs, the greatest proportion of these costs stem from salaries.

- 3.9 Both local authorities spent more funds in the first year of the programme, mainly on salaries of managers and LSWs. This suggests that the burden of management decreased once the programme was up and running, and that these costs might reduce further over time.

- 3.10 The two figures below present a breakdown of the costs incurred by the two local authorities over the two years.

⁶ We still include these costs as they were necessary to facilitate the programme, but note that they are likely to be influenced by factors unrelated to the programme.

Figure 3.2: Supplementary costs provided by local authority 1

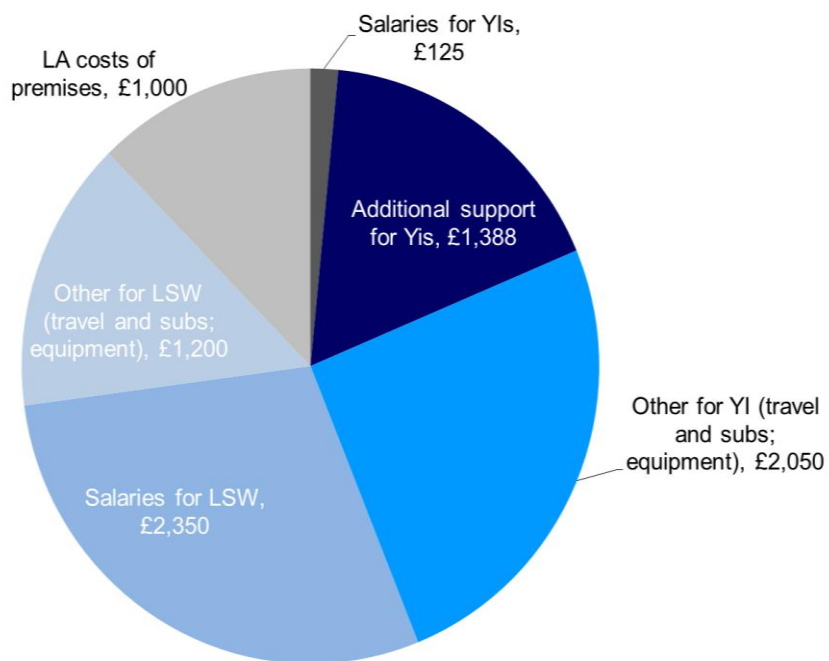
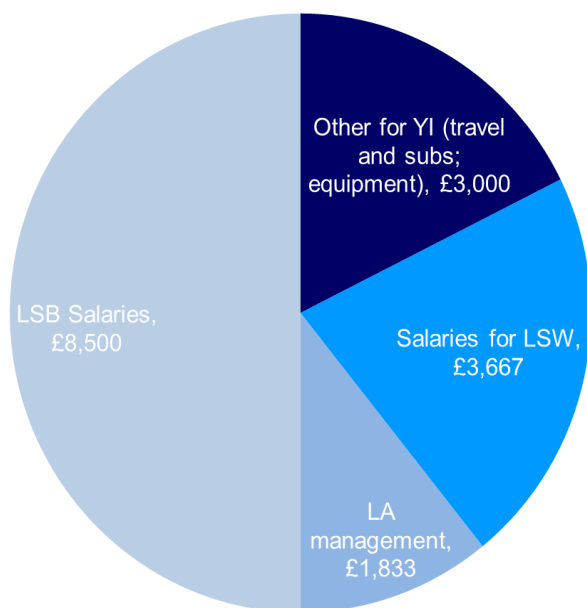


Figure 3.3: Supplementary cost provided by local authority 2



Costs

- 3.11 In order to estimate the costs incurred by other local authorities, we assume that half of the local authorities (16) needed or chose to supplement the funding with additional resources.
- 3.12 Using the midpoint between the costs incurred by the two local authorities as an average cost incurred, we estimate that the total additional cost incurred by local authorities could be £223,000 across the two years.

Costs incurred by service providers

- 3.13 Service providers would have incurred some costs through the programme, largely in the form of time spent with the YIs during the inspection process. Indirect costs would also have been incurred if the service providers made changes on the basis of the recommendations; however, we focus only on direct costs here.
- 3.14 As the nature and form of the inspections undertaken varied dramatically across service providers, estimating an aggregate cost must be done with caution. We base our estimates on the following parameters:
- (a) There were 576 initial inspections conducted across all service providers. Of the inspection methods undertaken, 78 per cent consisted of an interview with the service provider. As this also often included a tour for the YIs or some form of observation, we estimate the time taken to be half a day for each service provider.⁷
 - (b) For most of the initial inspections, a pre-inspection meeting took place to arrange details. We estimate the time taken for this to be an hour.
 - (c) There were also 138 follow-up inspections, the majority (86 per cent) also entailing observations and interviews.
 - (d) Judging from the anecdotal evidence supplied by service providers, it appears that interviews and inspections involved at least two service provider personnel, one at least being of senior management level.

⁷ Other inspection methods included surveys of service users and interviews with young people. Although service providers may have been involved in these processes, we feel that the greatest participation would have been with the direct interviews.

Costs

(e) Hourly labour costs for senior management in public administration for the UK are estimated at £19.⁸

3.15 Using these parameters we estimate the time spent by service providers on the YI programme at approximately 4,900 hours at an hourly wage cost of £19, which results in a total cost of approximately £93,000 across the two years of the programme.

Total costs of the programme

3.16 Adding up the costs to the LLC consortium, local authorities and service providers gives a total cost of the YI programme of £4,149,788.

3.17 Out of the 1,459 young people who enrolled in the Young Inspectors programme, 1,057 remained for the full length of the programme. The cost per completed YI is therefore £3,926. The total cost per inspection (of which there were 714) is £5,812.

Other costs

3.18 There may also be costs which are incurred outside the programme as a result of its impact. These should be taken into account in a full cost benefit analysis. For example, if, as a result of the programme, a YI goes on to take A-levels who would not otherwise have done so without the scheme, there will be educational costs associated with that extra time in school. These costs are considered in the next section, and netted off against the benefits that the YI may gain.

⁸ Source: Eurostat (2009) data on hourly wage costs for NACE category 'Public administration and defence; compulsory social security; education; human health and social work activities; arts, entertainment and recreation; other service activities'

4 Benefits to Young Inspectors

4.1 There are two levels of benefit analysis that can be undertaken. We have classified these as:

(a) Direct benefits of the Young Inspectors programme. These are the directly measurable outcomes of the programme, such as the number of completed inspections; the YIs' educational and employment activities; or the satisfaction of the service providers.

(b) Indirect benefits. These are wider benefits accruing as a result of the programme, and include the longer-term benefits of further educational attainment for YIs; the benefit of the attainment of life skills; and the scope and value of improvements in service provision.

4.2 The immediate impacts of the Young Inspectors programme are presented in the Evaluation Report published by the NCB. Our analysis focuses on the wider benefits of the programme using evidence from this Evaluation Report and other sources.

4.3 Benefits can accrue to the Young Inspectors and the Service Providers. This section presents the benefits to Young Inspectors, and Section 5 discusses the benefits in terms of service provision. Quantifying the benefits is not possible in all cases, but no less importance should be given to benefits that are qualitatively discussed.

Young inspectors

4.4 Benefits to YIs have been assessed on two levels: those benefits that are possible to quantify, in particular those accruing from educational advances resulting from the programme; and those that are not possible to quantify, such as those accruing from developmental advances in 'life skills' (e.g. increased confidence; increased goal setting; reductions in risky behaviour).

4.5 The Young Inspectors programme targets 'marginalised' young people. The target group contained around 25 per cent from deprived communities and around five per cent were young offenders. At the baseline survey, about 75 per cent of YIs were

currently going to school and 24 per cent were going to college. About 55 per cent aimed to finish school and get five GCSEs. About a 43 per cent wanted to achieve A-levels and 40 per cent wanted to achieve a degree.

Benefits we can quantify

- 4.6 There are a number of educational achievements that participants in the Young Inspectors programme have attained as a direct result of the programme, for example being inspired by the programme to undertake further education, or gaining necessary skills to do so (such as improved goal setting and time management). In addition to these, qualitative evidence from local authority managers, local support workers and the participants themselves suggests other ways in which the programme has helped participants to further their educational development. There is also evidence of the programme helping to tackle risky behaviour, such as preventing re-offending.⁹ In this section we discuss the benefits arising from a range of possible outcomes.
- 4.7 In order to place a value on the benefit of the programme, we require information on the nature of possible benefits as well as the scale of such benefits. In this section we discuss the nature of the possible benefits in terms of how such benefits may arise and what monetary value can be assigned to them. In the following section our tipping point analysis assesses the scale of such benefits required to outweigh the costs.

Educational achievements

- 4.8 There is much evidence that increases in educational attainment translate into improved outcomes, both for the individual and society. For the individual, there are wage benefits as well as non-wage benefits, such as social and developmental benefits and links to improved health. Society benefits from increased performance of the economy through a higher skilled workforce and lower costs of

⁹ Information on the benefits to the YIs has been taken from baseline and follow up surveys of YIs and qualitative feedback from managers and LWS.

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unemployment. There are also links between educational underachievement and crime, and thus the benefits of increased educational attainment for society as a whole can include a reduction in crime and its associated costs.

- 4.9 We have made use of the vast economic literature on the average benefits gained from achieving qualifications through higher lifetime wages to provide illustrations of the sorts of benefits that might be achieved. This is usually expressed as an increased percentage “return” to the individual over a working life (i.e. the additional earnings he or she will receive as a result of the qualifications). The additional returns vary according to the level of education achieved, and also according to the baseline against which they are measured. For example, the additional returns that an individual will earn from a university degree will be different when compared to the earnings at A-levels and the earnings at GCSE level qualifications.
- 4.10 Returns to education are usually estimated in the form of a percentage increase on wages over the lifetime of the individual. For example, the return to five GCSEs is an increase in earnings of 27 - 29 per cent over a working life.¹⁰ In order to attach a monetary value to this percentage, information is required on the wage profile of a group of individuals: how much does an average individual earn and how much would an increase of 27 per cent represent? We have calculated a monetary value of percentage increases in educational attainment by making use of work done by the Prince’s Trust in 2010.¹¹ This study used a wage profile for a cross-section of men of each age between 20 and 64 to estimate that the aggregate discounted value¹² of a 10 per cent rise in average wages was around £45,000.¹³ This discounted

¹⁰ McIntosh, S (2004) ‘Further Analysis of the Returns to Academic and Vocational Qualifications’ Centre for the Economics of Education

¹¹ See The Prince’s Trust (2010), ‘The Cost of Exclusion’. The value of a 10 per cent rise in average wages was calculated in the report using the Family Resources Survey 2008/09 to obtain a wage profile for a cross-section of men of each age between 20 and 64, and a discount rate of 3.5 per cent was used.

¹² Additional earnings are estimated as a stream of earnings over the individual’s future working life. In order to convert this stream into a present value, the earnings need to be added up and discounted to account for current earnings being valued more than earnings in later years.

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value represents what the extra monetary gain over a working life from a 10 per cent rise in wages is worth today.¹⁴

- 4.11 The monetary values of the returns to educational achievement presented below are estimates but serve to illustrate the potential quantified benefits to the participants of the Young Inspectors programme.¹⁵ It is clear that the Young Inspectors programme has resulted in both observed and potential benefits for the participants, although it is important to be cautious and recognise that some of the observed changes in behaviour and performance would have taken place in the absence of the programme.

Returns from the AoPE

- 4.12 The Award of Personal Effectiveness (AoPE) Level One qualification was achieved by 217 Young Inspectors. The AoPE is part of the ASDAN Award programme and is equivalent to half a GCSE.
- 4.13 For young people aged between 23 and 25 who leave school without any qualifications, obtaining a Level 1 vocational qualification increases the probability of finding a job by four per cent for men and 16 per cent for women.¹⁶
- 4.14 Placing a benefit on the increased probability of finding work is not straightforward. We have based our calculations on the fact that the majority of young people who are unemployed are unemployed for six months.¹⁷ Based on this we have assumed that having an AoPE reduces the time spent unemployed by 16 per cent for women, so that instead of 6 months unemployed they spend 5 months unemployed. As a

¹³ We have applied this figure by breaking it down to a monetary value for 1 per cent (£4,500) and scaling to the appropriate percentage for each qualification. We are aware that different groups (including women) are likely to earn different average wages, but consider the average figure of £45,000 as a reasonable approximation.

¹⁴ The percentage increase of 10 per cent was the figure used in the report and we refer to it here as a benchmark to enable us to attach a monetary value on the percentage increases to education that we have identified in our literature review.

¹⁵ The available data do not allow for the estimation of the total benefits of the programme across all participants.

¹⁶ McIntosh, S., (2004a), "The Impact of Vocational Qualifications on the Labour Market Outcomes of Low-Achieving School-Leavers," CEP Discussion Paper No. 621.

¹⁷ Office of National Statistics

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four per cent increase in the probability of finding a job for men only reduces the time spent unemployed by a few days, we consider the benefit of an AoPE to accrue to women only.

- 4.15 In terms of salaries, the Learning and Skills Council reported that average yearly starting salaries increased with the number of GCSEs taken, namely: one GCSE - £11,412; two GCSEs - £11,624; three GCSEs - £12,052; four GCSEs - £12,553; five GCSEs - £13,016.¹⁸
- 4.16 We assume the YIs are paid £11,412 p.a. (the rate identified for people with one GCSE). At this level of earnings, reducing the time unemployed by one month has a value of £951 per AoPE for female participants.
- 4.17 We do not subtract the cost of achieving an AoPE award as this cost is already captured by the total programme cost figure.

Returns from staying at school until 16

- 4.18 It was felt that the programme was helpful in redirecting participants who had dropped out of school back to mainstream education. Evidence from one local group shows that five out of seven young people who were not in formal education had returned to mainstream education at the end of the programme. Wider information on the effect of the programme on YIs' aspirations to remain in school, or return to education, was not collected in the evaluation, and thus we cannot estimate the total benefit of this effect. However, we discuss the possible magnitude of this benefit in our subsequent section on the tipping point analysis.
- 4.19 On average, the estimated returns are between 27 and 29 per cent for five or more GCSEs grade C or above.¹⁹ If we convert this to a monetary figure using the information from the Princes Trust as discussed above, we find that the additional earnings over a working lifetime are £121,500 - £130,500. The annual average

¹⁸ <http://www.guardian.co.uk/education/2007/aug/24/schools.uk1>

¹⁹ McIntosh, S (2004) 'Further Analysis of the Returns to Academic and Vocational Qualifications' Centre for the Economics of Education

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expenditure by secondary schools per pupil is estimated by the DfE at £5,212.²⁰ Assuming that the YI programme encourages two extra years of schooling and taking off this additional cost from the additional lifetime benefit, produces a net benefit of £111,076 - £120,076.

Returns from undertaking apprenticeships

4.20 The follow-up survey at the end of the programme indicated that a number of participants were motivated to achieve further educational goals. Compared with the baseline survey, six per cent more YIs aspired to attain an apprenticeship. Although not directly related to the YI programme, some apprentices were recruited from the YIs and this may have contributed further to the YIs aspirations to attain apprenticeships.²¹

4.21 Taken as an average proxy for apprenticeships, the net lifetime benefit to a level 2 Modern Apprenticeship is estimated at £73,000. This figure takes into account increased earnings and subtracts the public costs of apprenticeships.²²

Returns from A-levels

4.22 Compared to the baseline survey, the follow-up survey indicated two per cent more aspired to achieve their A-Levels as a result of the programme. On average, the returns are 16 per cent for two or more A-levels, or, using the analysis from the Prince's Trust report, we calculate this is £72,000 of additional earnings over a working lifetime. If the programme encourages some YIs to achieve A-levels who would otherwise not have done so, the additional cost of two years of schooling will be incurred, where each year's cost is estimated to be at £5,212.²³ Taking this cost from the benefit leaves a net benefit of £61,576.

²⁰ Department for Education, School Level Expenditure data release 2011

²¹ The evaluation report did not collect information on the direct impact of the programme on the take-up of apprenticeships.

²² McIntosh, S (2007) 'A cost benefit analysis of apprenticeships and other vocational qualifications', Department for Education and Skills.

²³ Department for Education, School Level Expenditure data release 2011

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Returns from pursuing higher education

4.23 From the baseline and follow-up survey, six per cent more aspire to attain a Degree. The lifetime returns to an undergraduate degree, with the costs of the degree taken off, are £108,000.²⁴

Skills to gain employment

4.24 Feedback from the YIs indicates that they feel the Young Inspectors programme helped them with skills that will be useful in gaining employment. Just under half of respondents felt that their experience on the programme would help them 'quite a lot' to gain employment, and 30 per cent felt that it would help them 'a great deal'.

4.25 Using the National Child Development Study, Gregg and Tominey (2004) estimate that youth unemployment imposes a penalty on individuals' wages of 12-15 per cent by the age of 42. This reflects the importance of YIs gaining employment.

Savings from reductions in re-offending

4.26 The YI programme was also praised for helping prevent re-offending, with a senior manager of one local authority stating that the majority of young offenders in her YI cohort had not re-offended. (The characteristics of YIs presented in Section 2 show that of the YIs recruited, 64 (4.4 per cent) were youth offenders.) Work by Frontier Economics for the St Giles Trust estimates the various costs to society associated with re-offending (e.g. court costs, costs to businesses, incarceration costs, etc.).²⁵ Aggregating the costs relevant to youth offenders gives a conservative estimate of £86,000 saved by preventing one re-offender.²⁶

²⁴ BIS (2011), 'The Returns to Higher Education Qualifications'.

²⁵ Frontier Economics and Pro Bono Economics (2010) 'St Giles Trust's Through the Gates: An analysis of economic impact' March 2010

²⁶ These include criminal justice costs, custodial sentencing costs, prison costs, non-criminal justice costs. All costs used by Frontier were on the conservative end of the spectrum of available estimates.

Illustration of scale of benefits required to offset costs: a tipping point analysis

- 4.27 In order to arrive at an estimate of the total monetary benefit of the programme to YIs, we would need information both on the nature and scale of such benefits. The discussion above has presented information on the *nature* of such benefits, describing what these could be (e.g. increased educational attainment; reduction in offending) and their associated monetary value. However, given the data available in the Evaluation report, we do not have sufficient information on the likely *scale* of such benefits; in other words, on the number of YIs who would be likely to achieve the various goals as a direct result of the programme. (This is with the exception of the number of YIs who achieved an AoPE award, for which data are available.) Some of these hoped for achievements will occur in the future and cannot, by definition, be captured in the on-the-spot evaluation carried out by NCB.
- 4.28 In the absence of such information we therefore present an illustrative analysis to contextualise the costs of the programme by calculating the scale of benefits that would be needed to match (or exceed) the costs of the programme. This approach is known as a tipping point analysis.
- 4.29 Table 4.1 below indicates the number of participants that *would be needed* to achieve various benefits of the programme over two years in order for the benefits to be at least as great as the costs of the programme. Thus, if 109 YIs achieved an AoPE award, 20 remained in school and completed five GCSEs, 10 achieved their A-levels, and so on, the benefits of the programme would outweigh the costs.
- 4.30 The one benefit for which information on the scale of YIs affected does exist is the achievement of the AoPE award, which was obtained by 217 YIs. The benefit from the AoPE included here is for women only, since the benefit for men was found to be very small. We have had to make an assumption as to the number of female participants who achieved the AoPE in the programme, as this information was not collected in the Evaluation Report. We assume half the number of participants that

achieved the AoPE (109) were women since in the overall programme the YIs were split evenly by gender.

Table 4.1: Illustration of scale of benefits required to offset costs

Benefits	Number of participants required to achieve the benefit as a result of YI programme	Benefit per individual	Total benefit ²⁷ (‘number of participants required’ x ‘value per person’)
Achievement of AoPE for women	109	£951	£103,184
Remaining in school (five or more GCSEs grade C or above)	20	£111,076	£2,221,520
Achieving A-Levels (two or more)	10	£61,576	£615,760
Attainment of apprenticeship (MA2)	1	£73,000	£73,000
Achieving a Degree	6	£108,000	£648,000
Avoiding re-offending	6	£86,000	£516,000
Total			£4,177,464
Costs			£4,149,788

Source: Europe Economics analysis

Note: We have not considered interaction effects. For example, the benefits for someone not re-offending as well as achieving A-levels may be different to those presented above.

4.31 Our tipping point analysis assumes that the benefits achieved by the participants are *additional* to what they otherwise would have achieved without the programme. In other words, we focus on those benefits that can be directly attributable to the programme, and would not have occurred anyway. This is an important concept in a cost-benefit analysis to ensure that the benefits of a particular intervention are not overestimated.

4.32 The numbers of YIs required to achieve each benefit reflected in the table above, with the exception of the AoPE awards, are illustrative in that they do not reflect the actual outcome of the programme, as full evidence of this is not available. However, based on evidence from NCB’s Evaluation Report and comparison with levels of achievement in the youth population as a whole we consider that the illustrative

²⁷ ‘Number of participants required’ multiplied by ‘value per person’

achievements shown here are plausible. Further analysis in support of this is set out in an appendix to this report.

Benefits not possible to quantify

4.33 The YI programme is also associated with a number of impacts that are difficult to quantify, but which nevertheless have been shown throughout the academic literature to be of significant value. These impacts stem from the range of additional skills gained by participants in the Programme, and which literature defines as ‘life-skills’. These skills are essential for the successful development of young people, and include social skills (such as communication skills, influencing skills, inter-personal skills) and self-regulation skills (such as self-efficacy, goal setting, motivation, time management and planning).²⁸

4.34 This section draws out the benefits of the Young Inspectors programme in terms of life skills by showing:

- (a) The importance of life skills in the development of young people, and their associated future benefits.
- (b) The link between these life skills and programmes that encourage participation among young people and seek to give them a ‘voice’.
- (c) Evidence of young people attaining these skills through the Young Inspectors programme.

The benefits of life skills

4.35 A study by the Department for Children, Schools and Families provides evidence of how social and emotional skills acquired in adolescence support better life outcomes through increased participation in the labour market. This is through two measurable ways: by mediating educational attainment directly; and by being

²⁸ Department for Children, Schools and Families (2010) ‘Aiming higher for young people – three years on. Evidence Annex’ HM Government

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associated with fewer of the risky behaviours that otherwise tend to undermine achievement:

- (a) Data from longitudinal panel survey show that adults who have degree-level qualifications had significantly better social skills at age 11 than those adults with no qualifications. Adults with below-average social skills as children are not only less likely to gain higher qualifications; they are also more likely to experience unemployment and to earn less.²⁹
- (b) Below average social skills in young people are associated with a higher prevalence of certain risky behaviours that can harm development, such as smoking, exclusion from school, engagement in criminal activity and teenage pregnancy. Results show that all other things being equal, multiple engagement in risky behaviours is associated with up to a 20 per cent reduction in GCSE points.³⁰
- (c) There is also evidence that poor social skills have an association with other measures of reduced well-being in adult life, such as poor health, depression and psychological distress.³¹

4.36 Literature identifies evidence that there is an appreciable social gap with regard to both cognitive ('educational') and social skills for younger children, with deprived children scoring more poorly on both sets. Young people from poor families tend to be less confident in their own ability, to have less positive views about school and to perceive less of a connection between their own individual actions and their achievement of future goals.³² However, there is also evidence from neurological science that suggests that social and behavioural skills are more malleable in adolescence than academic skills, and thus adolescence presents real opportunities

²⁹ Carneiro et al (2007) 'The impact of early cognitive and non-cognitive skills on later outcomes' Centre for Economics of Education DP0092

³⁰ Cebulla and Tomaszewski (2009) 'Risky behaviour and social activities, DCSF Research Report 173

³¹ Carneiro et al (2007) 'The impact of early cognitive and non-cognitive skills on later outcomes' Centre for Economics of Education DP0092

³² Department for Children, Schools and Families (2010) 'Aiming higher for young people – three years on. Evidence Annex' HM Government, page 14

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to help young people to develop and improve their social skills which are likely to benefit them throughout their adult lives.³³

- 4.37 Programmes that target young people from deprived backgrounds, such as the Young Inspectors programme, are therefore likely to play a significant role in improving the development of life skills where this is most needed.

Programmes that encourage the development of life skills

- 4.38 Improvements in these essential life skills have been directly related to initiatives that empower young people, encourage their participation in community projects and give them a ‘voice’ — elements that the Young Inspectors programme embodies.

- 4.39 A number of studies from the US have evaluated the impact of ‘out of school time programmes’, including youth service programme models. These show significant impacts on school performance, attendance and discipline; preventative effects in relation to risky behaviours; and improved social and emotional skills, including fewer behavioural problems, enhanced communication skills, increased community involvement and greater self-confidence and self-esteem.³⁴

- 4.40 Evaluations of other programmes in the UK identify a number of mechanisms of effect.³⁵

(a) Giving young people a voice increases confidence and self-esteem. This in turn leads to improved social and inter-personal skills and increased motivation to participate in schools and community events.

³³ Whereas educational attainment builds on early achievement, the development of social and emotional skills appears to be less dependent on children’s prior development. See Blakemore and Choudhury (2006) ‘Development of the adolescent brain: implications for executive function and social cognition’ *Journal of Child Psychology and Psychiatry*

³⁴ For a review of 27 experimental and 11 quasi-experimental evaluations see: Harvard Family Research Project (2003) ‘A review of out-of-school time program quasi-experimental and experimental evaluation studies’.

³⁵ Halsey et al (2006) ‘The voice of young people: an engine for improvement? Scoping the evidence’ National Foundation for Educational Research

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(b) Increased involvement improves young people's social, personal and emotional competence. This leads to improved peer and student-adults relationships. The latter in particular enhances feelings of responsibility and accountability as young people learn to engage with adults as partners. Improved feelings of commitment and connectedness encourage participation in school and reduce risky and violent behaviour.

(c) Giving young people responsibility and a degree of influence builds their communication and collaborative skills, such as decision making, team work, problem solving and participation in discussions, all of which prepare young people for successful transition in to adulthood.

4.41 These mechanisms are linked with evidence of a number of positive outcomes documented in the literature. For example, literature shows that improved attendance at school appears to be a sequential outcome from a number of the key impacts discussed above stemming from increased voice and participation. There is evidence that the overall rate of permanent exclusions from schools with high student participation and involvement is significantly lower than for otherwise similar schools. There is also evidence that increased participation is linked with the attainment of GCSEs.³⁶

4.42 Increased participation and involvement is also linked to improvements in behaviour through increases in motivation and confidence, enhanced communication skills and feelings of being responsible and trusted. Evidence from the literature associates participation in programmes that seek to give young people a voice with reductions in behaviour such as criminal behaviour, drug use and teenage pregnancy.³⁷

³⁶ Hannam (2001) 'A pilot study to evaluate the impact of the student participation aspects of the citizenship order on standards of education in secondary schools' cited in Halsey et al (2006) 'The voice of young people: an engine for improvement? Scoping the evidence' National Foundation for Educational Research

³⁷ Kirby (2001) 'Involving children and young people in regeneration: learning from young voices' and Davies et al 'Inspiring School: Impact and outcomes – taking up the challenge of pupil participation', cited in Halsey et al (2006) 'The voice of young people: an engine for improvement? Scoping the evidence' National Foundation for Educational Research

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- 4.43 Reviews of such studies found that structured programmes, where youth are engaged in organised activities with elements of responsibility - as in the Young Inspectors programme - were more effective than unstructured ones.³⁸
- 4.44 In the academic literature, the positive impacts on young people arising from participatory activities are more likely to be mentioned in relation to young people who are 'Looked After', deprived or vulnerable, disabled or with mental health problems.³⁹

Evidence from Young Inspectors programme

- 4.45 The evaluation of the Young Inspectors programme shows that participants gained many of the important life skills discussed above. These include increased confidence and self-efficacy, the ability to work as a team and engage and communicate with people, meet deadlines and attain goals, and plan and manage time. The YIs received training at the start of the programme to assist them in undertaking inspections, but feedback gathered in the evaluation report suggests that it was the process of the inspections and report writing, rather than the training, that had the greatest impact on skills.
- 4.46 Data reported in NCB's final report show that many of the participants in the follow-up survey reported high levels of confidence and self-efficacy in terms of whether they feel good about themselves, whether they are confident in situations, and how they commit themselves to tasks.⁴⁰ In smaller focus groups, the majority (over 70 per cent) said they had become more confident as a result of involvement with the programme.

³⁸ For a meta-analysis of 77 evaluations of youth programmes see Catalano et al (2004) 'Positive youth development in the United States: research findings on evaluations of positive youth development programs, AAPSS, 591, 98-124

³⁹ Halsey et al (2006) 'The voice of young people: an engine for improvement? Scoping the evidence' National Foundation for Educational Research

⁴⁰ We note that the incremental change in these levels of confidence and self-efficacy from the beginning to the end of the programme are relatively low, although it is possible that the growth would have been greater had the baseline survey been taken before the young people embarked on their training.

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- 4.47 Senior managers and LSWs gave qualitative feedback that the programme markedly increased the confidence of marginalised young people to work alongside peers from different backgrounds and to interact with senior staff, and also had positive impacts of levels of self-esteem. Feedback was given on young people who had effected changes in their own lives which would not have taken place without the increases in confidence and self-efficacy encouraged by the programme, such as being proactive about dealing with problems and difficulties; being more accountable and responsible in decision making; and developing relationships with peers.
- 4.48 Data from the follow-up survey show that the majority of participants agreed that they had learned important skills through the programme. These skills included working as a team (58 per cent strongly agreeing, 41 per cent agreeing); talking to people they did not know (58 per cent strongly agreeing, 37 per cent agreeing); expressing their opinion (93 per cent agreeing or strongly agreeing); working towards a goal (92 per cent agreeing or strongly agreeing) and meeting deadlines (88 per cent agreeing or strongly agreeing).
- 4.49 It is therefore clear that the Young Inspectors programme has encouraged the development of key social skills among the participants. Research into the impact of youth-focused programmes (particularly those that seek to engage young people and give them a voice) has shown how these skills translate into longer-lasting benefits of improvements in educational attainment, involvement in the labour force and reductions in risky behaviours.
- 4.50 The development of these life skills has wider impacts through raising the overall level of skills within the economy both directly, through skills such as communication, motivation and responsibility, and indirectly, through facilitating educational attainment. Both economic theory and evidence from practice show that countries that invest more heavily in skills grow the fastest.⁴¹ Further evidence

⁴¹ See, for example, Hanushek and Woessmann (2009) 'Do better schools lead to more growth? Cognitive schools, economic outcomes and causation' National Bureau of Economic Research Working Paper 14633, Cambridge, MA

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suggests that in an increasingly competitive global economy social and emotional skills are highly valued by employers in addition to academic skills.⁴² Within labour markets these skills are much sought after by employers, with job advertisements more frequently listing behavioural requirements than formal qualifications. This is particularly the case in those occupational sectors that have experienced rapid growth in the UK economy over recent years, many of which are disproportionately filled by younger workers. It can therefore be argued that these 'life skills' are imperative to success in the workplace.⁴³ The importance of social and emotional skills in securing economic outcomes has grown over the years and thus the value of programmes that impart these skills to young people result in benefits that go beyond the impacts on the young people themselves.

⁴² For example, looking at the National Employers Skills Survey (NESS), it is these behavioral attributes that employers frequently identify as the area of least satisfaction with the young people whom they have taken on. See Department for Children, Schools and Families (2010) 'Aiming higher for young people – three years on. Evidence Annex' HM Government, page 8

⁴³ Jackson M, Goldthorpe J.H. and Mills C (2005) 'Education, Employers and Class Mobility' Research in Social Stratification and Mobility, 23 Page 3-34, cited in See Department for Children, Schools and Families (2010) 'Aiming higher for young people – three years on. Evidence Annex' HM Government.

5 Benefits to Services

- 5.1 A key aim of the Young Inspectors programme is to improve local services. A number of recommendations were made by the YIs as to how the services could improve and become more accessible to the public, particularly to young people. The following trends in recommendations made in the initial inspection reports were identified by the NCB evaluation:
- (a) 60 per cent of reports included recommendations focused on improving external publicity and marketing;
 - (b) Around 50 per cent of the reports included recommendations to improve the physical nature of the premises and the information available to service users;
 - (c) Around 40 per cent of the reports included recommendations to improve evaluation and feedback from users were in;
 - (d) 40 per cent of reports included recommendations on improving access.
- 5.2 As discussed in Section 2, feedback from service providers on the quality of the recommendations was very positive, with a significant majority of providers considering that the recommendations were relevant, based on evidence and would have a positive impact on the services.
- 5.3 Follow-up inspections were undertaken within six months to review whether changes had been made to the services, and the results of these show that the programme had been effective in bringing about positive changes to services. Just under two-thirds of YIs indicated that 'most' or 'all' of the services they returned to had improved. Across all of the services, the improvements made included improvements to premises, improved information about services and recruitment of young people onto existing service-user panels. Anecdotal evidence from service providers also highlighted that the programme had a positive impact on the attitudes of service providers towards young people.

Benefits to Services

- 5.4 It is difficult to causally relate and quantify the improvements to the services resulting from the programme due to the wide range of services inspected, the variation in the recommendations, and uncertainty as to how the changes that were undertaken will translate into benefits for the wider community.
- 5.5 However, we can illustrate the possible benefits of the programme on services by presenting potential mechanisms of effect by which genuine wider benefits could be accrued.
- 5.6 Given the large number of recommendations concerning raising awareness of services and making them more accessible to the community (in particular young people), we consider the wider benefits of an increase in usage of such services by young people. We focus on health services as these received the highest number of recommendations on raising awareness and improving external marketing (88 per cent of health services inspected received this recommendation).
- 5.7 Evidence from a number of sources shows that young people experience considerable barriers to accessing sexual health services and are often resistant to seeking help. In addition to emotional barriers such as fear of being judged, key barriers are related to lack of knowledge and awareness of health services, or misperceptions of the nature of the services (e.g. lack of confidence in the confidentiality of sexual health services). It is widely recommended that involving young people in service planning and delivery provides an opportunity to increase access for young people that would not otherwise utilise services.^{44 45 46}
- 5.8 Research also shows that the lack of input from young people in designing and promoting health services is a critical barrier to access. Evidence from research into young people's perceptions of and access to health advice in the UK found nearly

⁴⁴ Australian Infant, Child, Adolescent and Family Mental Health Association
http://www.aicafmha.net.au/youth_participation/files/AIC37_Report_fact01.pdf

⁴⁵ Department of Health (Bristol) 'Young Peoples Sexual Health Outreach Services - Reducing Teenage Pregnancy. Improving Young Peoples Sexual Health Outcomes'
https://shareweb.kent.gov.uk/Documents/health-and-wellbeing/teenpregnancy/TP%20Bristol_RW_7.1.11.pdf

⁴⁶ Professor Sir Ian Kennedy (2010) 'Getting it right for children and young people: Overcoming cultural barriers in the NHS so as to meet their needs' Department of Health

unanimous agreement from health professionals that not enough had been done to ascertain what young people wanted from health services, and that it was frustrating not to be able to incorporate input from young people into their services. The results of the literature review in the study showed that improved advertising and accessibility of health services would greatly improve their effectiveness.⁴⁷

- 5.9 Given the importance of improved information and accessibility to young people's engagement with health services, (and the impact that the YI programme had on this aspect of health services), we explore the possible benefits of increased awareness and take-up of sexual health services among young people, given the high profile of the current sexually transmitted infection (STI) prevalence amongst young people. For young people this could have health benefits that are clearly personally beneficial but which are also more widely economically beneficial. Estimates have put the annual costs of treating STIs in the UK in excess of £700 million per annum and that each HIV infection prevented saves between £500,000 and £1 million over a lifetime.⁴⁸ Given the high costs of such treatments, raising awareness of STIs, both in terms of early treatment and prevention, could be both cost effective and even cost saving. Evidence from previous studies has shown the importance of improved advertising of and access in the uptake of health services by young people, and the importance of young people's involvement. It is therefore possible that the input from the Young Inspector programme can make a specific contribution to the increased take up of health services by young people and realise significant financial and social benefits.
- 5.10 As mentioned previously it is not possible to directly compare the costs of the Young Inspectors programme with the possible benefits. However, relating the range of potential benefits from improvements in services to the average cost per inspection (£5,812) suggests that these inspections could provide a very cost effective way of helping service to improve and realising significant wider benefits.

⁴⁷ Anne Sherman-Jones (2003) 'Young people's perceptions of and access to health advice' Nursing Times Vol: 99, Issue: 30, Page 32

⁴⁸ http://www.hpa.org.uk/web/HPAwebFile/HPAweb_C/1203496898848

6 Conclusions and Recommendations

Conclusions

- 6.1 Directly comparing the total costs and benefits of the programme is not possible, given the difficulties in quantifying the full range of benefits and estimating the extent to which these are attributable to the programme. However, it is clear that the scope for benefits from the programme is large – both through the additional educational attainment of the YIs and the wide range of social benefits that have not been quantified but are very important. Our tipping point analysis indicates the levels of improvement in educational attainment and other aspects of the programme which need to be achieved to offset the costs incurred. These are based on plausible assumptions. The average cost per YI of £3,926 is low compared with the potential gains if, as a result of the scheme, at least some of the YIs achieve better results in education and training and have improved social skills.
- 6.2 In addition, the programme's impact on services is an important consideration, given the types of recommendations made which may lead both to long-lasting and far reaching benefits. The inspections also had a unique aspect of being focused on young people, compared with many other kinds of service inspection and audit.
- 6.3 Overall the potential benefits from improved employment prospects for YIs, improved social skills and reductions in risky behaviour coupled with changes to service provision resulting from the inspections compare favourably with the average cost measured either per YI or per inspection.
- 6.4 The largest element of the costs of the programme was the payments to YIs and LSWs. If the consortium was looking to reduce costs in the future, then a possibility could be to reduce the payment of the YIs. Feedback from the YIs suggests that although the payment was welcome, it may not always be a necessary element of the programme provided the subsistence and travel costs of the YIs are covered.⁴⁹ The payment was there to recognise the work of the YIs and there were a number of

⁴⁹ NCB Youth 4U – Young Inspectors Final evaluation report; page25

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other benefits to payment, such as providing a hook, recognising participation and providing motivation to stay with the programme. Although money could be saved by reducing the payment, it is not clear how this would affect participation.

- 6.5 The costs that were related to set-up costs suggest that over time the programme would become more efficient and less costly.

Recommendations

- 6.6 The tipping point analysis that we have set out makes plausible assumptions about levels of improvement necessary to offset the cost of the scheme. Such an approach may be of use in the future to contextualise the programme costs and benefits, and to set targets for the number of young people required to achieve each benefit in order for benefits to exceed programme costs. For example, given the benefit attached to an AoPE award, the programme could increase its efforts to enable YIs to achieve these (we understand that not all areas supported the AoPE award and thus it may take only a small amount of encouragement to increase the numbers substantially). Such analysis may prove useful when applying for funding for programmes.
- 6.7 It was recognised at the start of our study that there was unlikely to be comprehensive information available that would allow a full assessment of costs and benefits. A secondary objective of our work was to identify the types of information collection that could be built into future projects in order to improve post-project evaluation.
- 6.8 One of the key areas of a cost benefit analysis is distinguishing between the impacts of the programme from the impacts that would have occurred even in the absence of the programme. Clear 'before and after' data collection is therefore key.
- 6.9 Another way of improving the identification of programme-specific impacts would be to have a control group of similar young people, which would complete a baseline and follow-up survey but would not be involved in the YI programme. The changes to their situations could therefore be compared with the changes in the YIs'.

Conclusions and Recommendations

- 6.10 In order to form robust conclusions, it is important that the questions in the baseline and follow-up surveys are the same and also have the same categories for responses. It is also extremely important that the sample covered in the surveys will produce statistically significant results, by ensuring a large enough number of people is asked to take part in the surveys to allow for a reasonable degree of non-response to both surveys.
- 6.11 Information which would help to assess the benefits of the programme include more detail of the educational attainment levels of the YIs at baseline and follow-up, for example number and grade of GCSEs obtained or predicted to obtain. In addition, contextualising why there had been changes in educational goals would make the data more useful (e.g. the number who were no longer at school because they had completed schooling by the end of the programme). More evidence of other improvements besides educational attainment would be useful, such as young offenders being rehabilitated, or YIs going back to school. A 'running update' of such improvements can be kept throughout the programme so that information gathering does not have to rely on final surveys and participants/managers having to remember what happened earlier in the programme.
- 6.12 Given that there may not be a "typical" outcome for the YIs from the programme and that a range of outcomes is possible, it may be informative to develop case studies of the actual experiences of some of the YIs going forward. Similar work was done for a study for Whizz Kidz where profiles of children and the benefits they had received through the programme were developed, based on actual experiences of the children over time. This would of course have to be treated carefully in terms of the confidentiality of the YIs.
- 6.13 Information gathering on the costs of the programme was sufficient for our purposes, but a more accurate idea of the costs involved could be achieved in a few ways:

Conclusions and Recommendations

- (a) Gathering more information from local authorities on the costs they incurred themselves. If this could be done at regular intervals during the programme in order to aid recall.
- (b) Including questions in the service provider questionnaire about the additional time they had to dedicate to the inspections would be useful to help the estimation of the costs of the programme on service providers.

APPENDIX 1: CONTEXTUALISATION OF THE TIPPING POINT ASSUMPTIONS

- A1.1 The tipping point analysis presented in Section 4 aims to contextualise the costs of the programme by calculating the scale of benefits that would be needed to match (or exceed) the costs of the programme. For this analysis we use illustrative figures for the number of participants that would be needed to achieve various benefits of the programme over two years in order for the benefits to be at least as great as the costs of the programme.
- A1.2 Whilst these figures are illustrative, we consider them to be reasonable in light of evidence from NCB's Evaluation Report and comparison with levels of achievement in the youth population as a whole.

Comparison with national levels of achievement

- A1.3 The numbers of YIs required to achieve the range benefits shown in Table 4.1 to be *additional* to achievements that the YIs would have attained without participation in the programme if they are to be counted as benefits of the YI scheme. In order to assess this we express the required numbers as a proportion of the YIs who were not in education or training at the start of the programme (NEET). This assumes that this sub-section of the YIs would be less likely to achieve the educational goals without the programme compared with the whole YI cohort, many of whom were already in the process of reaching these goals before they joined the programme.
- A1.4 Table A1 below presents the proportion of NEET YIs that would need to achieve the various benefits in order for the benefits of the programme to outweigh the costs. We compare these proportions to the proportion of the national population that has attained the educational achievements to illustrate that our requirements for the tipping point analysis are far from unreasonable.
- A1.5 We also show the figures in our tipping point analysis as a proportion of the whole YI population, as this is arguably more comparable with the national proportions compared with using a very specific sub-group as a base (individuals who are NEET).

Appendix 1: Contextualisation of the Tipping Point Assumptions

A1.6 Table A1 presents this contextualisation. For example, the second row shows that in our tipping point analysis 51 per cent of NEET YIs would be required to remain in school and earn five GCSEs as a result of the programme. This is less than the national average achieving five or more GCSEs (75 per cent), implying that the requirement of our tipping point analysis is certainly achievable. This is even more marked when comparing the proportion of the whole YI cohort required to achieve these benefits (1.3 per cent) with the national average.

Table A1: Contextualisation of tipping point analysis

Benefits	Number of participants required to achieve the benefit as a result of YI programme	Percentage of YI population (N=1459)	Percentage of NEET YI population ¹ (N=39)	Percentage of UK population
Achievement of AoPE for women	109	7%	-	-
Remaining in school (five or more GCSEs grade C or above)	20	1.3%	51%	75% ²
Achieving A-Levels (two or more)	10	0.7%	25%	54% ³
Attainment of apprenticeship (MA2)	1	0.1%	3%	4% ⁴
Achieving a Degree	6	0.4%	15%	36% ⁵
Avoiding re-offending	6	0.4%	15%	37% ⁶

1. 2.7 per cent of the YI population is NEET (N=39).

2. Department for Education, 2009/10, <http://www.education.gov.uk/rsgateway/DB/SFR/s000963/index.shtml>

3. Department for Education, 2010, <http://www.education.gov.uk/rsgateway/DB/SFR/s000995/index.shtml>

4. Department for Education, 2010, <http://www.education.gov.uk/rsgateway/DB/SFR/s000995/index.shtml>

5. Higher education funding council (2010), Trends in young participation in higher education: core results for England, http://www.hefce.ac.uk/pubs/hefce/2010/10_03/10_03.pdf

6. <http://webarchive.nationalarchives.gov.uk/+http://www.justice.gov.uk/publications/reoffendingjuveniles.ht>

Evidence from the NCB evaluation report

A1.7 In addition to showing that the proportion of YIs required to achieve these benefits is not unreasonable when compared with what takes place on a national level, there is information available in the Evaluation Report that further leads us to consider that such outcomes could be possible:

- (a) For example, 64 re-offenders took part in the programme. Given the feedback from a senior manager that the majority of young offenders in her cohort had

Appendix 1: Contextualisation of the Tipping Point Assumptions

not re-offended we think it would be reasonable to assume that the programme would help at least five (eight per cent of the YI population) not to re-offend.

(b) Similarly, feedback from LSWs showed that some YIs had, as a direct result of the programme, decided to complete A-levels or undertake higher education.