Empowering Young People Pilots (EYPP) Evaluation

Final Report

National Foundation for Educational Research

Gill Bielby, Susan Purdon, Maya Agur,
Clare Gardiner, Nalia George, Sarah Golden
and Eleanor Taylor

department for
children, schools and families

Empowering Young People Pilots (EYPP) Evaluation

Final Report

National Foundation for Educational Research

Gill Bielby, Susan Purdon, Maya Agur, Clare Gardiner, Nalia George, Sarah Golden and Eleanor Taylor

The views expressed in this report are the authors' and do not necessarily reflect those of the Department for Children, Schools and Families.

Contents

Acknowledgements

Executive summary

Background

The Empowering Young People Pilots (EYPP) were part of the ten year youth strategy for positive activities, published in July 2007[1]. The aim of the pilots was to make funds available so that the most disadvantaged young people in nine pilot areas could access positive activities. Young people did not have direct access to the funds. They were given a mechanism whereby they could access the activity using funds paid directly to the provider of an activity or the providers of transport to an activity.

The nine pilots were launched in 2008 and differed in their start dates from January to June with most starting in March or April 2008. Different strategies were adopted by the pilot Local Authorities (LAs) to enable the young people to access positive activities. The mechanisms used included web-based, card-based and key worker approaches. The amounts of the monthly subsidy differed across the areas (ranging from £20 to £40) as did in the ways in which the subsidy could be used (whether for activities or transport), and the groups of young people they targeted. Target groups were young people in Years 9 to 12 who were in receipt of Free School Meals (FSM), looked after children (LAC), and in some of the areas, other groups such as young carers.

The evaluation explored the relationship between the delivery models adopted and the impact on young people's participation in positive activities.

Key findings

- Adult support, encouragement, direction and motivation, were widely seen as a critical accompaniment to the finance in order for young people to participate at all, and to broaden the nature of the activities in which they participated.

- Some areas had been more successful in terms of the numbers registering, and the numbers participating, than others. Pilot areas appeared to be more successful when they had simple mechanisms for providing the funds that were easy for the young people to understand, and where delivery teams, and partner agencies, had the capacity to inform, encourage and support the young people.

- EYPP significantly increased young people's participation in some positive activities. Specifically, it led to a significant increase in young people's participation in sporting activities and increased the rate of cinema visits. However, the EYPP had no significant impact on young people's participation rate for any other types of positive activities.

- Most young people said that the EYPP had enabled them to participate in at least one activity that they would not have otherwise done. Evidence from the case-study visits revealed that young people were participating in a number of activities some of which they had done before and others which were a new opportunity.

- The evidence indicates that card-based models were more complex to establish but were more likely to provide the opportunity for spontaneous use. Young people who used a card-based approach were more likely to have participated in activities and to have used their EYPP funds more frequently.

---

[1] H.M. Treasury and Department for Children, Schools and Families (2007). Aiming High for Young People: A ten year strategy for positive activities. London: TSO

- Young people who participated in EYPP activities increased their knowledge of positive activities and experienced other positive benefits such as gaining new interests and skills.

Aims and Objectives

The evaluation aimed to explore the impact of the pilots on young people and to examine the following hypothesis:

> *Empowering individual disadvantaged young people to take part in positive activities of their choice through access to spending power increases their participation in such activities and contributes to educational engagement and other beneficial outcomes.*

In testing this hypothesis, the evaluation had the following objectives:

- to investigate the delivery models adopted and the rationales underpinning these

- to examine the processes established to engage and support young people's participation in positive activities

- to outline the nature of the activities and the activity providers included in the pilots

- to explore the relationship between the delivery models adopted and the impact on young people's participation in positive activities

- to ascertain the impact of the EYPP on young people, the LAs and the activity providers and the wider community.

Summary of the research methods

The research, which was undertaken between November 2007 and June 2009, had a mixed methods design. This included a detailed multi-strand quantitative study to assess the relative impact of the EYPP on the take-up of positive activities, together with a qualitative study in all nine areas in order to develop an in-depth understanding of the operation of EYPP and the perceptions and views of key stakeholders including LA staff, activity providers and young people. It had two phases. The findings from the first phase were presented in Bielby et al. (2008)[2] and the baseline survey in Hewton et al. (2008)[3].

This summary presents the findings from the second phase of the research and draws on data gathered through:

---

[2]   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

[3]   Hewton, J. Agur, M. and Sproston, K. (2008) Empowering Young People Pilot Interim Evaluation Baseline Survey. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW064.pdf

- A telephone follow-up survey of young people in the pilot areas as well as a comparison sample of three LAs

- Follow-up case-study visits to the nine LAs, where interviews were conducted with the operational manager and other staff involved in the pilot, activity providers, and young people who had taken part in activities funded by EYPP

- Telephone interviews with parents/carers of young people who had participated, school staff who were working with the Local Authorities (LAs) and representatives of community organisations

- A telephone survey of 78 providers of activities for young people in each of the nine LAs

- Analysis of Management Information (MI) data from the LAs. The MI data was matched to the National Pupil Database (NPD).

Further details on each strand are provided at the end of this summary.

How did the LAs implement the pilot?

The nine pilot areas adopted different mechanisms to enable young people to participate in positive activities. These included web-based, card-based and key worker approaches. The LAs had involved young people in the development of the EYPP; they were consulted on the way they accessed activities and the activities included in the offer. In some areas, young people were given opportunities to provide ongoing feedback.

Overall, the young people reported that the mechanisms worked well for them although there was also evidence of both the web-based and card-based areas experiencing technical difficulties. The survey of young people revealed that some young people in areas where pre-booking was required experienced problems. However, young people who had encountered challenges had accessed help and overcame the challenges they faced.

As the pilot progressed, the features of the models remained fundamentally unchanged, but there was evidence that the LAs provided young people with more support because they found the target group needed more one-to-one assistance to access activities. The LA teams introduced greater flexibility to booking procedures if they felt the original features of the model limited young people's participation in positive activities.

Engaging young people

- The research showed that some areas had been more successful in terms of the numbers registering, and the numbers participating, than others. Success in raising awareness amongst young people and achieving registrations was affected by some features of the approach taken in that area including the delivery mechanism; young people from card-based areas were most likely to have registered with the EYPP. All areas used one-to-one interaction however, in contrast to areas which only used key workers, in card-based and web-based areas young people could register independently or liaise with key workers to do so. Consequently there is greater opportunity for registering in card-based and web-based areas.

- The areas that had less success in engaging young people had used complex models and had aimed to integrate the EYPP into a wider offer within the LA. While the aim of this was to reduce stigma or address a particular barrier, this

added complexity appears to have meant that it took longer to develop and was more complex to communicate. In addition, it appeared that delivery teams that were not based in the youth or Connexions services within an LA had greater challenges in raising awareness among young people, communicating with them and linking into networks that worked with young people regularly.

- Pilot areas appeared to be more successful when they had simple mechanisms for providing the funds that were easy for the young people to understand, and where delivery teams, and partner agencies, had the capacity to inform, encourage and support the young people. Adult support, encouragement, direction and motivation, which were often provided by key workers who could be youth workers, Connexions staff or teaching staff, were widely seen as a critical accompaniment to the finance in order for young people to participate at all, and to broaden the nature of the activities in which they participated. Furthermore, young people needed to be aware of what was available and have access to activities that are appealing, accessible and at an appropriate time.

What has been the impact of the pilot on young people's participation in positive activities?

There was evidence that the EYPP significantly increased young people's participation in some positive activities. Specifically, it led to a significant increase in young people's participation in sporting activities and increased the rate of cinema visits. Moreover, most young people said that the EYPP had enabled them to participate in at least one activity that they would not have otherwise done while the evidence from the case-study visits revealed that young people were participating in a number of activities some of which they had done before and others which were a new opportunity. However, the EYPP had no significant impact on young people's participation rate for any other types of positive activities.

The evidence indicated that card-based models were more complex to establish but were more likely to provide the opportunity for spontaneous use. Young people who used a card-based approach were more likely to have participated in activities and to have used their EYPP funds more frequently. Areas with web-based models had to some extent, experienced challenges associated with lack of internet access among young people that was required to access their funds and the lack of a tangible item (such as a card) that could remind them to participate. Evidence from the case-study visits suggests that the need to pre-book was off-putting for some young people who could not therefore decide spontaneously to participate in an activity, in addition to the technical difficulties that occasionally occurred.

Where young people had not used their funds, this was most frequently related to their lack of time, but issues related to the EYPP mechanisms such as technical difficulties, lack of understanding of how to access their funds and having lost or forgotten about the EYPP mechanisms were also evident. The majority of those who had not accessed activities intended to use their funds in the future.

What has been the impact of EYPP on young people and on provision?

Young people who participated in EYPP activities increased their knowledge of positive activities and experienced other positive benefits such as gaining new interests and skills. They increased their awareness of the positive activities on offer because they received information from the LAs and gained access to further information about the activities in their local area when they participated in activities.

The young people enjoyed participating in the activities because it provided opportunities for them to do activities they liked and they could meet their friends. However, the survey found the EYPP had no significant impact on the self-esteem or emotional well-being of young people (such as their levels of happiness with their appearance, family, friends and life as a whole). The qualitative research, however, did find some evidence of other non-measurable outcomes such as increased confidence and social benefits. Young people's confidence increased because they tried new activities and learned new skills.

The survey showed that the EYPP did not have a significant impact on young people's educational engagement or attitudes to school within the one year pilot. Nevertheless, it did provide opportunities for them to develop new interests and skills which they could use in the future and had raised the career aspirations of some young people. Furthermore, EYPP provided opportunities for young people to participate in school-related activities such as day and residential trips.

Interviewees in the LAs reported that their involvement in the pilot had assisted them in their statutory duty to promote and secure access to positive activities for young people. It assisted the pilot teams in building relationships with other staff in the LA and allowed them to develop new, and strengthen existing, relationships with activity providers.

What have been the lessons learned?

The main challenges that the LAs had encountered during the pilot related to the technical development, the target group of young people and the process of implementation. Those in card-based and web-based areas found the technical development of the payment mechanism had proved challenging. The LA staff reported that they had learned the need to allow sufficient time for the technical infrastructure to be developed prior to the launch of the scheme to young people, to select the website developer with care and to ensure that the website was user-friendly and as accessible as possible for young people including those with specific needs such as visual impairment.

The key lessons learned by the LA staff included:

- ensuring that the system for registering and using the funds was as simple and accessible as possible was critical

- approaches needed to align with how young people organise themselves and their time. A payment mechanism that allowed spontaneous use was preferable

- young people needed ongoing motivation, support and encouragement and this needed to be provided at a time and in a way that suited young people's requirements

- other agencies, such as schools and those in the wider community, needed to be aware of EYPP and able to support engagement of young people

- in order to overcome the barrier of young people not wishing to participate in positive activities alone, there was the need for a mechanism that enabled young people to bring a friend to participate alongside them

- in some areas, existing infrastructure needed to be adapted in order to create flexible financial systems to accommodate the need for cash payments and credit card payments online and to allow sufficient time for the LA systems to be used to identify the target group.

Research methods

These included a survey of young people, case-study visits, activity provider survey and an analysis of Management Information (MI) data.

Survey of young people

The outcome evaluation consisted of a baseline postal survey, and then a telephone follow-up survey 8-10 months later. The survey includes a comparison sample of three LAs, as well as the nine EYPP areas.

The baseline postal survey in the EYPP areas was conducted between December 2007 and July 2008. Questionnaires were sent to the targeted young people in the individual pilot areas prior to the EYPP scheme launch. In the pilot areas, 15,128 questionnaires were sent out and 4,129 questionnaires were returned (a response rate of 29 per cent). The baseline comparison areas' fieldwork was conducted between June and July 2008. A total of 3,072 questionnaires were sent out and 766 questionnaires were returned (a response rate of 25 per cent).

The follow-up fieldwork in the EYPP areas was conducted between December 2008 and March 2009. In the EYPP areas a total of 1,930 young people were contacted and 1,681 interviews were carried out (a response rate of 87 per cent). The follow-up fieldwork in the comparison areas was conducted between February 2009 and March 2009. In the comparison areas a total of 469 young people were contacted and 408 interviews were carried out (a response rate of 87 per cent).

Case-study visits

This aspect of the evaluation had two phases. Visits were undertaken to the nine LAs from the end of March to June 2008. The case-study areas were visited towards the end of the pilot between January and April 2009 and, in each area, interviews were conducted with:

- An **operational manager** in the LA with day-to-day responsibility for the pilot (nine interviewees in total - one in each puilot LA).

- **Other staff involved in the pilots (24 interviewees in eight LAs).**

- **Activity providers (19 interviewees in seven LAs).**

- **Young people who had taken part in activities funded by EYPP (54 young people in seven LAs). This included young people aged between 13 and 18 years.**

- **Telephone interviews with parents/carers of young people who had participated (15 interviewees across six LAs).**

- **School staff who were working with the LAs (15 interviewees across six LAs).**

- **Representatives of community organisations (six interviewees across four LAs).**

The follow up visits focused on implementation and outcomes of the EYPP.

Activity Provider survey

A telephone survey of providers of activities for young people in each of the nine LAs was conducted during September and November 2008. The survey was completed by 78 respondents providing a range of activities and included private, public, voluntary and community sector organisations.

Management Information (MI) data

Management Information (MI) data was provided by the pilot areas and[4] analysed to examine patterns of use and participation across the pilot areas and to assist in the identification of any models of provision that appeared to be more effective in encouraging use. The MI data was matched to the NPD (National Pupil Database) which contains details of young people's background characteristics and their attainment and attendance at school.

---

[4] The pilot areas gathered MI through a range of mechanisms throughout the life of the pilot. Although common categories were agreed, the detail of the content and nature of the data gathered varied across areas. When it was supplied to the research team, common variables were identified and coded to enable analysis of the MI data as a common dataset.

1. Introduction

This chapter provides an overview of the aims and objectives of the evaluation and details of the research methods.

1.1 Background

The Empowering Young People Pilots (EYPP) were part of the ten year youth strategy for positive activities, published in July 2007[5]. The aim of the pilots was to make funds available so that the most disadvantaged young people in nine pilot Loacl Authority (LA) areas could access positive activities. Young people did not have direct access to the funds. They were given a mechanism whereby they could access the activity using funds paid directly to the provider of an activity or the providers of transport to an activity.

The pilot was launched in nine areas between January and June 2008 with seven of the nine areas launching in March and April 2008. The pilots continued until the end of March 2009. The areas adopted different strategies to enable the young people to access positive activities. The mechanisms used by the pilot areas included web-based, card-based and key worker approaches. The amounts of monthly subsidy differed across the areas (ranging from £20 to £40) as did the ways in which the subsidy could be used (whether for activities or transport), and the groups of young people they targeted. Target groups were young people in Years 9 to 12 who were in receipt of Free School Meals (FSM), looked after children (LAC), and in some of the areas, other groups such as young carers.

1.2 Aims and objectives

The evaluation aimed to explore the impact of the pilots on young people and to examine the following hypothesis:

> *Empowering individual disadvantaged young people to take part in positive activities of their choice through access to spending power increases their participation in such activities and contributes to educational engagement and other beneficial outcomes.*

In testing this hypothesis, the evaluation had the following objectives:

- to investigate the delivery models adopted and the rationales underpinning these

- to examine the processes established to engage and support young people's participation in positive activities

- to outline the nature of the activities and the activity providers included in the pilots

- to explore the relationship between the delivery models adopted and the impact on young people's participation in positive activities

- to ascertain the impact of the EYPP on young people, the LAs and the activity providers and the wider community.

---

[5] H.M. Treasury and Department for Children, Schools and Families (2007). Aiming High for Young People: A ten year strategy for positive activities. London: TSO

This **final report** builds on evidence reported in the interim reports[6]. These found that although the EYPP areas had launched the programme using models that were in line with their original plans, take-up rates varied across the pilot areas. At the time of the phase 1 visits, take-up across the areas was slower than anticipated. Young people were reported to have been involved to some extent in the design of the pilot and were consulted on the activities that would be offered through EYPP.

The pilot areas had all engaged activity providers in their pilots at the time of the visits. However, some young people felt that provision could include other opportunities. Although young people's experience of participating in the pilot was limited at this stage, those who had used EYPP funds to participate in activities were positive about their experience and found that it helped them to have something to do and to be more aware of what opportunities were available for young people in their area.

This report focuses on the relationship between the approaches adopted to implement the EYPP and the outcomes for the EYPP pilot areas.

1.3   Research methods

The research had a mixed methods design. This included a detailed multi-strand quantitative study to assess the relative impact of the EYPP on the take-up of positive activities, together with a qualitative study in all nine areas in order to develop an in-depth understanding of the operation of EYPP and the perceptions and views of key stakeholders including LA staff, activity providers and young people.

1.3.1   Survey of young people

The outcome evaluation consisted of a baseline postal survey, and then a telephone follow-up survey 8-10 months later. The survey includes a comparison sample of three LAs, as well as the nine EYPP areas.

The baseline postal survey in the EYPP areas was conducted between December 2007 and July 2008. Questionnaires were sent to the targeted young people in the individual pilot areas prior to the EYPP scheme launch. In the pilot areas, 15,128 questionnaires were sent out and 4,129 were returned (a response rate of 29 per cent).

The baseline comparison areas fieldwork was conducted between June and July 2008. A total of 3072 questionnaires were sent out and 766 were returned (a response rate of 25 per cent).

As the postal baseline fieldwork was staggered because of the varying EYPP launch dates, so was the fieldwork for the follow-up telephone survey so that the period between the baseline and follow-up survey was as uniform as possible at around 8-10 months.

The telephone survey followed up a subset of those completing the baseline survey in the EYPP and comparison areas. The sampling strategy in the EYPP areas aimed

---

[6]   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

[6]   Hewton, J. Agur, M. and Sproston, K. (2008) Empowering Young People Pilot Interim Evaluation Baseline Survey. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW064.pdf

to produce a relatively balanced sample of users and non-users (as identified by management information provided by the local authorities). Where there was a relatively small number of users in any EYPP area, propensity score matching was used to generate a matched sample of users and non-users (so the sample was not skewed towards non-users) for that area.

The follow-up fieldwork in the EYPP areas was conducted between December 2008 and March 2009. In the EYPP areas we attempted contact with a total of 2,885 young people. Respondents had been asked to provide us with their contact details when they filled in the baseline questionnaire. Unsurprisingly a significant proportion of the telephone numbers provided were wrong, or did not work (even after telephone number tracing). Out of the 1,938 respondents who provided valid contact information, 1,681 interviews were carried out (a response rate of 87 per cent).

The follow-up fieldwork in the comparison areas was conducted between February 2009 and March 2009. In the comparison areas we attempted contact with a total of 638 young people. Out of the 469 respondents who provided valid contact information, 408 interviews were carried out (a response rate of 87 per cent).

Further details on the quantitative methodology including how impact was measured can be found in Appendix A. Technical information about the weighting of the data and propensity score matching (PSM) can be found in Appendix B.

1.3.2   Case-study visits

The approach for the qualitative strand of the evaluation was to look in detail at the implementation and outcomes of the EYPP by means of in-depth interviews in the nine case-study local authorities. This aspect of the evaluation had two phases. Visits were undertaken to the nine LAs from the end of March to June 2008 and the findings were presented in the first report of the evaluation[7]. The case-study areas were visited towards the end of the pilot between January and April 2009 and, in each area, interviews were conducted with:

- **An operational manager in the LA with day-to-day responsibility for the pilot (nine interviewees in total – one in each pilot LA).**

- **Other staff involved in the pilots (24 interviewees in eight LAs).**

- **Activity providers (19 interviewees in seven LAs).**

- **Young people who had taken part in activities funded by EYPP (54 young people in seven LAs). This included young people aged between 13 and 18 years.**

- **Telephone interviews with parents/carers of young people who had participated (15 interviewees across six LAs).**

- **School staff who were working with the LAs (15 interviewees across six LAs).**

- **Representatives of community organisations (six interviewees across four LAs).**

The visits focused on the outcomes and impact of the EYPP and any changes and developments in the implementation. The interviews explored:

---

[7]   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

- how the LAs implemented the EYPP and how the delivery models changed during the pilot

- the approaches used to raise young people's awareness of the pilots and the extent to which the LAs successfully engaged their target groups

- the nature of the activities included in the offer and whether they were adapted to meet young people's needs

- the young people's experiences of participating in the activities

- the impact of the pilot on young people's participation in positive activities

- the impact of the EYPP on the LAs, activity providers and on young people's awareness of activities, educational engagement and other beneficial outcomes

- the lessons learned and views on the transferability of the model.

The views of LA staff, activity providers, young people and those involved in the telephone interviews are presented in this report. In relation to some aspects, the numbers of LAs where an approach was found, or where a view was expressed are detailed (see Figure 2.1). This is to provide some guidance of an experience or approach within these nine LAs. However, in considering these figures, it is worth taking into consideration that, during the interviews, respondents were not all asked identical questions with a range of response options, as they would be on a questionnaire. Rather, the views expressed in response to a semi-structured set of interview questions will reflect the issues, priorities, concerns and context for each interviewee.

1.3.3 Activity Provider survey

To supplement the case-study visits, a telephone survey of providers of activities for young people in each of the nine LAs was conducted during September and November 2008. The nine LAs identified the providers in their area and a sample was constructed that ensured that providers from private, public, voluntary and community sector organisations were represented. The survey was completed by 78 respondents including activity providers of a range of different activities. The survey explored:

- the providers' reasons for engaging with the initiative

- the extent to which they adapted their provision to accommodate EYPP and the requirements of young people locally

- the impact on the organisation and the young people who participated in the activities

- the operational challenges encountered.

1.3.4 Management Information (MI) data

The LAs engaged in the EYPP agreed to develop a common set of Management Information (MI) data that they forwarded to the evaluation team[8]. This data included details of the individual participants, and the type of activities in which they had engaged and their expenditure. This data was analysed to examine patterns of use

---

8   The pilot areas gathered MI through a range of mechanisms throughout the life of the pilot. Although common categories were agreed, the detail of the content and nature of the data gathered varied across areas. When it was supplied to the research team, common variables were identified and coded to enable analysis of the MI data as a common dataset.

and participation across the pilot areas and to assist in the identification of any models of provision that appeared to be more effective in encouraging use. The MI data was matched to the NPD (National Pupil Database) which contains details of young people's background characteristics and their attainment and attendance at school.

1.3.5 Conventions used

In this report the following conventions have been used for the survey results:

- In data tables:
  - ➢ - to signify no observations (zero value)
  - ➢ 0 to signify non-zero values of less than 0.5% and thus rounded to zero
  - ➢ a used to warn of small sample bases, if the base is between 0 and 19
  - ➢ [ ] used to warn of small sample bases, if the base is 20 or more but less than 50
- Because of rounding, row or column percentages may not add exactly to 100 per cent. In some tables percentages may not sum to 100 as more than one answer could be given. Where this occurs, this is indicated in the table rubric.
- A percentage may be quoted in the text for a single category that aggregates two or more of the percentages shown in a table. The percentage for the single category has been recalculated, and because of rounding may differ by one percentage point from the sum of the percentages in the table.
- The tables show both the weighted and unweighted bases. Percentages are based on the weighted base.
- Where reference is made to users, this refers to those young people in the EYPP pilot areas who used their EYPP funds for any positive activity in the four weeks prior to the interview. Non-users refers to young people in the EYPP pilot areas who did not use EYPP for any positive activity in the previous four weeks (including both those who had registered but had not used their EYPP funds, as well as those who had not heard of EYPP). Although MI data was used in the *sampling* for the follow-up survey, the analysis of the follow-up survey has used *respondent* information. This is because we assumed that respondents' recall of what they did in the last four weeks was likely to be a more robust indication of whether or not they were a EYPP user, compared with MI data which inevitably had to be drawn some time previously.

1.4 Structure of the report

Chapter 2 of the report explores how the LAs implemented the pilot. It discusses why particular models were chosen and then summarises the key features of the models and discusses how they developed during the pilot. It also includes young people's views of the models.

Chapter 3 explores the extent to which awareness of the pilot was raised among the young people in the target groups and what worked well in engaging young people. It outlines how successful the LAs were in engaging the target groups and the challenges and lessons learned.

Chapter 4 discusses the range of activities young people could access through EYPP and how these developed during the pilot. It explores the extent to which the LAs successfully engaged the activity providers and whether the activities encouraged young people to participate in the pilot.

Chapter 5 examines the difference the pilot made to young people's participation in positive activities. It explores the frequency of participation and patterns of usage and the extent to which EYPP has broadened young people's horizons. It also investigates the relationship between the models adopted and the impact on young people's participation in positive activities.

Chapter 6 discusses the impact on the young people who participated in EYPP, including the extent to which EYPP increased young people's awareness of activities, increased their engagement with education and had other beneficial outcomes.

Chapter 7 presents LA staff's views on the lessons learned through their involvement in the pilot, including their views on the transferability of the models.

Chapter 8 concludes the report by highlighting the key issues arising from the report, and provides recommendations for LAs and policy makers.

2.   How did the LAs implement the pilot?

> **Key findings**
>
> - The LAs used web-based, card-based and key worker approaches to implement EYPP. The amount of subsidy and possible uses of the funds differed across the pilot areas.
>
> - As the pilot progressed, there was evidence that the amount of support for the young people increased and the LAs were more flexible about booking procedures.
>
> - LAs had involved young people in the development of the delivery approaches. In some areas, young people continued to be consulted and provided feedback throughout the pilot.
>
> - The LA staff and the young people indicated that they would have liked greater flexibility in the possible use of the funds.
>
> - There was a general consensus among the young people that the EYPP process had worked well. However, the quantitative survey found that some of the young people in areas where pre-booking was required experienced problems (seven per cent of those who pre-booked an activity experienced problems all of the time, and a further 18 per cent experienced problems some of the time). The most common were problems with websites not working, booking being too complicated or difficult to do, and problems with accounts or cards not operating as expected.
>
> - Young people who faced problems understanding the mechanisms or using the websites had accessed help to overcome these challenges.

2.1   Introduction

This chapter outlines how the LAs implemented the pilot and the models they adopted. It includes quantitative data from the survey of young people and qualitative data from the case-study interviews. It discusses:

- how and why the LAs adopted particular models
- how the models developed during the pilot
- young people's views on the model.

2.2   How and why did the LAs adopt particular models and how did these develop?

When the LA staff were interviewed soon after the launch of the pilots, they indicated that involvement in the EYPP would assist them in their statutory duty to promote and provide positive activities for young people.

The pilot was viewed by the LAs as complementary to their strategies and aims and other policies within the local authority. It was also an opportunity for them to empower young people and engage them in positive activities.

2.2.1   The models used

The aim of the pilot was to provide young people with spending power by making funds available so that the most disadvantaged young people could access positive activities. Young people did not have direct access to the funds, but were given a mechanism whereby they were able to access an activity using funds paid directly to the provider of an activity or the providers of transport to the activity. The nine pilot areas adopted different strategies to place spending power in the hands of particular target groups of young people to enable them to access positive activities. As Figure 2.1 shows, the different approaches were:

- **Web-based approach** – three pilot areas gave young people access to websites that contained information about the activities. Young people had passwords to access their online accounts and could book activities online.

- **Card-based approach** – five of the pilot areas gave young people cards. Young people used the cards in conjunction with websites, which provided information on the activities. Young people had instant access to activities or transport in two of the areas. In the other three areas with card-based approaches, some of the activity providers required young people to pre-book whereas others did not.

- **Key worker approach** – one pilot area used a key worker approach. Each young person had a key worker with whom they could discuss their choices and get feedback. The key worker helped the young people to access the activities.

In some areas, the primary reasons for adopting a specific delivery model was desire to **build on an existing scheme.** Three of the LAs, using card-based approaches, selected a delivery model based on an extension to an existing card-based scheme as young people in these target groups were familiar with the cards. One of these LAs offered the card to all young people aged 11 to 16 and felt this reduced the likelihood of EYPP cohort feeling stigmatised. The other LAs had developed **new mechanisms**, such as web-based approaches, through which young people could access the activities. Figure 2.1 summarises the key features of the delivery model in each LA.

Figure 2.1   Summary of the features of the models adopted across the nine LAs

LAs	1	2	3	4	5	6	7	8	9
Delivery mechanism[9]									
Web-based approach		●			●	●			
Card-based approach			●	●			●	●	●
Key worker approach	●								
Amount of subsidy									
Monthly amount	£25-£40	£30	£33	£40	£40	£40	£35	£40	£20[10]
Existing facility									
Complementary to existing activities or scheme	●			●			●		●
Approach not chosen to complement existing facility		●	●		●	●		●	
Part of a universal offer		●			●		●		●
Target group									
Includes FSM and LAC	●	●	●	●	●	●	●	●	●
Includes others (such as SEN, LDD and young carers)	●	●	●	●	●	●		●	●
Engagement of young people									
Opt in	●	●	●	●	●	●	●		●
Opt out								●	
Range of activities									
Access to a wide range of activity providers	●	●	●		●			●	
Access to a limited number of activity providers				●		●	●		●
Access to the activities									
Generally immediate access								●	●
Dependant on the provider	●	●	●	●	●	●	●		
Possible use of the money									
Possible to use to pay for transport	●	●							●
Use of the monthly allocation									
Monthly allocation can be saved	●	●	●	●	●	●	●	●	
Monthly allocation can be topped up	●				●		●		●

In the early stages of the pilot, young people had been involved in developing aspects of the delivery approach (Bielby *et al.*, 2008[11]). For example, they were consulted on the way they accessed the activities and the activities included in the offer. The views of young people were considered when the LAs developed the branding and designed the cards and websites. There was evidence that young people continued to be consulted on the way the mechanism worked and the activities included in the offer.

---

9   The mechanism identified was the means by which the funds were accessed by young people. A model may also have included, for example a website in a card-based area or key worker support in a web-based area.

10   This subsidy was increased from £20 to £40 per month during the pilot.

11   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

All nine areas had used **brand names** for the pilot and in some areas young people had been involved in developing these. The LA staff felt the branding of EYPP had been successful because it helped young people to recognise the scheme. For instance, one interviewee said that when they went into the local schools all of the young people knew what the new brand name created for the EYPP meant.

Young people in four of the pilot areas said they had been consulted about the way the card, website or key worker system worked. Those who were consulted indicated they had been involved in 'mystery shopper' activities, youth participation groups, or had provided web-based feedback. This is fully discussed in Chapter 4. The young people who were consulted felt their views had been listened to and they had an impact on the development of the EYPP. One of the young people said:

> *Normally like if you are at school and you have school council, and you voice an opinion with school council they don't do anything, it would never ever happen. These opinions are actually worthwhile in that they take them down and you have conversations with the activity leaders and the people sort it out.*

In three pilot areas young people did not report being consulted about the way they received and could use the funds. Only one of the areas where young people had not been consulted had low take-up.

However, the quantitative survey found that those who had been involved in choosing what activities were going to be put on in their area were significantly more likely to have heard of and applied for EYPP. Eighty-four per cent of those who said they had been involved with choosing what activities were going to be put on for young people in their area had heard and applied for EYPP, compared with 76 per cent who had not been involved.

2.2.3   How the models developed

As Figure 2.1 shows, the pilot areas varied in the **range of activities** young people could access through EYPP. In five of the areas, young people had access to a wide range of activity providers during the pilot, ranging from 55 activity providers in one area to a substantial number of providers in another area which had adopted a chip and pin card approach. In this area the funds could be spent in any outlet which was eligible because it offered appropriate positive activities for young people, where the card could be swiped. The other four areas had fewer than 54 activity providers so young people's choice was more limited. Most of the areas introduced new activities as the pilot progressed. This is discussed further in Chapter 4.

The case-study interviewees indicated that few changes were made to the mechanisms the young people used to access the funds during the pilot. Nevertheless, there was evidence that project teams had increased the amount of **support** available for the young people to help them to access the activities. Project teams had also introduced **flexibility** to booking procedures, if they felt the original features of the model limited young people's participation in positive activities. Each of these is discussed below.

Support

During the pilot, four areas increased the amount of support available for the young people because they found the target group needed more one-to-one assistance to access the activities. Additional support provided by LA staff and key workers included helping young people to book the activities, running help lines so that young people could call to get assistance, and school visits so that young people could purchase vouchers. One of the EYPP managers explained the importance of one-to-one support, '*it's being a person on the end of the phone who they can trust, and I don't think a mechanical system can ever take the place of a human being with a friendly voice on the end of the phone'.* The relationship between adult support and participation in the pilot is discussed further in Chapter 3.

Access to the activities

In two of the pilot areas, with card-based approaches, young people had immediate access to the activities. Instant access to activities or travel meant that young people did not need to pre-book. In the other seven areas, it was dependent on the activity provider. Activities such as swimming or gym sessions did not need pre-booking, whereas young people needed to plan ahead to participate in other activities.

Young people in areas where pre-booking was required were asked whether they experienced any problems or technical difficulties. The survey of young people revealed that just under a fifth (18 per cent) reported problems some of the time, and a further seven per cent reported problems all of the time. These results were examined by the delivery mechanism, LA area and whether respondents were users or non-users[12] (in the four weeks before the interview). There were no significant differences found between delivery types or LA area. Results for users and non-users are examined in more detail below.

As Table 2.1 shows, similar proportions of users and non-users reported having problems with pre-booking activities; with 25 per cent of users and 27 per cent of non-users saying this. However, non-users (in the last four weeks) were more likely to report that they experienced problems all of the time (17 per cent compared with five per cent of users). The quantitative survey did not ask why this was the case. It could be associated with them not having used their EYPP funds in previous four weeks.

Table 2.1	Whether had problems pre-booking activities, by user / non-user		

Base: Users and non-users who pre-booked an activity (seven pilot areas only)

	Users	Non-users	Total
	%	%	%
Yes – all of the time	5	17	7
Yes – some of the time	20	11	18
No	75	73	75
Bases	*275*	*63*	*338*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

---

[12] For the purposes of this analysis EYPP users were defined as young people who used the EYPP funds for any activity *in the four weeks before the interview*. Non-users were defined as young people who either did not use their EYPP funds in the previous four weeks or were eligible but did not apply for EYPP.

Those who reported problems with pre-booking activities were asked what these were (see Table 2.2). The most common was website problems, with 29 per cent mentioning this. The second most common problem reported was that it was too complicated or difficult to make the booking (25 per cent), followed by account or card problems (20 per cent) and 'other' problems (19 per cent). The reasons why these problems occurred was not explored in the quantitative survey. They could be associated with the young people not having used the EYPP fund in the previous four weeks.

Table 2.2	Problems pre-booking activities

Base: Users and non-users who experienced a problem with pre-booking activities (seven pilot areas only)

	Total
	%
Website problems	29
Difficult to make booking	25
Account/debit card problems	20
Took too long to process	8
Too late to book activity	3
Waiting time too long for activity	1
Other	19
None	6
Base	*92*

Multiple response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey 2009

Perhaps in recognition of these challenges, as the pilot developed there was evidence from the case-study interviews that the pilot teams had **increased the flexibility in relation to pre-booking.** In two of the areas, with web-based approaches, young people had to book some of their activities online, but the interviewees said that LA staff had helped the young people who needed the support by calling the activity providers for them. One of these LAs had introduced text-messaging booking to give young people more flexibility. One of the interviewees explained the importance of this flexible approach:

> *I think it's worked because we have had a very flexible system. We've changed it and developed it along with what young people have said and there was the recognition that some young people don't ever use the account management system behind the website they make all their phone calls to us and ask us to book them or the key workers.*

Interviewees acknowledged that some young people could access the website and book their own activities but they felt the support was needed for the young people who could not do it independently. Overall, young people felt the process of pre-booking had worked well and some felt the process had helped them to develop their communication skills. The benefits of young people taking responsibility for choosing activities and contacting the activity providers are discussed in Chapter 6.

Possible use of the money

Across the pilot areas, the amount of subsidy the young people received ranged from £20 to £40. As Figure 2.1 shows, there were some differences in the possible uses of the funds across the pilot areas.

- **Paying for others** - in five of the pilot areas, it was initially possible for young people to use their money **to pay for others to participate** in the activities, although this ceased in the course of the pilot. LA staff in the other areas reported that some of the young people did not want to go and do the activities on their own. One interviewee, who worked with young carers, said the young people said to her, '*I don't want to do that unless I can go with my younger brothers or sisters or unless I can take my mum'*. Young people in these pilot areas said they would have liked to share their money with their friends or family and they did not always want to do the activities on their own. One young person said *'they should have realised that you can't go on your own all the time'*.

- **Paying for transport** - it was only possible for young people to pay for transport in three of the pilot areas. Members of the pilot teams working in areas where free transport was not available for all young people in the LA, perceived **lack of transport** to get to activities as a barrier to young people's involvement in positive activities. There was evidence that LAs had overcome this barrier by including transport costs in the total cost of activities. For instance, if youth workers took young people on trips they included transport in the cost. In other cases, key workers had funded transport and viewed it as essential, '*without it few young carers would have accessed the activities'*.

- **Equipment -** the DCSF guidance stated that funds should not be used for purchasing general goods or products. However, LAs, could, exceptionally, consider ways in which EYPP funds could be used to access the equipment necessary to participate in particular activities, providing this was linked to participation itself. Young people in two of the pilot areas had used their money to pay for equipment because they needed it to participate in an activity. Access to equipment was perceived as a potential barrier by interviewees who worked with the most disadvantaged young people because they felt some young people often did not have the equipment or clothing needed to participate in the activities, '*it doesn't help if you don't have a change of clothes'*. Interviewees felt that lack of appropriate equipment or clothing could have limited young people's participation in the activities. An approach to this issue in one area, was for the activity provider to reward young people who attended a sports activity regularly for a number of weeks with their own equipment.

- **Save and 'top up'** - young people could save up their monthly allocation in eight of the areas. Interviewees said this was important to give young people the flexibility to pay for expensive activities. The amount that they could save varied across the pilots and ranged from £80 to £480. The funds could be 'topped up' from other sources in four areas. This meant that parents or LA staff could credit young people's accounts. As the pilot progressed, LAs without the 'top up' facility had adopted creative strategies to overcome it. For example, in one area the LA negotiated with the activity providers so that the young people could pay for expensive activities using a combination of EYPP funds and their own money.

2.3   What were young people's views on the model?

Overall, the young people who were interviewed reported that the process of accessing and using the funds had worked well for them. Young people in areas with a card-based approach said they liked having the card. They viewed cards as a safe way of having money. One of the young people said, '*it's easy to keep, you don't need to carry money on you if you have the card'.* Others liked having the card because it provided identification. Young people in pilot areas with card-based approaches felt the process of accessing the activities had worked well. For example, one interviewee said, '*the card is easy to use and it's fine to book. You just go on the internet and book'.*

In areas with web-based approaches young people generally said that the websites were easy to use because they could follow links to the activities and the credit was taken off their accounts. Young people in one of these areas reported receiving phone calls and text messages, '*they call you a lot too…they tell you how much you've got and stuff'.* They found this additional support helpful. One interviewee said, *'...you can just book whatever you want. You can do it on the phone or on the website so it's quite easy'.* Overall, when pre-booking was required, it was reported to have worked well.

Young people liked the key worker approach because they had opportunities to discuss their choices, get feedback and have help booking the activities. Young people said they valued the help they received to organise the activities.

Nevertheless, some young people had experienced challenges accessing the funds. These included:

- **Understanding how to use the mechanism** – some of the young people in four of the pilot areas said they found it difficult to understand how to access the money. For instance, one young person who received a card explained that she was unsure about how to use it to do the activities. She said, '*I didn't know what to do but I registered it, that's all I did, I didn't know what to do'.* Lack of understanding of the way the mechanism worked meant the young people did not participate at the beginning of the pilot.

- **Difficulties accessing and using the websites** - young people in the three pilot areas with web-based approaches said there were challenges associated with using the websites. These included reading the text on the website and remembering passwords, '*Usernames and passwords are awkward too, they are long, they should make it something simple'.* Young people in one of the areas found navigating their way round the websites to find the activities and using the search facilities a challenge, '*the search thing - it doesn't really work at all you have to go through a lot to get to it'.* In their view, the information could have been easier to understand and more user-friendly. These experiences reflect those of the young people who responded to the quantitative survey (see Section 2.2.3).

- **Problems using the mechanism** – young people in areas with card-based approaches experienced some difficulties using their cards. Some young people said their cards did not work and they needed to contact the LA. In some cases, young people could not use their cards because the EYPP credit did not appear on the card. These types of problems were resolved, '*cos there was a problem with the money and they got it all sorted'*, but it delayed them getting involved in the activities.

- **Understanding the information** - young people in one of the pilot areas reported finding the information they received on how to use their cards or websites confusing '*when you get it* [the card] *they give you so much information about it and it's confusing'*. The young people registered their cards but could not access the activities.

The majority of the young people overcame the limitations faced when using the mechanism by **accessing support.** Young people who said they did not understand how it worked, '*at first I didn't have a clue',* said that members of the LA team had helped them use the cards or websites. In most cases, when the young people had received help they could access the funds by themselves. A minority of young people continued to struggle and needed one-to-one support, as this remark confirms, '*I learned how to do it a few weeks ago, I'm still doing it wrong, I need someone there'.* Another commented that although he was usually confident with computers, he could not make progress with the EYPP website so his key workers had to book it for him.

2.4   Summary

The nine pilot areas adopted different mechanisms to enable young people to participate in positive activities. The pilot was only for one year so in some areas, pilot teams chose mechanisms to build on existing schemes, whereas others developed new mechanisms. As the pilot progressed, the features of the models remained fundamentally unchanged, but there was evidence that the LAs provided young people with more support and greater flexibility when booking the activities. One-to-one support and flexibility were viewed as important to help the young people participate in the activities.

There was evidence that young people had been involved in the development of the EYPP and were given opportunities to provide ongoing feedback. Overall, the young people reported that the mechanisms worked well for them although there was also evidence of both the web-based and card-based approaches experiencing technical difficulties. Young people had encountered challenges when they were first involved in the EYPP, but most had accessed help and overcome the challenges they faced.

3.   Engaging Young People

Key findings

- The number of young people registered to the EYPP pilot varied considerably across the nine pilot areas; LAs achieved between four and 114 per cent of their original registration targets.

- Awareness raising activities appear to have engaged more girls than boys with the EYPP pilot. This is reflected in the significantly higher proportion of girls (79 per cent) who registered for the EYPP compared with boys (75 per cent). Young carers were slightly more likely to register (78 per cent compared with 76 per cent of those without caring responsibilities).

- Success in raising awareness amongst young people and achieving registrations was affected by some features of the approach taken in that area including the delivery mechanism; young people from card-based areas were most likely to have registered with the EYPP (83 per cent, compared with 77 per cent in web-based areas, and 60 per cent in the key worker area). All areas used one-to-one interaction, however, in contrast to areas which only used key workers, in card-based and web-based areas young people could register independently or liaise with key workers to do so. Consequently there is greater opportunity for registering in card-based and web-based areas.

- The difficultly of engaging young people in the pilot had been underestimated by many of the LAs as well as the time needed for young people to begin to become familiar with it.

- The LA staff felt that using multiple awareness-raising strategies was most effective.

- The level of support needed to engage a young person varied depending on their individual circumstances but ongoing, multi-faceted communication was usually necessary to encourage young people to participate in the pilot.

- In addition to lack of finance, young people face other barriers to participation in positive activities such as lack of awareness of the opportunities available to them in their local area and lack of transport to get to activities.

3.1   Introduction

This chapter considers strategies used in the nine LAs to raise awareness of the EYPP pilots and discusses the relative success of these strategies with regard to engaging young people. Presenting data gathered from the survey of young people and interviews with LA staff and other key stakeholders in the case study visits, it examines:

- the extent to which awareness of the pilot was achieved

- which young people registered to participate in EYPP activities

- the strategies that worked well in encouraging young people to participate

- other issues which influenced take-up.

3.2   To what extent was awareness raised and registration achieved?

In order for young people to be able to have the possibility of participating in activities funded by the EYPP they needed to register with the pilot areas. Young people responding to the survey were asked whether they had heard of the EYPP and, if so, whether they had registered. In total, 77 per cent of the young people in the sample had heard of the EYPP in their local area and had registered, 16 per cent had heard of the EYPP but had not registered, and seven per cent had not heard of EYPP.

Among the nine pilot areas, the number of young people who were expected to participate in the EYPP pilot ranged from 1,000 to 3,500 and totalled around 20,000. Across the areas, a total of 13,669 young people signed up to participate in EYPP representing around 68 per cent of the overall target. The majority of these (10,103 or 74 per cent) subsequently became active participants in so far as they used their EYP funding to participate in at least one activity. The data provided by pilot teams indicated that two areas exceeded their original target number of registrations (achieving 114 per cent and 105 per cent)[13] and in the other seven areas between five per cent and 99 per cent of potential participants registered with the EYPP. The nine pilot areas fall into three groups; those which achieved registrations from over 80 per cent of their target (five LAs), those that achieved 65 per cent – 75 per cent of their target (two LAs) and those that achieved less than 40 per cent of their target (two LAs).

It may be that pilot areas which achieved registrations from a smaller percentage of their target failed to raise awareness with as many young people and therefore had a reduced 'pool' from which to achieve sign-up. However, these less successful registration figures may also illustrate that barriers to participating were more prevalent or inhibiting for young people in these areas or that the offer was less attractive to them. The nine LAs fall into these same three success bands when rates of participation (as opposed to just registration) are considered in Chapter 5.

Interviews with LA managers and key workers in five areas revealed that it had been harder than they had expected to ensure that young people signed up for the pilot. While they had expected that the opportunity to receive 'free money' would be appealing to the young people, it transpired that time was needed for young people to become aware of, understand and trust the pilot. As one manager, who was advised by a voluntary sector worker that it might take time for the specific target group to be enthused by the pilot, explained: 'I remember thinking, "*that's nonsense, this will take off, it's free money!*" *but she was right! It's taken six months of drip feeding for it to take off*'. Word of mouth among young people was widely mentioned as helping the pilot to gain momentum and for young people to begin to become involved.

3.3   What are the characteristics of the young people who became aware of the EYPP pilot?

Analysis of data gathered from the survey of young people allows us to examine differences in the levels of awareness and subsequent registration by young people according to their personal characteristics. Analysis of age, ethnic origin, and disability (and other demographic information collected in the survey) found no statistically significant differences in how these sub-groups of young people

---

[13]   Two areas extended their cohort to young people who became eligible (for example reached the required age) in the course of the pilot.

responded to the EYPP offer. Significant differences according to gender and whether or not the young person had caring responsibility were found and are discussed below.

Table 3.1 illustrates the differences in the response to the EYPP by girls and boys; a slightly higher proportion of girls (79 per cent) than boys (75 per cent) had heard about EYPP in their local area and registered. Correspondingly, more boys than girls had not heard about EYPP at all (9 per cent compared with 5 per cent).

Table 3.1	EYPP awareness and registration levels, by gender		

Base: Seven pilot areas

	Male	Female	Total
	%	%	%
Not heard of scheme	9	5	7
Heard of scheme and not applied	15	16	16
Heard of scheme and applied	75	79	77
Bases (Weighted)	*763*	*724*	*1,487*
Bases (Unweighted)	*664*	*823*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Young people who reported that they were young carers were slightly more likely than those without caring responsibilities to say that they had heard of the EYPP in their local area and registered (78 per cent compared with 76 per cent). On the other hand, young carers were also slightly more likely to say that they had not heard about EYPP at all (10 per cent compared with 7 per cent). See Appendix C Table C1.

3.4 What are the characteristics of the pilot areas where young people became aware of the EYPP pilot?

As presented in Chapter 2, there are a number of features that characterise the delivery approaches chosen by the nine pilot areas, (see Table 2.1). Differences in the number of young people who became aware of and registered for the EYPP pilot according to a number of these features were identified. These features were:

- delivery mechanism (card, web or key worker)

- whether the EYPP offer was complementary to an existing scheme or not

- how young people were targeted

- whether access to activities was immediate or not

- whether the model adopted permitted payment for transport

- how the monthly allocation could be used.

The quantitative survey did find significant differences in awareness and registration by area. In four areas 85 per cent or more of young people had heard of EYPP and registered, but in one area only 60 per cent had done so. Evidence which demonstrates the extent to which these features appear to have influenced the

success of the pilot areas in raising awareness and achieving registrations is presented in the remainder of this section.

Young people in areas with a 'card-based' approach (as opposed to a web-based or key worker approach) were most likely to have heard about the EYPP in their local area and registered. Eighty-three per cent of the young people in these areas had heard about EYPP and registered, compared with 77 per cent of young people in 'web-based' areas, and 60 per cent in the key worker area. All areas used one-to-one interaction, however in contrast to the area which only used key workers, in card-based and web-based areas young people could register independently or liaise with key workers to do so. Consequently there is greater opportunity for registering in card-based and web-based areas.

Young people in the key worker area were most likely to have heard about the EYPP and not to register (24 per cent compared with 12-15 per cent in the other areas). This may reflect the difficulty for key workers to engage with large numbers of young people compared to card-based and web-based areas where young people can register with the pilot without one-to-one interaction. Young people from the key worker area were also the most likely not to have heard about the EYPP at all (15 per cent compared with 4-7 per cent in other areas). These differences according to delivery mechanism can be seen in Table 3.2.

Table 3.2	EYPP awareness and registration levels, by delivery mechanism			

Base: Seven pilot areas

	Web-based approach %	Card-based approach %	Key worker approach %	Total %
Not heard of scheme	7	4	15	7
Heard of scheme and not applied	15	12	24	16
Heard of scheme and applied	77	83	60	77
Bases (Weighted)	*377*	*790*	*320*	*1,487*
Bases (Unweighted)	*377*	*790*	*320*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

As can be seen in Table 3.3, higher proportions of young people in areas where the EYPP offer was not complementary to an existing scheme had registered with the EYPP (83 per cent compared with 61 per cent in other areas).

Table 3.3   EYPP awareness and registration levels, by whether scheme complements existing activities

Base: Seven pilot areas

	EYPP complementary to existing activities or scheme	EYPP not complementary to existing activities or scheme	Total
	%	%	%
Not heard of scheme	16	4	7
Heard of scheme and not applied	23	13	16
Heard of scheme and applied	61	83	77
Bases (Weighted)	*408*	*1,079*	*1,487*
Bases (Unweighted)	*408*	*1,079*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were variations in terms of awareness and levels of registration related to the method of targeting young people. Those in areas using an 'opt-out' method were more likely to have registered (i.e. not 'opt-out') than those who were required to 'opt-in' (87 per cent compared with 74 per cent). Young people in areas where an 'opt-in' method was used were more likely to have not heard about EYPP at all. Nine per cent of young people in these areas had not heard about EYPP, compared with just one per cent of young people in 'opt-out' areas[14]. See Appendix C Table C2.

There was a marked difference in how young people responded to the EYPP pilot offer depending on whether access to activities was generally immediate, or whether access was dependent on the provider (as seen in Table 3.4). EYPP take-up rates were higher in areas where access was immediate (87 per cent compared with 74 per cent). In addition, young people in areas where access to activities was dependent on the provider were more likely to not have heard about EYPP at all (nine per cent compared with just one per cent in other areas).

Table 3.4   EYPP awareness and registration levels, by access to activities

Base: Seven pilot areas

	Generally immediate access	Dependent on the provider	Total
	%	%	%
Not heard of scheme	1	9	7
Heard of scheme and not applied	12	17	16
Heard of scheme and applied	87	74	77
Bases (Weighted)	*295*	*1,192*	*1,487*
Bases (Unweighted)	*295*	*1,192*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

---

[14]   However, in interpreting this data it should be remembered that only one of the nine pilot areas targeted the young people via an 'opt-out' approach.

Eighty-one per cent of young people in areas where the EYPP model did not allow them to pay for transport had heard of, and registered for the pilot. This was significantly higher than young people in areas that did allow payment for transport where only 66 per cent of young people had registered. See Appendix C Table C3.

Table 3.5 illustrates that there were also marked differences depending on whether the EYPP subsidy could be topped up (as well as saved). In areas where topping up was not allowed, take-up rates were higher (84 per cent) than in those areas where funds could be topped up as well as saved (61 per cent).

Table 3.5	Whether EYPP funds could be saved or topped up		

Base: Seven pilot areas

	It can be saved only %	It can be both saved and topped up %	Total %
Not heard of scheme	4	14	7
Heard of scheme and not applied	12	25	16
Heard of scheme and applied	84	61	77
Bases (Weighted)	*1,012*	*475*	*1,487*
Bases (Unweighted)	*1,012*	*475*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Differences in level of awareness and take-up by other characteristics of the pilot areas (such as whether the EYPP was part of a universal offer and whether the EYPP allowed paying for equipment) were not statistically significant.

3.5   What are the reasons for not registering?

Notwithstanding the time needed for the pilot to begin to be accepted by young people, there remained a number of young people who did not take-up the offer of participation in the pilot. The survey of young people asked those young people in the pilot areas who did not register for EYPP why they did not. Overall, the most common reason given was that they had "not got round to it", with 23 per cent mentioning this. The two other reasons most frequently given were that they did not know how to register (16 per cent), and they did not have enough time to register (12 per cent). These and other reasons given are displayed below in Table 3.6.

Table 3.6   Reasons for not registering for EYPP account

Base: Young people who did not register (All pilot areas excluding the opt-out area). This excludes young people who said they could not remember whether they registered.

Reasons for not registering	Total %
Haven t got round to it	23
Didn't know how to sign up/enrol	16
I don't have the time	12
Doing / Planning to do other things	7
Did not want help /didn't see how it would help me	7
Didn't know how to use the card/account	4
Never received any information about it	5
Did not qualify to take part	3
Too complicated	4
Would not enjoy activities available	2
Don't have internet access	2
Technological problems	2
Didn't have transport to get there	1
Money offered not enough	-
Didn't have anyone to go with	-
Too embarrassed/uncomfortable	-
My parents/carers wouldn't allow me	-
Don't Know	1
Other	20
None	3
Bases	*157*

Multiple response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were no significant differences in young people's reasons for not registering by gender, age, current activity, and whether their local area was urban or rural. The analysis also looked at differences by EYPP pilot area characteristics (such as delivery mechanism, possibility of paying for others, transport and equipment and use of monthly allocation, among others). This analysis also found no significant differences.

There were significant differences by deprivation in the proportions of young people saying they had not got round to signing up, did not have the time, or did not know how to sign up. In the most deprived areas lower proportions said they did not have the time, or did not know how to sign up, or had not got round to it, than did young people from the less deprived areas.

There were also significant differences by carer status and disability. Almost one third (30 per cent) of young carers who had not signed up said they did not have time, compared with eight per cent of those without caring responsibilities. A quarter of those with no disability who did not sign up said they had not got round to it; compared with none of those who had a non-limiting disability.

The one significant difference by LA area was the proportion of young people who had not registered saying they did not have the time. In one area as many as 23 per cent of young people not registering gave this as a reason, whereas in another area no one gave this as a reason.

While only a small number of young people were reported to have actively declined, in areas where an 'opt-in' approach was adopted, LA managers and key workers identified the following possible reasons for non-registration:

- **The mechanism for signing up** – some areas required young people to complete forms and ask their parents or carers to do the same and return them to the LA to register for EYPP. In some cases this was identified as a key reason for people not registering because they either were unable to read the information, felt too much detail was required, or did not have the documents required to register (such as birth certificate). In addition, some did not have access to the necessary Information Technology to complete the process. In all cases the LA staff had worked to address these issues but there remained some non-registration.

- **Problems at the registration stage** – ensuring that the registration process and mechanism for providing the funding to the young people worked from the start was essential if young people were not to be disillusioned and then '*don't bother*'.

- **Non take-up among specific groups** – staff in three LAs had noted that young people with specific characteristics were less likely to register. These included women from minority ethnic backgrounds, due to cultural reasons and parental concerns and young people with Special Educational Needs whose carers could not use the EYPP funds to support them in participating. Those who were most disadvantaged and *'hardest to reach'* were also identified and this was said to be associated with firstly locating them and secondly convincing them that the activities on offer would be enjoyable.

Plans to apply for EYPP in the future

In addition to exploring reasons for not registering, the survey asked young people who had not yet registered if they planned to do so in the future. Overall, 57 per cent of those young people not registered at the time of interview said that they planned to register in the future, while 13 per cent said that they would not, (30 per cent did not know). These self-reported responses indicating young people's intention to engage with the EYPP pilot in the future (or not to do so) were also analysed by respondent characteristics and pilot delivery model features. Some subgroup differences were found and are presented in detail below.

Those in education only were more likely to have plans to apply to EYPP than those currently in education at the same time as having a job or engaging in training, or doing something else (66 per cent compared with 38 per cent respectively). This is shown in Table 3.7 below.

Table 3.7   Whether plan to register for EYPP account in the future, by current activity

Base: Young people who did not register (All pilot areas excluding the opt-out area). This excludes young people who said they could not remember whether they registered.

Would you apply in the future?	In education only %	Other %	Total %
Yes	66	38	57
No	10	20	13
Don't know	24	42	30
Bases	*106*	*61*	*170*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

No significant differences were found when young people's intention to register in the future were analysed by the respondent characteristics of gender, age, carer status, disability status, or whether urban or rural. In addition no significant differences were found when analysed by LA area, the model characteristics of delivery mechanism, range of activities, equipment or transport was allowed, whether the pilot was complementary to existing activities, whether it was part of a universal offer, and how monthly allocation could be used.

3.6   What worked well in engaging young people?

As was discussed in the interim report[15], the pilot areas employed a number of different strategies in order to make contact with the target groups of young people. Many of these raising awareness strategies were used to some extent in the majority of pilot areas so it is likely that the relative success of achieved registrations was not determined solely by *how* awareness was raised. Indeed in some areas the problem may have stemmed from *what* it was that the young people were being made aware of; the offer itself may not have been sufficiently attractive or have met the needs of young people. For example, the range of activities that were included in the offer seems to have had an effect on the success of the take-up; four of the five areas which were most successful in achieving registrations had a broad range of activities included in the offer, whereas three of the four less successful areas had a narrow range of activities.

Although there are no clear patterns with regard to awareness raising strategies used by each pilot area and their subsequent success with registrations, this section discusses the approaches that worked well in engaging the young people in the pilot:

- **One-to-one interaction** – it became apparent to EYPP pilot teams that young people often needed support to enable them to progress from having registered to actually participating for the first time. One-to-one interaction included face-to-face meetings with young people as well as direct contact with them by email, phone conversations and text messages. One-to-one interaction was used, in varying degrees, by all LAs and there was a strong perception amongst interviewees that this enabled trusting relationships to be established and this was crucial in raising awareness amongst young people.

---

[15]   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

- **Working with schools** – local authority delivery teams continued to recognise the importance of working with schools as the pilot period went on, although challenges in doing so successfully remained. Staff in four LAs reflected that in hindsight they felt it would have been beneficial to have focussed more resources on engaging with schools earlier on in the pilot period. Some schools echoed this sentiment: four school interviewees said they personally would have liked to have been more involved in the pilot sooner and four other schools felt that for a pilot such as EYPP to be a success increased consultation with schools was essential. All five of the areas that achieved the highest percentage of registrations had successfully engaged schools in the pilots to some extent and more so than three of the four areas that were less successful in achieving registrations.

- **Working with other key professionals** – pilot teams in only two areas were based outside of youth services within the LA and these were the two areas which were least successful in terms of achieving registrations and participation. The extent to which pilot areas attempted to raise awareness by engaging with other key professionals and organisations in the community varied. At least three LAs specifically mentioned deliberately focussing efforts on making use of relevant existing professional networks to communicate information about the pilot.

- **Other young people** – one LA which had set up a group of 'champions'; young people who were heavily involved in the pilot themselves and who were tasked with raising awareness and increasing participation amongst other young people, had deliberately tried to include a young person from each school in this group of champions. Two other LAs suggested that in hindsight this would have been a strategy they would have used to raise awareness.

- **Involving parents** – some of the pilot areas recognised that for some young people, parents had been an important source of information with regard to both raising awareness of the pilot and encouraging them to participate. One school which had been involved in the pilot and served a mixed catchment area suggested that more parents, and therefore young people, may have become aware of, and possibly engaged with the pilot if the information had been translated into a number of different languages. This is likely to have been relevant for a number of pilot areas although it is likely to have been a costly strategy and the potential impact uncertain.

- **Promotional materials** – all of the pilot areas used promotional materials (including posters, leaflets) and every area had chosen a local brand name for the pilot. Staff in many areas felt it was important that this local brand was visually recognised by young people and that they associated it with positive activities. The key variable with regard to the branding adopted by the pilot areas was whether or not the EYPP pilot formed part of a universal offer for young people's positive activities in the area or whether it was presented as a targeted offer. In areas where the pilot was part of a universal offer the brand needed to convey a broader message than in areas where the offer was targeted and the brand was focussed solely on the EYPP pilot.

Many of the strategies used to raise awareness of the EYPP pilot amongst young people, and encourage them to register, continued to be used throughout the pilot to some extent as strategies to facilitate sustained participation amongst those young people that had signed-up. This is discussed further in Chapter 5.

3.7   Other issues which influenced take-up

EYPP could not always address the issues beyond finance that influence young people's participation. This section outlines the other reasons the interviewees identified which they felt had an impact on the take-up of the target group. These included:

- **Non-financial barriers to participation** – interviewees noted that money is not the only barrier to participation in positive activities. They acknowledged other barriers such as lack of transport, lack of awareness, provision not matching the needs or wants of young people and age appropriateness of the activities. LAs tried to minimise the impact of these other barriers by adapting activities and by offering additional key worker support.

- **The nature of the target group** – the target groups included young people who are difficult to engage and can lack confidence. Lack of motivation, low self-esteem and aspirations could have been barriers to young people's participation in EYPP. Furthermore, the target groups included young people who may have been reluctant to engage with formal agencies and who could have been wary of EYPP due to exposure to short-lived pilots in the past.

- **Intensity of support needed by young people** – a number of LA staff expressed opinions which indicated that the amount of support needed to help young people engage with the pilot (both initially and in terms of sustaining their participation) was much greater than they had originally anticipated. Other suggestions that were made that could have benefitted or improved the support available to young people in some pilot areas included a better understanding of the need for trained and experienced key workers who are used to working closely with young people.

It was felt by some that there had been insufficient budget to secure a sufficient number of staff to work directly with the young people, or to offer them sufficient hours to enable them to deliver the role most successfully. As a result of this, some key workers expressed dissatisfaction with regard to the burdens placed on them by their heavy workload and the communication with young people.

3.8   Summary

Take-up varied considerably across the nine pilot areas despite all having used similar strategies to raise awareness of the EYPP. The majority of LAs used a number of complementary strategies as they felt this was most effective.

The evidence suggested that take-up was influenced by other features of the pilot approach, not only the strategies used to raise awareness. Card-based areas were more likely to achieve registrations than web-based or key worker areas.

Many LAs had underestimated the time, resources and intensity of support necessary to engage young people in the pilot. Ongoing communication with young people, through as many channels as possible, was recommended.

Some LA staff felt that for some young people money was not necessarily the major barrier to participation. In these situations attempts to engage young people in the pilot would not necessarily have been effective; other barriers may have remained prohibitive for some young people.

4.   EYPP activities

Key findings

- EYPP delivery teams had examined existing provision, consulted with young people and ensured there was a range of providers to deliver activity provision across the DCSF-defined categories.

- LA staff found that examining existing provision worked well as an initial strategy to offer young people a core directory of activities to choose from, but that it was necessary to develop this model in consultation with young people to ensure that activities were young-person led.

- There was some variation in the types of activities being offered across pilot areas, with some LAs offering a broad range of activities, while others were offering a limited range. There was evidence to suggest that, where pilot areas had a broad range of activities on offer, there was greater take-up among young people.

- Young people, parents and, to some extent, school staff considered there to be a sufficiently broad range of activities on offer and were positive about EYPP.

- LAs had generally been successful in gaining the involvement of activity providers and overall providers had been receptive to EYPP. In addition, there was evidence that some providers had been proactively engaged with EYPP.

- Activity providers had been flexible in their approach to EYPP and had adapted their provision in response to feedback from young people.

- Young people had participated in a range of different activities, the most popular being recreational and sporting activities. There was evidence to suggest some young people had participated in educational activities, some of which were accredited.

4.1   Introduction

EYPP delivery teams across the nine pilot areas had included a range of activities in order to encourage participation in positive activities among the most disadvantaged young people. This chapter discusses:

- the types of positive activities included in the EYPP offer for young people and how the activities developed during the pilot period

- the extent to which LAs successfully engaged activity providers

- young people's views of the activities and their experiences of taking part in the EYPP, including the extent to which the activities on offer encouraged young people to participate.

4.2   What was the range of EYPP activities on offer to young people?

Section 6 of the Education and Inspections Act 2006, requires LAs to secure access to sufficient educational and recreational leisure-time activities for young people in their area. As a result, pilot areas had started to develop and introduce activities for young people prior to the launch of EYPP, so were already offering activities for young people in their area. Interviewees said that existing provision had complemented the development of EYPP activity provision.

Visits to the pilot areas in early 2008[16] revealed that, in order to define their activities, EYPP delivery teams had generally:

- **examined existing provision** of positive activities for young people. In some cases, LA staff explained that even they were surprised at how much there was on offer to young people in their area once they had started to examine existing provision. As one interviewee explained, '*there is certainly a lot more available than even I as a youth worker was aware of*'.

- **consulted with young people** about EYPP provision in at the start of the pilot to ensure they were '*getting in young people's minds to see what they want to do*'.

- **ensured that there was a range of providers** to enable delivery of EYPP provision across the six DCSF categories as shown in Table 4.1 below.

Table 4.1 below provides some examples of EYPP activities.

Table 4.1	Examples of EYPP activities available to EYPP participants

Type of activity	Example activity
Sport	Martial arts, gymnastics, swimming, skiing
Art	Pottery classes, painting, photography, theatre trips, drama classes
Media	Film-making
Recreational	DJ-ing and MC skills, t-shirt making, circus training, hot air ballooning, stand-up comedy
Educational	Food hygiene courses, school trips
Residential	"Duke of Edinburgh" residential, activity holidays
Miscellaneous	Army or sea cadets, sight-seeing, City Tour bus trips

LA staff found that examining existing provision had worked well in terms of providing the LAs with a core set of providers they could contact at the start of the pilot, a number of whom LAs had existing relationships with. A project manager in one of the pilot areas explained that providers were initially sourced from an existing LA database and had therefore already undergone the relevant approval processes within the LA, so initial recruitment of these providers had been less time-consuming than recruiting new activity providers. LA staff across the pilot areas indicated that while it was a useful strategy to contact existing providers at the start of the pilot in

---

[16]   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

order to provide young people with a directory of available activities, they were keen to develop provision further to ensure activities were young person led.

One strategic manager explained that this was important, because *'it is what they* [young people] *want to do, how they want to take their lives forward'.*

There was evidence from the follow-up visits to the pilot areas that the **range of activities** had increased as the pilot progressed, more so in some areas than others. In some instances, where pilot areas had been successful in offering a broad range of activities, for example over 3000 activities, dedicated members of EYPP delivery teams were **actively recruiting providers** from a range of sectors and across the six categories in Table 4.1 above, to ensure variation in provision and to maximise take-up across activity providers. In the few areas where EYPP activity provision was **not as broad** as LA staff would have liked**,** the main reasons for this were identified as:

- **a lack of receptiveness** from some providers in accepting EYPP payment mechanisms. An EYPP manager in one pilot area explained there were '*problems with some providers accepting the* [card-reader]', resulting in poor take-up among activity providers.

- limited recruitment across **different sectors.** A key worker in one pilot area explained that the LA had mainly recruited providers from the public sector, many of which were leisure centres and did not include '*a varied enough range of activities*'.

The range of provision for young people across the nine pilot areas included the following EYPP activities:

- individual activities, for example pottery or swimming

- group activities, such as playing football, or going bowling

- one-off events, for example, going to the theatre or on school trips

- regular classes such as martial arts, dance or music lessons.

These activities also reflect the range of activities identified by the EYPP activity provider survey respondents, who were asked to state the activities provided by their organisations. As Table 4.2 shows, just over half (43 respondents) offered sports activities, around a third provided performing or creative arts activities (such as drama, playing music, or crafts) (24 respondents), and 22 respondents said their organisations offered cinema, theatre or other events.

Activity providers were given an opportunity, in an open-ended question, to state any other activities provided. Other activities offered through EYPP included visits to a wildlife centre and circus skills.

Table 4.2	Activities offered by the organisation

Activity	Number of respondents
Sports activities	43
Performing and creative arts	24
Cinema, theatre, events	22
Youth activities	18
Courses and other learning related activities	14
Trips e.g. museum, art galleries	10
Residential trips	9
Other	13
No response	-
N = 78	

More than one answer could be given, a total of 78 respondents answered at least one item in this question.
Source: EYPP Activity Provider Survey 2008

Some of the school staff in four of the case-study areas, felt that there had '*been a massive variety*' of activities available through EYPP and that '*there was a very good range*' for young people to choose from. Other school staff, including those in the same areas, felt that the range of activities were limited and had focused too narrowly on sports-based provision.

Overall, parents said that there was a '*great*' range of activities which was '*more than enough*' and had given young people a good selection to choose from. However, a small number of parents across two pilot areas felt that choice of provision was limited to youth clubs and leisure centres, and that a wider choice was needed. Activity providers were viewed by parents as being '*very good and qualified and they put the kids first*' and there was general agreement among parents that young people did not require supervision, as they were usually taking part in peer group or teacher supervised activities. Where EYPP funds had not met all costs associated with undertaking an activity, parents indicated this was a particular issue with regard to transport. Some of the young people had used public transport to access activities while others were taken by family members. One parent stated that travel costs should have been included in the cost of activities, and explained '*I had to meet the costs of petrol. It might be an idea to* [have]...*expenses. It hasn't been easy*'.

4.3   How did LAs engage activity providers

The pilot areas were keen to recruit providers that:

- historically had a '*good track record*' of provision for young people
- were able to offer provision with little disruption to their current working practice
- appealed to young people
- were able to offer a range of provision.

The initial visits to the pilot areas revealed that seven out of the nine areas had not recruited as many activity providers as they would have liked at the time of interview[17]. There was evidence that, as the pilot progressed, LA staff in all of the areas were able to recruit more providers to deliver EYPP activities for the target group. Several LA staff commented that **recruitment of providers had become easier over time**. This was mainly as a result of being able to refine administrative procedures and resolve any technical issues during the first few months of implementation and, therefore, LA staff were able to discuss a working product with new activity providers rather than a concept.

Providers were recruited in the following ways:

- **active recruitment of providers** – some members of EYPP delivery teams were dedicated to recruiting providers, developing a broad provision of activities and developing ongoing relationships with existing and new providers.

- **providers approaching the LA** to be included in the scheme. There was evidence of this through word-of-mouth and marketing by the LA. In some pilot areas, young people had approached providers who had then contacted EYPP delivery teams.

- **automatic inclusion to EYPP** – this was the case in one area. Due to the delivery model implemented, all providers that had access to chip and pin facilities and assigned a specific merchant code were eligible to be part of EYPP. Providers were sent a letter informing them of the pilot and forewarning them that young people may use their cards at their establishment.

The majority of respondents (56 respondents) to the EYPP activity provider survey said they had heard about the EYPP through the LA, and nearly all respondents (70 respondents) said they were invited to join the EYPP by the LA.

There was some evidence that schools in the case-study areas were also recruited as providers of EYPP provision. School staff interviewed in four of the pilot areas said their schools were involved in providing a range of activities for young people through the EYPP, with one school interviewee commenting that the schools involvement with the EYPP was '*brilliant*' and had subsequently encouraged a number of pupils to take up new activities. Some school interviewees explained that while their schools would have liked to offer provision through EYPP and to further engage with the offer, this had not been possible as the school provision available was already free of charge to young people.

Overall, activity providers from the follow-up case study visits welcomed LAs' invitations to become involved with the EYPP with their main reason for involvement being '*to increase participation*' among young people. These findings are also reflected to some extent by respondents of the EYPP activity providers survey, who had a variety of reasons for wanting to be involved in the EYPP. As can be seen in Table 4.3 below, the majority of activity providers (60 respondents) reported that they wanted to increase the numbers of young people doing activities in the organisation. A similar number (52 respondents) wanted to be involved in the pilot because of the ethos of their organisation and fewer became involved in the EYPP in order to promote the organisation (33 respondents). Other reasons for involvement in the EYPP included a desire to promote a particular type of activity to young people or to

---

[17] Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

promote healthier lifestyles. Income generation was not said to be a reason for participating by most activity providers.

Table 4.3	Reasons why activity providers wanted to be involved in EYPP

Reasons for involvement	Number of respondents
To increase the numbers of young people doing activities in my organisation	60
Because of the ethos of my organisation	52
To promote my organisation	33
To generate income	28
To extend the activities my organisation offers	20
Other	9
No response	-
N = 78	

More than one answer could be given, a total of 78 respondents answered at least one item in this question.
Source: EYPP Activity Provider Survey 2008

Overall, LA staff considered activity providers to have been **receptive** to the EYPP and in a number of cases providers were said to have often gone '*beyond the call of duty*' to accommodate young people. The receptiveness of activity providers was said to have developed over the course of the pilot. LA teams conducted EYPP awareness raising visits and provided training for EYPP equipment, which had resolved initial concerns among providers. Providers were also reported as being flexible and patient, recognising the benefits of the EYPP in providing access to a '*target group that they've not been able to target before*'.

As expected, LA staff had experienced some difficulties in working with activity providers in some areas. The main reasons for this are detailed below:

- **technical problems** – providers in four areas had experienced technical difficulties relating to EYPP payment mechanisms not working as expected and subsequently being unable to process EYPP transactions. Providers had also encountered difficulties accessing online systems and familiarising themselves with new ways of working.

- **payment terms** – while providers had generally been flexible regarding LAs' payment terms, there was some degree of initial reticence among providers in two areas at having to adapt their business practice.

- **lack of support** – providers in two LAs felt they would have '*benefited from more support*' from the LA and felt that there was a '*lack of dialogue on key issues*', which could have improved EYPP provision. It was felt that poor communication in relation to progress and changes during the pilot, alterations to invoicing terms and EYPP staff changes had created some challenges during the pilot. However, the majority of challenges had been overcome towards the end of the pilot period.

There was evidence to suggest that LA staff had been **successful in engaging activity providers**. LAs had generally been successful in gaining the involvement of activity providers in EYPP. Some providers had been proactively engaged with EYPP, however there was some variation across pilot areas. Some activity providers

had visited schools in order to raise awareness among young people. One provider explained '*we just like to learn about* [EYPP] *and that takes a little bit of time to get your head round, but we were able to go into schools…to talk*'. Overall, providers felt EYPP was '*a hugely worthy scheme*' and had welcomed the opportunity to become involved. One activity provider explained that as a result of his involvement in EYPP he was now '*always open to working with the LA in the future*'. Typically, activity providers felt that LA staff were '*friendly*', provided a good level of support and had '*always been on the phone or on email to support* [them]'. Providers explained that continued support and contact with the EYPP delivery teams had been '*crucial*' in developing EYPP, and where promotional material and technical support for EYPP payment mechanisms had been provided, this further supported their involvement.

4.4   How did the activities on offer develop during the pilot?

In addition to the existing activities which were offered by providers, there was evidence that providers in seven of the pilot areas had **changed or adapted the activities on offer** in response to their involvement with the EYPP and in some cases after consultation with young people. The main changes to provision included the following:

- **provision of new activities** – providers in four of the pilot areas had included a number of new activities '*to get* [young people] *to attend*'. One provider had started offering fencing and go-karting sessions to young people, which were '*definitely things we wouldn't have beforehand*'. Providers in two of the pilot areas explained that activities were provided based on demand and where there was '*no interest*' in an activity, this was discontinued.

- **adapting existing activities** – providers in three of the pilot areas had made changes to activities as a response to feedback from young people. For example, a theatre company from one pilot area had started offering short '*taster*' courses for the EYPP target group because they felt that the longer courses were *'off-putting'* and *'quite intense'*.

Respondents to the EYPP activity provider survey were also asked whether they had consulted with young people about EYPP activities. In contrast to case-study findings, the majority (55 respondents) said they had not consulted with young people about activities, while just under a quarter (17 respondents) said they had. Respondents were also asked whether they intended to adapt EYPP activities in the future. Most survey respondents (47 respondents) said they did not intend to adapt EYPP activities and a fifth (15 respondents) did. Similarly, most respondents did not plan to offer any additional activities through EYPP (49 respondents), while a small proportion (15 respondents) said they did. Survey respondents were also asked whether they planned to adapt the way young people accessed the activities on offer through EYPP. Interestingly, the majority of activity providers (66 respondents) did not plan to adapt the way young people accessed activities.

Activity providers who took part in the case-study interviews varied in the extent to which they took an active role in engaging with young people. Some larger providers, such as leisure centres, had rarely liaised with young people about the activities on offer. However, where providers had consulted with young people, particularly smaller providers and those in the private sector, they felt this had improved their relationships with them and was a '*key success factor*' in providing activities that were young-person led.

Similarly, respondents of the EYPP activity provider survey were also asked if consultation with young people had increased as a result of their involvement in EYPP and whether feedback from young people about the activities had led to any changes in provision. Sixteen activity providers reported increased consultation with young people as a result of their involvement in the EYPP and 14 respondents noted that changes in provision had resulted from young people's feedback. At the time of the survey, 13 activity providers reported increasing the number of activities they offered. This included running additional workshops, showing extra films for young people, and offering a wider range of activities through school-based provision. Ten respondents also reported offering activities more frequently.

There was evidence that **discounts** were negotiated with some activity providers, most commonly those from the private sector. This occurred on an individual basis and was most successful across pilot areas where dedicated EYPP delivery teams were assigned to recruit and negotiate terms with providers. Some providers had given '2 for 1' offers on activities, while others offered discounts based on the frequency or numbers of young people accessing provision. Generally, public sector providers explained that concessionary rates were usually offered to young people, so further discounts were not possible.

There was also evidence to suggest that young people were given some flexibility in the use of funds. Young people in some areas had been using their EYPP funds to pay for the following:

- memberships, for example, gym memberships or cadets subscriptions
- travel in addition to EYPP funds covering the cost of the activity. For example, train tickets for a day trip to London or bus tickets to travel to an activity
- equipment to support activities.

LA staff indicated that while it was uncommon for pilot areas to decline requests from young people, provision of some EYPP activities were made on an individual basis and needed to be carefully considered. For example, one EYPP manager explained that the LA were unable to proceed with two suggested activities of parachuting and paragliding by a young person, as the young person did not meet the age criteria for the activities.

In the majority of areas, EYPP systems appeared to be sufficiently flexible in order to respond to young people's suggestions. As stated in Section 4.2 above, LA staff were keen for EYPP provision to be young-person led and encouraged such dialogue with the target group in order to ensure the EYPP offer was as appealing to young people as possible. For example, one LA manager commented on the benefits of having a young-person led activity provision and reported that, *'sometimes* [the LA's] *expectations of what young people should be doing are over-structured. There's a balance there that needs to be looked at'*.

4.5 What did young people's think of the activities and experience of taking part in the activities?

Although young people who were interviewed as part of the evaluation had all experienced EYPP activities, the extent and nature of the activities in which they had participated varied, and to some extent this is reflected in their comments.

Among the young people that were interviewed, there was some evidence that several of the young people across four of the nine pilot areas had been consulted about their views on the EYPP activities. Young people had been consulted in the following ways:

- **'mystery shopper'** – some young people, specifically in one of the pilot areas had participated in a 'mystery shopping' evaluation of activity providers and felt this had been a useful exercise and had allowed them to shape provision. One young person explained that an activity had been removed as a result of his feedback, as it did not match the description of the experience.

- **online feedback** – several young people were able to give feedback on activities through online websites. One young person said, that after he suggested a new activity, it was subsequently included in the offer.

- **youth participation groups** – some of the young people had given their feedback on activities to youth workers and at regular youth participation meetings, as a result of which '*quite a few* [activities] *have changed*'.

While not all young people said they had been consulted about their views, it should be noted that those who were interviewed were representative of a small number of young people within the nine pilot areas.

Overall, young people across all of the pilot areas where they were interviewed indicated that there was a '*good selection*' and a '*wide variety*' of activities on offer. In some cases, young people explained that the range of activities had increased over the course of the pilot and that there were '*loads now, only a few before'*. As might be expected, some young people felt that a wider choice of activities was needed, a common view expressed in particular by young people in one of the pilot areas, which had been recognised by LA staff as having a limited range of activities. Young people commented that the activities on offer did not include '*many that appealed to me'* and felt that '*there could be a bit more, because it is mainly going to youth clubs and stuff like that'*.

There was some evidence to suggest that where there was a **broader range of activities,** some young people were more motivated to participate in activities and to '*try out something I haven't done before*'. This was less likely to be the case in areas with fewer different types of activities, where young people had a limited choice. However, a number of young people across all of the pilot areas had **maintained the same activities** throughout the pilot because they '*enjoyed them*' and had always wanted to do them (this is further discussed in Chapter 5).

The **type of activities** that young people had participated in across the pilot areas were generally recreational and sporting activities, with the **most popular** activities reported by young people as going to the cinema, swimming and the gym because '*they are the most appealing and fun to do*'. Some young people had participated in educational activities such as school trips, and drama and beauty courses. One young person who had completed a beauty course commented '*that's what I was*

interested in, accreditations and stuff where you get certificates'. Some examples of young people's reasons for participation and experience of activities are detailed in the vignette below.

Reasons for participating in activities and experiences

The majority of young people decided to participate in activities '*to try out new things and learn new stuff'* and because they had '*nothing to do*'. They were further motivated to take part in the pilot because '[EYPP] *pays for things that we can't afford most of the time, so it is helpful in that way*'. One young person had been on a range of day trips because she had '*always wanted to go*' and '*really liked*' them.

Another young person had been bowling and swimming a number of times and said that EYPP had helped him '*to do fun activities*'.

There was evidence that some young people had been participating in a range of both recreational and structured educational activities concurrently throughout the pilot and in a small number of cases, some young people had begun **participating in educational activities,** after having mainly pursued recreational activities at the start of the pilot. A young person in one pilot area explained that he had mainly participated in sporting activities through the EYPP, but had since decided to attend an optional educational school trip for the first time. Where young people had not participated in educational activities, their main reasons were as follows:

- **appeal of activities** – young people had participated in the activities they were interested in and knew they would enjoy. One young person said she found sporting and recreational activities '*more attractive*' than some of the educational activities on offer

- **lack of awareness** – some young people indicated that they were unaware they could go on educational trips and complete courses through the EYPP. A young person in one pilot area who had sustained the same recreational activities throughout the pilot explained '*that is all I know about*'

- **range of activities** – several young people commented that the narrow range of activities available had limited their participation in educational activities such as courses and educational trips.

4.6   Summary

In summary, LAs had developed a range of positive activities in consultation with young people to ensure that provision was broad and young-person led. There was some variation in the range of activities on offer across pilot areas, but generally young people, parents and school staff felt the provision was broad and were positive about the EYPP.

Overall, LAs had been successful, albeit with some variation across pilot areas, in extending their activity provider network and recruiting new providers, including schools, across the six categories in Table 4.1. Providers had been receptive to the EYPP and there was evidence to indicate that LAs had been successful in engaging activity providers, to some extent. Where LAs had been less successful in engaging providers, this was due to a number of issues, primarily technical problems regarding EYPP payment and booking mechanisms.

There was evidence to suggest that activity providers had been flexible in their provision, and had both adapted existing activities and added new activities based on feedback from young people.

Young people had participated in a range of activities and the most popular types of activity were recreational and sporting activities.

5.   What has been the impact of the pilot on young people's participation in positive activities?

Key findings

- Analysis of MI data revealed that 74 per cent of young people who signed up to EYP participated in at least one activity during the course of the pilot. The areas had recruited young people who might be seen as harder-to-reach as there were greater proportions of young people who were engaged in EYPP who were speakers of English as an additional language, had SEN and had lower levels of attainment compared with their peers who were not registered to participate in EYP.

- Taking into account differences by areas, it emerged that three pilot areas had engaged young people with higher levels of unauthorised absence, compared with similar young people in the other areas, which may reflect engaging young people who are at greater risk of not participating in school.

- Two-fifths of the young people (41 per cent) had used their EYPP funds for an activity in the four weeks before the interview.

- Usage of EYPP funds was higher among white people (44 per cent compared with 30 per cent of young people from other ethnic backgrounds), young carers (52 per cent compared with 38 per cent of those without caring responsibilities) and FSM recipients (43 per cent compared with 36 per cent).

- Young people living in rural areas were more likely than those in urban areas to have used the EYPP funds for any activity in the four weeks before the interview (53 per cent compared with 37 per cent).

- Young people in the least deprived areas, according to the Index of Multiple Deprivation, were more likely to have used the EYPP funds for any activity (62 per cent compared with 33 per cent of young people in the most deprived areas).

- There was evidence that the EYPP significantly increased young people's participation in sporting activities and increased the rate of cinema visits. The EYPP had no significant impacts on young people's participation in other activities.

- Without the EYPP 24.4 per cent of EYPP users would have done no sporting activities outside school in the four weeks prior to the follow-up interview. In contrast, with EYPP this was reduced to just 11.8 per cent.

- Without EYPP 54.8 per cent of EYPP users would not have gone to the cinema in the four weeks prior to the follow-up interview: with EYPP this percentage was reduced to 28.0 per cent. This represents an impact of 26.8 percentage points.

- The impact on sports participation was greater among boys than girls but the impact on cinema attendance was almost the same for boys and girls.

- Among the sports activities undertaken, the impact of the EYPP was greatest in swimming, bowling, gym attendance, pool or snooker and ice skating.

- There was some evidence that the EYPP had led to young people participating in activities that they would not otherwise have done. Seventy per cent of those surveyed said the EYPP enabled them to participate in at least one activity they would not otherwise have done. This reflects the perceptions

of most LA managers and activity providers interviewed and the interviews with young people that revealed that the majority would not be able to continue an activity after the EYPP ended.

- Although it was not possible to quantify the extent to which young people were diversifying the type of activities in which they participated, the prevailing view among interviewees was that the majority were undertaking some new activities.

- Generally, young people who did not participate in particular types of activities made an active choice not to do so. However, some were constrained by lack of awareness of what was available, not wanting to attend alone, it not being at a convenient time or location and lack of understanding of how to use their EYPP funds to book an activity

- The mean number of times a young person used their EYPP funds was 4.8. Young people who lived in rural areas, and those who said that they were limited by a disability, used their EYPP funds less frequently, on average. Those in areas with a card-based system used their funds more often, on average, than those in areas with a web-based or key worker approach.

- The way in which young people used their funds was related to personal preference and was influenced by the accessibility and appeal of the activities, the timing, the level of support received and their self-confidence.

- Where young people had not used their funds, this was most frequently related to their lack of time but issues related to the EYPP mechanisms such as technical difficulties, lack of understanding of how to access their funds and having lost or forgotten about the EYPP mechanisms were also evident. Nevertheless, the majority (87 per cent) said that they intended to access their funds in future.

- LAs had strategies in place to sustain the young people's involvement in the EYPP which included publicity and promotion, one-to-one contact with young people and using other agencies that work with young people and parents to encourage participation.

- Young people in areas with a card-based approach were more likely to have used their funds than those in areas with a web-based or key worker approach.

- There was a widespread consensus across the EYPP areas that the successful engagement of young people in the EYPP and positive activities was dependent on the young people being supported through the process at the beginning and on an ongoing basis.

- In addition to this support, the key aspects of the models that were felt to lead to successful implementation included a supporting website with details of activities, flexible mechanisms, the facility to access activities spontaneously and a simple process that was easily understood by young people. In addition, being able to take friends and family and to pay for transport were felt to be important elements in achieving young people's participation.

5.1   Introduction

This chapter outlines the impact of the EYPP on young people's participation in positive activities. Drawing on analysis of the survey of young people before and after being invited to participate in the EYPP, MI data provided by the pilot LAs and interviews with LA staff, young people and other key stakeholders conducted through the case-study visits it examines:

- whether and to what extent there was an increase in young people's participation in positive activities and in which types of activity
- the frequency and patterns of participation
- the extent to which young people participated in activities that they would not have done otherwise
- the reasons why young people participated and whether they will continue to do so
- the elements of the models adopted that supported participation.

Further evidence from the survey of young people in the comparison areas is provided in Appendix D.

5.2   Has the pilot led to an increase in participation or in the range of activities young people do?

5.2.1   What were the characteristics of young people who used the EYPP funds?

Each of the pilot areas gathered MI data in the course of the pilot detailing the number and nature of activities in which young people participated using their EYPP funds. Analysis of this MI data revealed that, overall across the pilot as a whole, 74 per cent of young people who signed up, actively participated in EYPP (defined as participating in at least one activity). This varied across the models of delivery from 70 per cent in web-based areas to 72 per cent in the key worker area and was highest in card-based areas (80 per cent). However, it should be noted that in two card-based areas this was based on 100 per cent participation as no data was provided for the numbers who signed up but did not subsequently participate. If these two areas are excluded, the participation rate in card-based areas drops to 68 per cent and is then the lowest across the different delivery models.

The MI data containing details of all EYPP participants provides an overall profile of those who registered, and those who became active participants, as shown in Table 5.1 below. As can be seen, the participants broadly reflected those who registered although it appears that a slightly smaller proportion of young people who were recognised for action on the register of SEN had become active participants. Additionally, it appears that those who had higher levels of academic attainment at key stages 3 and 4 were slightly more likely to have become active participants.

Table 5.1 Characteristics of EYPP participants

Characteristic	Registered %	Participants %
Gender		
Male	53	51
Female	47	49
N=	10359	7525
Recognition on the register of SEN		
No SEN	51	56
School Action	22	18
School Action Plus	15	14
Statement of SEN	11	11
No details	1	1
N=	10235	7401
Eligibility for Free School Meals		
Known to be eligible	83	82
Not known to be eligible	16	17
No details	1	1
N=	10359	7525
Ethnic background (grouped categories)		
White	73	72
Asian	16	16
Black	5	5
Mixed	3	3
No details	2	2
Other	2	2
N=	10359	7525
Speaker of English as an Additional language (EAL)		
Native English speaker	78	77
Speaker of EAL	21	22
No details	1	1
N=	10235	7401
Highest level of achievement at Key Stage 4*		
Achieved Level 2 (5 A* to C grades GCSEs or equivalent)	23	30
Achieved Level 1 (5 D to G grade GCSEs or equivalent)	19	17
Achieved one or more Level 1 qualifications	39	39
Achieved Entry Level	12	9
No qualifications achieved	2	1
No data or not applicable	6	3
N=	3089	1627
Achievement at Key Stage 3$		
Achieved Level 4 or above	80	83
Achieved Level 3 or below	20	17
N=	3724	2140

Young people who registered for EYPP, and those who participated in at least one activity, and matched to NPD.
*data only for all those who had completed Key Stage 4 and matched to NPD
$data only for all those who had completed Key Stage 3 and matched to NPD

As can be seen in Table 5.2, the pilot areas appeared to have been successful in recruiting young people who might be seen as harder-to-reach compared with young people as a whole in these areas. For example, in addition to recruiting young people who are eligible for free school meals, which was one of the main criteria to be eligible for EYPP funds, they had engaged greater proportions of young people who were speakers of English as an Additional Language, those with Special Educational Needs, and those with lower levels of attainment at key stage 3 and key stage 4. In addition, pilot areas had targeted and recruited young people from other vulnerable groups including those who were looked after or young carers. However, this information is not gathered in the NPD (which was used to conduct the analysis below) and consequently are not among the characteristics of EYPP registrations detailed in the table.

Table 5.2   Characteristics of EYPP registered young people compared with all learners of the same year group attending the same school.

Characteristic	Registered %	All learners %
Gender		
Male	53	51
Female	47	49
N=	10359	178840
Recognition on the register of SEN		
No SEN	50	73
School Action	22	14
School Action Plus	14	8
Statement of SEN	11	4
No details	2	1
N=	10359	178840
Eligibility for Free School Meals		
Known to be eligible	84	19
Not known to be eligible	16	80
No details	1	1
N=	10359	178840
Ethnic background (grouped categories)		
White	73	84
Asian	16	7
Black	5	3
Mixed	3	2
No details	2	2
Other	2	1
N=	10359	178840
Speaker of English as an Additional language (EAL)		
Native English speaker	77	88
Speaker of EAL	21	11
No details	2	1
N=	10359	178840
Highest level of achievement at Key Stage 4*		
Achieved Level 2 (5 A* to C grades GCSEs or equivalent)	23	46
Achieved Level 1 (5 D to G grade GCSEs or equivalent)	19	19
Achieved one or more Level 1 qualifications	39	27
Achieved Entry Level	12	5
No qualifications achieved	2	1
No data or not applicable	6	2
N=	3089	36817
Achievement at Key Stage 3$^\$$		
Achieved Level 4 or above	80	91
Achieved Level 3 or below	20	9
N=	3724	35872

Young people who registered for EYPP and matched to NPD.
*data only for all those who had completed Key Stage 4 and matched to NPD
$^\$$data only for all those who had completed Key Stage 3 and matched to NPD

As the nine pilot areas differed in their contexts and, to some extent, in their policies for eligibility to participate in EYPP, the characteristics of young people who registered and participated in EYPP differed across the areas. In order to explore further the relationship between young people who participated in EYPP, and their characteristics and attainment and attendance at school, multi-level model analyses of the MI data were conducted. The models take into account the differences between the areas and include a range of potentially influential background characteristics at LA-level, school level and young person level (such as gender, ethnicity and prior attainment)[18]. This analysis enables us to say that, where differences are observed, these are over and above the background variables that are included in the analysis. This multi-level model analysis was based on the most recent NPD available for eight[19] of the nine pilot LAs. There are two groups of young people who form the basis of this analysis as follows:

- young people who participated in EYPP across eight of the pilot areas were matched to the NPD for the Year 8 to 11 year groups in the relevant years. Around 76 per cent matched successfully.

- young people in the same year groups, who attended the same schools as any EYP participants[20] in each of the eight areas, provide an anonymous comparison group within the analysis.

Three models were created which explored the relationship between EYP participation and:

- **Attainment at key stage 3** – this was limited to those who had taken their key stage 3 assessments in Summer 2008 (Year 9 learners), around two to four months after the launch of the pilot

- **Attainment at key stage 4** in terms of achievement of eight highest GCSE grades achieved – this was limited to those who had completed key stage 4 and taken their GCSEs or other qualifications in Summer 2008 (Year 11 learners), around two to four months after the launch of the pilot

- **Unauthorised absences** in the spring and summer terms of 2008 up to four months after the launch of the pilot

As the attainment and attendance data available for the analysis related to a very early stage in the EYPP programme the analysis does not explore the impact of the programme on these outcomes for young people but rather provides a profile of the nature of the group of young people who participated in EYPP. The analysis revealed some statistically significant differences between those who participated in EYPP and those who did not and, within the EYPP participants, some differences between the areas emerged.

In terms of **key stage 3 attainment**, in general the EYPP participants did not differ from similar students who did not participate in EYPP. However, in one area, EYPP participants had a significantly lower outcome at key stage 3 (by a small amount equating to less than a key stage level) than similar young people in other areas, and

---

[18]   Details of the background variables included in the models are provided in Appendix G
[19]   One area was unable to provide names and dates of birth of participants and so could not be matched to NPD
[20]   To provide a valid comparison, only schools attended by at least one EYPP participant were included in the comparison analysis. Consequently, in some LAs, not all schools in the LA will have been included.

those who did not participate in EYPP. This finding may reflect that those with lower attainment in this area were more likely to have taken up the EYPP offer than similar learners in the other areas.

At **key stage 4,** more differences between the areas emerged. Overall, young people who participated in EYPP had significantly lower attainment outcomes at key stage 4 than similar students in the eight pilot areas, with similar attainment at key stage 3, who did not participate in EYPP Participants in EYPP attained around eight fewer points at key stage 4 in their eight highest grades achieved than similar peers who did not participate. This suggests that the pilots had particularly engaged with young people with lower levels of attainment. In four of the areas (three web-based and one card-based) the learners gained more points in their key stage 4 outcomes than would be predicted given their prior attainment and other background characteristics. While this finding is not suggesting that the EYPP had led to raised attainment in these areas, because the pilot was at an early stage when these participants undertook their key stage 4 assessments, it may indicate that such young people in these areas who made more progress between key stage 3 and 4 were more likely to have taken up the EYPP opportunity than similar learners in other areas. This may, for example, reflect individuals' motivation as learners as those who made more educational progress also had a greater tendency to participate in EYPP in four pilot areas.

The relationship between participation in EYPP, and attendance at school was explored through analysis of unauthorised absences. This revealed that young people who participated in EYPP had significantly fewer unauthorised absences (around one half session less) than their peers who were similar in all respects but did not participate in EYPP. However, in three pilot areas (all card-based) young people who participated in EYPP had more unauthorised absences (around three to four half days more) than their peers who participated in EYPP in other areas. While two of these areas already had a higher level of unauthorised absences, this was even higher still among the EYPP participants. As noted above in relation to attainment, this analysis may indicate that young people in these three areas who had higher levels of unauthorised absence were more likely to participate in EYPP and it may be that the pilot staff were able to attract such young people to participate. It is interesting to note that these three areas with higher levels of unauthorised absences among their participants were all different from the four areas in which EYPP participants had made more progress than would be predicted, between key stages 3 and 4, as outlined above.

The extent to which participation in the EYPP led to an increase in participation in positive activities is explored fully through the analysis of the survey findings. Before examining this outcome, this section presents analysis of the profile of the young people who were engaged in the EYPP in the different areas, based on the survey of young people, and the differences in use in areas with different characteristics and different models of EYPP implementation For the purposes of this analysis EYPP users were defined as young people who used the EYPP funds for any activity in the four weeks before the interview. Non-users were defined as young people who either did not use their EYPP funds in the previous four weeks or were eligible but did not apply for the EYPP.

Personal characteristics

Higher proportions of white young people used their EYPP funds (44 per cent) compared with just under a third (30 per cent) of young people from other ethnic backgrounds (Table 5.3).

Table 5.3	Whether used EYPP account, by ethnicity		

Base: Seven pilot areas only

	White	BME	Total
	%	%	%
Users	44	30	41
Non-users	56	70	59
Bases (Weighted)	*1,164*	*308*	*1,487*
Bases (Unweighted)	*1,174*	*303*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were variations in terms of the use of the EYPP by whether the young person said that they had caring responsibilities. About a half (52 per cent) of young carers had used EYPP in the four weeks before the interview compared with just over a third (38 per cent) of young people who were not carers.

Table 5.4	Whether used EYPP account, by young carer		

Base: Seven pilot areas only

	Young carer	Not young carer	Total
	%	%	%
Users	52	38	41
Non-users	48	62	59
Bases (Weighted)	*284*	*1,199*	*1,487*
Bases (Unweighted)	*293*	*1,191*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were also marked differences in young people who had used their EYPP funds by whether the young person said that they were in receipt of FSM[21] (Table 5.5). Forty-three per cent of FSM recipients had used the EYPP during the four weeks before the interview compared with 36 per cent of young people who were not FSM recipients. [22]

---

[21]   It is worth noting that young people reported themselves whether they received free school meals and this may have led to under-reporting.

[22]   Differences in EYPP usage by other personal characteristics, such as gender, disability, current activity and household characteristics (main people living with, parents or guardian employment status and whether the household was two parents, female single or male single) were not found to be statistically significant.

Table 5.5   Whether used EYPP account, by FSM recipient

Base: Seven pilot areas only

	FSM recipient	Not FSM recipient	Don't know	Total
	%	%	%	%
Users	43	36	42	41
Non-users	57	64	38	59
Bases (Weighted)	*941*	*528*	*18*	*1,487*
Bases (Unweighted)	*969*	*498*	*20*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Area characteristics

The proportions of young people using the EYPP were higher among those who lived in rural areas than they were in urban areas. As shown in Table 5.6 more than half (53 per cent) of young people living in rural areas had used their EYPP funds for any activity in the four weeks before the interview, compared with just over a third (37 per cent) of young people in urban areas.

Table 5.6   Whether used EYPP account, by urban/rural

Base: Seven pilot areas only

	Urban	Rural	Total
	%	%	%
Users	37	53	41
Non-users	63	47	59
Bases (Weighted)	*1,062*	*310*	*1,487*
Bases (Unweighted)	*1,070*	*305*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table 5.7 shows that the prevalence of EYPP usage was nearly twice as high among those who lived in the least deprived areas, according to the Index of Multiple Deprivation, than in the most deprived areas. Just under two thirds (62 per cent) of young people in the least deprived areas had used their EYPP funds for any activity in the four weeks before the interview. This compared with about a third (33 per cent) of the young people in the most deprived areas and suggests that, to some extent, it had been challenging to engage some young people in the most deprived areas.

Table 5.7   Whether used EYPP account, by index of multiple deprivation

Base: Seven pilot areas only

	Top quintile (most deprived) %	2nd quintile %	3rd quintile %	4th quintile %	Bottom quintile (least deprived) %	Total %
Users	33	45	44	61	62	41
Non-users	67	55	56	39	38	59
Bases (Weighted)	*720*	*238*	*202*	*122*	*89*	*1,487*
Bases (Unweighted)	*716*	*245*	*195*	*126*	*93*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Over half of EYPP users in the most deprived areas used their EYP funds at least once for sports activities (53 per cent) and cinema, theatre or other events (52 per cent).

There were large and significant differences in EYPP usage by LA area. In one LA, 14 per cent reported using their EYPP funds in the last four weeks, whereas in only one LA over half (68 per cent) had done so.

5.2.2   What was the overall impact of EYPP on participation in positive activities?

Table 5.8 shows levels of activity at the follow-up survey interview for EYPP account users (the first data column) and a matched comparison sample of non-users (the second data column). The percentage point difference between these two columns represents the estimated impact of the EYPP per activity type. Activities where the impact is significantly different from zero (on a five per cent statistical significance test) are shown in bold.

As an example of how the figures work, for sporting activities, we estimate that without EYPP around 24.4 per cent of EYPP account users would have done no sporting activities outside school in the four weeks prior to the follow-up interview. In contrast, with EYPP, this percentage is reduced to just 11.8 per cent. This represents an impact of 12.7 percentage points. In other words, the effect of EYPP on account users is to increase the percentage doing sport in a four week period by just under 13 percentage points. Without EYPP, around 66 per cent of EYPP account users would have done sporting activities three or more times during the four week period. With EYPP, the proportion doing sporting activities three or more times increases to 81.6 per cent. These are statistically significant impacts.

Looking across the range of activities covered in the table, it appears that the EYPP has significantly increased the rate of sporting activities (as described above), and cinema visits. On other activities, such as performing and creative arts, theatre, and museum visits we have *not* found significant impacts for the EYPP, although the activity rates for users are generally slightly higher across these activities than for matched non-users. The difference between the user and matched non-users for each of these is broadly in the region of three percentage points. So a plausible interpretation is that there *is* a small impact of EYPP on these activities but, because they are low, the evaluation study sample size is not large enough to identify them as significant.

Table 5.8   Impact of EYPP by type of activity

Base: seven pilot areas only

Type of activity	Frequency of activity done in four weeks prior to interview	Users %	Non-users %	Impact Percentage point
Sporting activities	**Not at all**	**11.8**	**24.4**	**-12.7**
	Once or twice	**6.6**	**9.6**	**-3.0**
	Three or more times	**81.6**	**66.0**	**+15.6**
Performing and creative arts	Not at all	57.5	58.8	-1.3
	Once or twice	6.6	6.6	+0.0
	Three or more times	35.8	34.6	+1.3
Courses and other learning-related activities	Not at all	91.5	92.4	-0.8
	Once or twice	4.0	4.1	-0.1
	Three or more times	4.5	3.6	+1.0
Cinema	**Not at all**	**28.0**	**54.8**	**-26.8**
	Once or twice	**40.5**	**29.7**	**+10.8**
	Three or more times	**31.5**	**15.5**	**+16.0**
Theatre and other events (not including cinema)	Not at all	62.6	65.0	-2.5
	Once or twice	25.2	21.0	+4.2
	Three or more times	12.3	14.0	-1.7
Museums, galleries and places of interest	Not at all	64.4	67.9	-3.5
	Once or twice	14.5	12.9	+1.6
	Three or more times	21.1	19.3	+1.9
Youth groups and other activities	Not at all	78.1	81.2	-3.1
	Once or twice	8.5	7.2	+1.3
	Three or more times	13.4	11.6	+1.8
Bases (weighted)		605	605	
Bases (unweighted)		658	829	

Source: Evaluation of EYPP: Impact survey, 2009

5.2.3   How does this impact relate to what young people said they spent their funds on?

These findings on impact broadly correspond with the pattern of usage of EYPP accounts that the young people in the survey reported. Of the 658 EYPP participants in the follow-up survey (weighted data), 61 per cent used the account for the cinema and 53 per cent for sports. However just five per cent of participants used the account for performance or creative arts, three per cent for museums and galleries, two per cent for youth groups and one per cent for learning activities.

Note that these percentages put upper bounds on the possible impacts of EYPP. If for instance, *all* of the five per cent using the account for arts activities would not have done those art activities without the account, the impact of EYPP on users

would be five percentage points. So the maximum possible impact of EYPP on users is five percentage points. In Table 5.8 above we estimate the impact of EYPP on performing arts to be just 1.3 percentage points. Piecing these two pieces of evidence together suggests that the actual impact is between one and two percentage points (with 1.3 per cent of EYPP users doing art activities who otherwise would not) and that the impact is certainly no more than five percentage points.

By the same reasoning, the maximum impact of EYPP on museum visits, youth groups, and learning activities is well below five percentage points. This tallies with the estimates in Table 5.8 with an estimated one per cent of EYPP users doing courses who otherwise would not have, 3.5 per cent visiting museums or galleries who otherwise would not have, and 2.5 per cent going to the theatre or other similar events who otherwise would not have.

5.2.4 Did the impact on participation differ by gender or other sub-groups?

Given the main impact finding that the EYPP increases the rate of sports participation, and given that sports participation differs by gender, it is a legitimate question whether the impact of the EYPP is greater amongst boys or girls. Table 5.9 replicates Table 5.8 by gender, but with the frequency of participation reduced to just a binary variable reflecting whether young people did the activity at all in last four weeks for each activity. The evidence suggests that the impact on sports participation may be somewhat smaller for girls than boys, with 15 per cent of male EYPP users doing sports in the four week reference period who otherwise would not have, compared to nine per cent of female EYPP account users.

EYPP had a significant impact on cinema attendance for both boys and girls. However, the size of the impact of EYPP on cinema attendance was almost the same for boys and girls. For other activities there are no significant impacts for either sex.

Table 5.9	Impact of EYPP by type of activity and gender

Base: Seven pilot areas only

Type of activity		Users	Non-users	Impact
		doing activity %	doing activity %	Percentage point
Sporting activities	**Boys**	**94.1**	**79.4**	**14.7**
	Girls	**82.5**	**73.1**	**9.4**
Performing and creative arts	Boys	35.1	32.3	2.8
	Girls	49.7	48.8	0.9
Courses and other learning-related activities	Boys	7.9	7.3	0.6
	Girls	9.0	6.7	2.4
Cinema	**Boys**	**66.6**	**43.4**	**23.2**
	Girls	**77.4**	**52.4**	**25.0**
Theatre and other events (not including cinema)	Boys	37.2	39.7	-2.5
	Girls	37.6	33.8	3.8
Museums, galleries and places of interest	Boys	31.3	27.0	4.3
	Girls	39.8	33.2	6.6
Youth groups and other activities	Boys	25.5	21.0	4.5
	Girls	18.3	16.3	2.0
Bases (weighted)	*Boys*	*299*	*299*	
	Girls	*306*	*306*	
Bases (unweighted)	*Boys*	*286*	*378*	
	Girls	*372*	*451*	

Source: Evaluation of EYPP: Impact survey, 2009

Appendix E presents impact across a broader range of sub-groups than gender, including age, area characteristics (urban/rural and relative deprivation), delivery mechanism, whether the young person reported receiving free school meals at the time of the baseline survey, whether the young person has a longstanding illness or disability, and activity levels at baseline.

Broadly speaking there is little evidence of differential impact across these groups, although it does appear that EYPP has smaller than average impacts on the youngest age group, probably because participation rates amongst this group are already higher than average.

Across all sub-groups there are no significant impacts on activities other than sport and cinema. Within sport there is, however, some evidence that the impact of EYPP on sporting activities is particularly high for those young people reporting having a longstanding illness or disability. For this minority group the rate of sports participation without EYPP is lower than average, (69 per cent had done one sporting activity in the previous four weeks compared with 76 per cent of those without a longstanding illness or disability) but it appears that, with EYPP, this group's sports participation increases to the level of other young people (measured as having

participated in sports at least once in the month prior to interview). Ninety-one per cent of those with a longstanding illness or disability who used the EYPP card had done a sporting activity in the previous four weeks, compared with 87 per cent of those EYPP users without a longstanding disability or illness.

5.2.5   What types of sports had increased levels of participation?

The small impacts on activities other than sports and cinema mean that additional analysis to try and unravel how and where these impacts have arisen is very unlikely to generate any conclusive results. It is highly unlikely, for instance, that a detailed sub-group analysis would identify any sub-groups for which the impact on arts activities is particularly high: in practice just 39 respondents in the outcome survey said they had used their EYPP funds to participate in arts activities and this small sample size limits the degree to which statistical differences in impacts across groups can be detected. The sample sizes for museum, youth groups and learning activities were even smaller than this, so the problem is simply exacerbated for these activities.

Of the two 'large' impact activities, the impact on sports reflects a more active participation in positive activities by young people whereas attending the cinema is a more passive, entertainment activity which could also be considered to reflect a more casual and less sustained engagement in positive activities. While both types of activity are legitimate positive activities that can have social benefits, participation in sports activities may be considered to be a more positive activity for young people. This section explores more closely how this impact has occurred, and in particular whether EYPP has generated greater participation in some types of sport relative to others.

Table 5.10 shows the impact of the EYPP on users across all the categories of sport captured in the outcome survey. Significant impacts are shown in bold, and the categories have been ordered by the size of impact (largest impacts first). It appears that the greatest impact of the EYPP was on swimming, with twelve and a half per cent of account users doing at least one swimming session in the four week interview reference period who otherwise would not have. Other sports activities that EYPP generated significant impacts on are bowling (a ten per cent impact), gym training (nine per cent), pool and snooker (nine per cent), ice-skating and boxing and martial arts (six per cent), table tennis and go-carting (five per cent), boxing and martial arts (all five per cent), skateboarding and rollerblading (four per cent), badminton/squash, climbing/orienteering and rugby (three per cent), American football (two per cent) and snowboarding/skiing (one per cent).

Table 5.10   Impact of EYPP by type of activity

Type of activity	Users	Non-users	Impact
	% doing activity	% doing activity	Percentage point difference
Swimming	**29.4**	**16.9**	**12.5**
Bowling/Ten-pin bowling	**32.9**	**22.5**	**10.5**
Gym/circuit training	**21.5**	**12.6**	**8.9**
Pool/snooker/billiards	**31.1**	**22.2**	**8.9**
Ice-skating/ice hockey	**17.4**	**11.4**	**5.9**
Boxing/martial arts	**11.6**	**5.7**	**5.9**
Table tennis	**15.2**	**9.8**	**5.4**
Go-carting	**6.5**	**1.2**	**5.4**
Cycling	15.1	10.6	4.5
Football (30+ minutes)	33.4	28.7	4.6
Skateboarding/rollerblading	**7.7**	**3.3**	**4.3**
Jogging/running	31.1	26.9	4.1
Walking (30+ minutes)	27.0	23.3	3.6
Badminton/squash	**7.5**	**4.2**	**3.2**
Climbing/orienteering	**6**	**3**	**2.9**
Rugby	**9.3**	**6.4**	**2.9**
Football (<30 minutes)	11.7	9.3	2.3
American football	**2.5**	**0.4**	**2.1**
Rounders/softball/baseball	7.0	5.2	1.8
Tennis	5.5	3.8	1.7
Horse riding	4.2	2.5	1.7
Netball/volleyball	6.2	4.8	1.4
Snowboarding/Skiing	**1.8**	**0.4**	**1.4**
Dance exercise/aerobics	12.6	11.2	1.3
Athletics	6.1	5	1.1
Hockey	2.3	1.5	0.8
Golf	3.1	3	0.1
Basketball	7.4	7.4	0.1
Cricket	2.2	2.2	0.0
Canoeing/rowing/sailing	2.1	2.5	-0.4
Yoga/Pilates	1.1	1.6	-0.4
Gymnastics	1	2.6	-1.5
Bases			
Weighted	*605*	*605*	
Unweighted	*658*	*829*	

Source: Evaluation of EYPP: Impact survey, 2009

As well as noting the positive impacts on some activities it is of interest to note some of the non-significant impacts, since these give some validation of the matched comparison design. On walking for instance, Table 5.10 suggests that there is no significant impact of the EYPP but that, nevertheless, there is a 3.6 percentage point difference between the EYPP account user group and the comparison group. *If* it is reasonable to assume that EYPP would not change rates of walking (and this is debatable) then we might posit that if the non-user group is a true reflection of the EYPP counterfactual then the difference between the groups ought to be zero. So the fact that we observe a 3.5 percentage point difference *may* suggest that the EYPP user group are 'naturally' more active than the non-user group and that the difference reflects an uncorrected selection bias. By the same argument it follows however, that if there is an uncorrected selection bias then it is probably fairly small, and although the overall impacts of EYPP on sports participation may be slightly exaggerated they are still very significantly positive.

5.2.6   What was the impact on all those eligible for EYPP?

The impacts on activities reported on in this section are the impacts on EYPP account users only. Given that just 41 per cent of eligible young people in the pilot areas used an EYPP account (excluding the two areas where usage was extremely low), the impact of introducing the EYPP on the average activity levels measured across all the eligible young people in these areas is clearly rather smaller (on the assumption that the EYPP does not impact at all on non-account users). For example increasing the percentage of young people who do sports three or more times a month amongst EYPP users by 15.6 percentage points means that, overall, around six per cent of all young people in the pilot areas are doing more sport as a direct result of the EYPP[23]. This is still a large impact, and suggests that, as long as high take-up of mechanisms for placing spending power in the hands of young people, such as EYPP, can be achieved then the impact of such initiatives on some types of sports participation can be considerable.

Overall, therefore, analysis of the survey of young people who were eligible to participate in the EYPP has shown that, among those who used their EYPP funds in the previous four weeks, there was some measurable impact on their participation in sports activities and attending the cinema. Moreover, there were impacts in their participation across a wide range of different types of sports activities including swimming, bowling and attending a gym. There may also have been a small impact on young people's participation in performing and creative arts, theatre, youth groups and courses but these were not sufficiently widespread to be robustly captured in the analysis. The extent to which EYPP participants were embarking on a new activity is explored in the next section.

5.3   Has the EYPP enabled young people to do things they might not otherwise have done?

5.3.1   Did the EYPP make it possible for young people to participate in an activity that they would not have done otherwise?

Young people who said they used the EYPP to pay for an activity were asked whether they would have participated in the activity without funds from the EYPP. This section looks at whether, according to this measure, EYPP made a difference to their participation in activities.
The majority of users said that, for at least one of the activities they did, including school trips they went on, the EYPP made a difference to their decision to take part (Table 5.11). Seventy per cent of those who took part in an activity or school trip reported that they would not have done that activity if it were not for the EYPP. Twenty-eight per cent said that the EYPP made no difference, and that they would have done all of the activities anyway. Two per cent did not know.

---

[23]   Based on applying the following formula (6.4% = 15.6 x 41%).

Table 5.11   Whether EYPP made a difference to participating in any activity or school trip

Base: EYPP users in seven pilot areas who used EYPP to pay for an activity or school trip in the last four weeks

	Any activity or school trip
	%
Made a difference	70
Made no difference	28
Don't know	2
Base	*568*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were significant variations by LA area. In one LA area 82 per cent of users said the EYPP had made a difference at least once for any activity or school trip, but this fell to only 50 per cent in one LA.

For both sports and cinema/theatre activities, 66 per cent of users said that EYPP made a difference for at least one activity they took part in, while 31 per cent said that EYPP made no difference to them participating at all, as shown in Table 5.12.

Table 5.12   Whether EYPP made a difference to participation in at least one activity, by activity type

Base: EYPP users in seven pilot areas who used EYPP to pay for an activity in the last four weeks

	Sporting activities	Performing and creative arts	Courses and other learning-related activities	Cinema, theatre and other events	Museums, galleries and places of interest	Youth Groups and other activities
	%	%	%	%	%	%
Made a difference	66	[54]	a	65	[76]	a
Made no difference	31	[43]	a	31	[24]	a
Don't know	3	[3]	a	4	[-]	a
Bases	*347*	*38*	*4*	*404*	*20*	*16*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

For sports activities, there were no significant differences between the characteristics of the EYPP models in whether respondents considered the EYPP had made a difference to their participation.

However, for cinema and theatre activities, significant differences were found based on subsidy amount, whether the EYPP was opt-in or opt-out, level of access to activities, and whether the scheme included paying for transport. These are examined in more detail below.

In EYPP areas that offered the maximum (£40 per month) subsidy, respondents were more likely to say that the EYPP had made a difference. Eighty per cent of those who used the EYPP to pay for a cinema/theatre activity on a £40 per month subsidy said that they would not have done at least one of the activities they took part in without the EYPP. This compares to 60 per cent in schemes with a variable allowance and 48 per cent in a scheme with £30-£39 per month allowance (Table 5.13).

Table 5.13 Whether EYPP made a difference to participation in at least one activity, by amount of subsidy

Base: EYPP users in seven pilot areas who used EYPP to pay for a cinema activity in the last four weeks

	Variable subsidy	£30 - £39 per month subsidy	£40 per month subsidy	Total
	%	%	%	%
Cinema / theatre activities				
Made a difference	60	48	80	65
Made no difference	38	47	17	31
Don't know	2	6	3	4
Bases	79	144	181	404

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Those taking part in a scheme that was opt-out rather than opt-in were more likely to say that the EYPP made a difference to their decision to take part in at least one cinema/theatre activity, as can be seen in Table 5.14. Eighty per cent in the area with an opt-out scheme said this compared with 55 per cent in areas with an opt-in scheme.

Table 5.14 Whether EYPP made a difference to participation in at least one activity, by engagement of young people

Base: EYPP users in seven pilot areas who used EYPP to pay for a cinema activity in the last four weeks

	Opt-in	Opt-out	Total
	%	%	%
Cinema / theatre activities			
Made a difference	55	80	65
Made no difference	41	16	31
Don't know	4	4	4
Bases	241	163	404

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Similarly, 80 per cent of those in areas that allowed immediate access to activities said that the EYPP made a difference, which compares to 55 per cent of those in areas where this was less possible. Young people who attended the cinema or theatre in areas that did not allow users to pay for transport were also more likely to have said that the EYPP made a difference to their decision, with 68 per cent saying this compared with 54 per cent in areas where users were allowed to pay for transport. (See Appendix C, Tables C4 and C5). In considering these findings, it is worth noting that one area had a £40 a month subsidy, an opt-out approach, allowed

immediate access to activities and did not allow the funds to be used for transport. These findings may, therefore, reflect the overall model in this area.

5.3.2   Are young people doing more activities and are they doing new and different activities?

Interviews with LA staff, young people and parents and other adults such as teachers and community workers also explored whether young people were increasing their variety of activities as a result of the EYPP. Overall, although the survey data indicates a limited measurable impact on participation, interviewees perceived that there was an increase in participation. There were a number of different ways in which EYPP could impact on young people's participation in positive activities, including enabling:

- a young person who **does not usually participate** in positive activities **beginning to do so**

- a young person who **does participate** undertaking that activity **more often**

- a young person who **does participate** undertaking activities that are **new and different** for them.

Based on their perception of changes in young people's participation, staff in seven LAs reported that the young people in their area were **participating more in positive activities**. In the remaining two areas the LA staff did not feel that they had enough data to comment. Where young people were participating more, the LA managers and key workers attributed this to the fact that, before the EYPP, the target group of young people would not have been able to afford to undertake activities that they were now doing. As one key worker expressed it, without EYPP funds '*the vast majority of young people are not doing much. They are staying in or not doing something positive'*. Most (41 respondents) of the 78 activity providers who were interviewed by telephone said that they had experienced an increase in young people participating in their activities and 26 of these attributed this increase to the EYPP. Moreover, 36 activity providers reported that the increase in participants was to some extent from young people who had not previously participated in the activity or service that they offered.

Interviewees found it more difficult to quantify the extent to which EYPP participants were participating in positive activities for the first time, undertaking activities more often or broadening the range and nature of activities in which they participated, as they had no data to indicate this, and reported that there was 'a mix' of all three of these scenarios. Nevertheless, the prevailing view was that **there was an increase in participation and that the majority were undertaking new activities, both as previous non-participants and as those who were participating previously but now extending their range.** For example, one interviewee commented '*I would say 60 to 70 per cent of them are doing new activities. A lot of people are going to the gym where they didn't before because they didn't have the money*'. An interviewee in a second LA also said that '*young people are doing some new things and some things they did before but more often*'.

Analysis of the MI data examined the extent to which young people had changed the number of activities in which they participated, between the first six months and the second six months of the pilot. Using a broad categorisation of EYPP activities,[24] in

---

[24]   The categories are as follows: sports, performing and creative arts, courses, cinema, museums, youth groups and 'other' activities

five areas where all the data required was available, it was evident that EYPP participants had increased the number of activities during the pilot. As can be seen in Table 5.15 below, while 20 per cent participated in two different types of activities in the first six months, 34 per cent did so in the second half. Similarly, the proportion who took part in three different types of activities increased from four per cent to ten per cent. In addition, the table shows that the proportion of young people who participated **at all** increased in the second half of the pilot period. While nearly half (47 per cent) had not participated in the first six months only 12 per cent did not do so in the second six months. This also suggests that, in general, young people sustained their participation as the majority participated in at least one activity in the second half of the pilot.

Table 5.15	Number of activities participated in during the first and second half of the pilot

Number of different <u>types</u> of activities participated in	First six months: EYPP participants.	Second six months: EYPP participants
	%	%
0	47	12
1	29	42
2	20	34
3	4	10
4	1	2
5	<1	<1
6	0	<1
N=	8180	8180

Source: MI data provided by five pilot areas

This pattern of a slight increase in the number of different activities in which young people participated was reflected across the five LAs and across the different EYPP funding models. It is not possible to comment on whether young people who participated in EYPP tried new activities, or continued with the types of activities in which they participated at the start, for just over half of the sample (55 per cent) because they did not participate in the first and second half of the pilot period. However among the 3,695 young people for whom data across the two halves of the pilot period was available:

- around half (51 per cent) had continued to do the same type of activities and had added new types of activities

- a further nine per cent had participated in new types of activities in the second half of the pilot in which they had not participated during the first half and had not continued with the original types of activities in which they had participated.

- The remaining 40 per cent of young people chose to continue with the same types of activities throughout the pilot.

It was evident from the case-study visits that the key workers had a role in encouraging young people to broaden the nature of activities in which they participated. Through monitoring young people's use of their funds to see if they were repeatedly taking part in similar activities, and through using websites and lists of activities in the area, key workers were able '*to encourage* [them] *to try something new rather than just pay for what they were already doing*'. Some young people were reported to be reticent to broaden their activities but there was some indication that those who did participate were gradually '*getting that bit more confident to try*

different things'. It may be, therefore, that the impact of a strategy such as the EYPP may follow different stages from initial participation in something familiar to then broadening out to other activities and that the survey findings may have been gathering some young people's experiences at an early stage in this process.

All of the young people who were interviewed had participated in more than one activity and the most common activity among this group of young people had been the cinema, sports activities including basketball, badminton, dancing, swimming and martial arts, attending a gym and going to theme parks or tourist attractions. In most respects, therefore, the nature of the activities in which they participated reflected the findings of the larger sample of young people who were surveyed. In general, young people who were interviewed pursued similar types of activities regardless of the area in which they lived, although there were a small number of activities that were only reported in an individual area. The main reason why young people chose an activity was because they thought it would be enjoyable and fun and they had an existing interest in it. In a few instances where the activity related to developing a skill such as DJ-ing, driving or circus skills, the young people tended to report that they saw value in developing this skill for their future. Other reasons included that it was easily accessible and provided an opportunity to do something different and to meet with friends.

Where young people had chosen not to participate in specific activities, this was generally an **active choice** not to do an activity but to choose an alternative. This was either because they were not interested in an activity (16 young people in seven areas) or because they had a '*priority*' to participate in something that was costly and would use all of the available funds (five young people in three areas). Nevertheless, there were instances where their **choice appeared to be constrained** by either not being aware of what was available (seven young people in five areas), not understanding how to book it (two young people in one area), not wanting to go on their own (four young people in three areas) and activities not being available at a convenient time (three young people in three areas). In addition, seven young people across five areas said that they did not need to use their funds to access activities such as watching football or attending a youth club as they were able to access these free or cheaply through other means. Lack of awareness or availability do not, therefore, appear to have been the principal reasons for non-participation in some types of activities among these young people, rather they had a range of alternatives and were able to choose what most interested them.

Across the areas many young people were not doing an activity for the first time, for example they had been swimming previously or visited a theme park, but the EYPP enabled them to do this more often. Only a minority (seven young people in five areas) said that they used their EYPP funds to pay for something they would do anyway. Young people in all seven of the areas where they were interviewed said that they were doing a completely new activity that they had not done before. It is worth noting that this was often in addition to undertaking an activity that they had previously participated in. The value that the EYPP had added in terms of their ability to participate in more and new activities is reflected in the finding that most of those who commented said that they would not be able to continue to participate after the end of the pilot, or would do so but less often. Only three young people in three areas said that they could continue to participate as much after the completion of the pilot. While in some cases not continuing was related to having completed the programme of activities or not wishing to continue, the reason for not continuing that was most commonly given was that they could not afford to do so.

There was a consensus across parents of young people who had been eligible for EYPP funds across six areas that the funding had enabled their child to participate more in positive activities primarily through providing the funds that were not available in their family budget. As one said *'I just simply do not have the money to be able to go and do things like that with the family'*. These parents sometimes had more than one child in receipt of EYPP funding and ten reported that at least one of their children was now able to do an activity more often in which they had previously had some participation. A similar number (nine parents) reported that at least one of their children was participating in something for the first time. For example, one mother commented that '*he got to do a lot of things that he would never have gone and done…that worked out fantastic'*. None of the parents interviewed said that any of their children were participating in something that they usually paid for and was now paid for using EYPP funds. Reflecting the views reported by young people, most parents said that their child would either be unable to continue to participate at all, or would do so less often. The primary reason for this was that the parents would not be able to afford to pay for their child to continue. As one said '*when it runs out, we will have to do it once a month* [only]'.

The responses from young people and parents who were interviewed indicated that, in the majority of cases, the EYPP had led to an increase in their participation in positive activities because before it they could not participate, or not as often, and when it ceased, they would not be in a position to continue. This was confirmed by LA staff as across the areas they stated that young people would not be able to continue to participate. While this was largely attributed to the young people being unable to afford to continue, the support and encouragement of the EYPP team was also identified as a factor that had aided participation and without which young people were less likely to participate. These two elements were summed up by one interviewee who said 'l*ack of money will inhibit this* [continued participation] *as might the lack of encouragement and support of the EYPP team'*. As will be discussed further in Chapter 7, LAs had adopted approaches where possible to assist young people to sustain their involvement. These included seeking alternative sources of funding which had been possible for specific types of activities and for specific target groups of young people, and through ensuring that the website that supported the EYPP included free and low-cost activities which young people would have become familiar with through their engagement in the pilot.

5.4　What has been the frequency of participation and patterns of use of the EYPP funds?

To explore the patterns of use of the EYPP funds by young people, this section draws on the responses to the survey of young people and analysis of the MI data gathered by the pilot areas.

5.4.1 Participation in activities

Analysis of the MI data indicated that the young people who participated in EYPP took part in an average of 13 activities. This varied notably across the pilot areas as can be seen in Table 5.16.

Table 5.16:	Mean number of activities participated in by EYPP participants by area
LA	**Mean number of activities**
1	5
2	6
3	15
4	4
5	12
6*	7
7$	11
8	27
9* $	23
All areas	13

Source: MI data provided by pilot areas
*number of transactions used as a proxy for number of activities
$average is based on a small number of participants

As might be expected given the variation across LAs, the average number of activities also varied across the EYPP models. The greatest average number of activities was 19 in card-based areas. In web-based areas young people participated in an average of ten activities while in the key worker area the average number of activities was five. This may reflect the suggestion that young people could be more spontaneous with a card-based approach and consequently could potentially participate more often.

Reflecting the findings of the survey, the evidence from the MI data shows that the most frequent activities in which young people participated were visiting the cinema, theatre and events (64 per cent of young people) and sports activities (61 per cent). Table 5.17 provides further details.

Table 5.17	Types of activities undertaken by EYPP participants
Type of Activity	**EYPP participants %**
Cinema, theatre and events	64
Sports	61
Museums, galleries and places of interest	16
Youth groups and related activities	16
Courses and other learning-related activities	10
Performing and creative arts	10
Other activities	4
Admission or booking (no details)	6
Travel costs	5
Equipment hire	4
Residential / overnight trip	3
Trips, visits and schools trips	3
Membership (no details)	2
N=	8554

Source: MI data provided by pilot areas
'Other activities' mainly included health and beauty-related activities and those with no details

The nature of the activities in which young people participated varied between males and females. As illustrated in Table 5.18, a greater proportion of male participants than females took part in sports, and youth group activities while a greater proportion of females took part in performing and creative arts and visits to the cinema, theatre and events.

Table 5.18	Types of activities undertaken by male and female participants		
Type of activity		**Female %**	**Male %**
Sports		58	66
Performing and creative arts		15	7
Courses and other learning-related activities		9	9
Cinema, theatre and events		71	60
Museums, galleries and places of interest		16	15
Youth groups and related activities		12	19
Other activities		5	3
General activities		21	20
No response		<1	1
N=		3255	3400

In four pilot areas, details of the type of activity providers were included in the MI data provided. This showed that the majority of young people (78 per cent) participated in at least one activity that was in a private sector provider. Forty-four per cent of young people had participated in an activity provided by local government sector and ten per cent had participated in activities provided by the voluntary and community sector and seven per cent with the third sector. Smaller proportions had engaged with a combination of these sectors with the most common being Local Government and private sector providers (six per cent) or in activities provided by a school (four per cent). While these findings are based on the provision in four of the nine pilot areas, overall it appears that most activities that young people used their EYPP funds for were provided by the private sector, as might be expected given the greater probability that activities by such providers would require payment.

The survey also explored young people's participation. For each activity taken part in, users who responded to the survey were asked how many times they had participated in the last four weeks. The mean number of times that a young person had used EYPP to pay for *any* activity in the last four weeks was 4.9.

Those that used EYPP for sports activities used their funds a mean of 5.3 times to pay to participate in sports. Amongst cinema/theatre EYPP users, the average number of times EYPP was used to pay for cinema and theatre activities was 2.8 times. It appears, therefore, that although attending the cinema was a widespread activity funded from the EYPP funds, individual young people did this less frequently than participate in sports activities.

Table 5.19   Mean number of times used EYPP to pay for an activity, by activity type

Bases: EYPP users for at least one activity from the activity group stated, in seven pilot areas

	All activities	Sporting activities	Performing and creative arts	Courses and other learning-related activities	Cinema, theatre and other events	Museums, galleries and places of interest	Youth Groups and other activities
Mean	4.9	5.3	[4.1]	a	2.8	[1.3]	a
Bases	*658*	*347*	*38*	*4*	*404*	*20*	*16*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There was a significant difference by age in the usage of the EYPP account. Those aged 14 and under used EYPP to do an activity a mean of 5.2 times, whereas those aged 15-16 used it a mean of 4.7 times.

Those who said that they were limited by a disability used EYPP to pay for an activity significantly less than those with no disability, or who were not limited by their disability. While those with a limiting disability had used EYPP 2.9 times on average in the last four weeks, those without a disability used it 4.8 times and those with a non-limiting disability 7.0 times on average.[25]

---

[25]   *There were no other significant differences by personal characteristics.*

Table 5.20	Mean number of times that EYPP was used for an activity, by respondent characteristics

Base: EYPP users in seven pilot areas who used EYPP to pay for an activity in the last four weeks

	Mean number of times used EYPP to pay for any activity	*Bases*
Urban	4.9	*438*
Rural	4.0	*170*
Deprivation		
Top quintile (most deprived)	5.4	*249*
2nd quintile	4.1	*116*
3rd quintile	4.4	*101*
4th quintile	4.0	*80*
Bottom quintile (least deprived)	3.9	*62*
Age		
14 and under	**5.2**	*385*
15-16	**4.7**	*262*
17 and over	a	*11*
Gender		
Male	5.3	*286*
Female	4.4	*372*
White	4.7	*561*
All ethnic minority	5.8	*95*
Limited by disability	**2.9**	*59*
Not limited by disability	**7.0**	*75*
No disability	**4.8**	*521*
FSM recipient	5.1	*456*
Not FSM recipient	4.4	*194*
Don't Know	a	*8*
Young carer	4.8	*161*
Not young carer	4.9	*495*
In education only	4.8	*433*
Other	5.0	*217*
All	4.9	*658*
Bases	*658*	*658*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There was some variation found in average frequency of use of the EYPP funds when schemes were broken down by delivery characteristics.

EYPP users who participated in areas using a card payment system used EYPP more often than those in web-based or key worker schemes (Table 5.21). On average young people in card-based systems used the EYPP 5.4 times to pay for an activity, compared with 4.2 times in a web-based scheme and 3.6 times in a key

worker scheme. This may reflect the ease of use of some of the card payment mechanisms compared with other approaches which required pre-booking. Alternatively, it could be related to the nature of activities undertaken as card users may participate in smaller, less costly activities while others save their funds for one, more expensive activity. As will be discussed in Chapter 7, the MI data analysis suggests young people's patterns of expenditure differed across the types of EYPP model and, indeed, young people in card-based areas appeared to be less likely to save and more likely to spend more often.

There were also higher levels of EYPP use in schemes that did not allow users to pay for transport. In areas where users were not allowed to use the card for transport the average use on activities was 5.2 times, compared with 3.7 times in areas that did allow paying for transport.[26]

This appears to differ from the findings of the qualitative interviews which suggested that transport was a barrier for young people accessing positive activities and that the removal of this barrier was helpful. However, in the survey of young people, lack of access to transport was not cited as a main reason for either registering for EYPP or for not using their card. Moreover, there may be something else about the pilot areas that did not allow payment for transport that influenced young people's participation.

---

[26]   *Differences in mean EYPP usage by other model characteristics and LA area were not significant.*

Table 5.21 Mean number of times that EYPP was used for an activity, by delivery model		

Base: EYPP users in seven pilot areas who used EYPP to pay for an activity in the last four weeks

	Mean number of times used EYPP to pay for any activity	*Bases*
Web-based approach	**4.2**	*98*
Card-based approach	**5.4**	*416*
Key worker approach	**3.6**	*144*
Variable subsidy	3.6	*144*
£30 - £39 per month subsidy	5.6	*231*
£40 per month subsidy	4.8	*283*
Complementary to existing activities	4.3	*161*
Not complementary to existing activities	5.0	*497*
Part of universal offer	4.6	*57*
Not part of universal offer	4.9	*601*
Opt in	5.0	*455*
Opt out	4.6	*203*
Broad	4.8	*600*
Narrow	5.2	*58*
Generally immediate access	4.6	*203*
Dependent on the provider	5.0	*455*
Allows paying for transport	**3.7**	*179*
Does not allow paying for transport	**5.2**	*479*
Possible to pay for equipment	5.0	*340*
Not possible to pay for equipment	4.7	*318*
Monthly allocation can be saved only	5.1	*492*
Monthly allocation can be both saved and topped up	4.0	*166*
All	4.9	*658*
Bases	*658*	*658*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

EYPP use was examined among those who used the EYPP to pay for a sports activity. As illustrated in Table 5.22, this revealed that:

- overall users used the EYPP to pay for sports activities a mean number of 5.3 times

- those in urban areas used the EYPP for sports activities more frequently than in rural areas, with a mean of 5.6 times compared with 3.6 times

- the use of the EYPP for sports activities was associated with level of deprivation. Respondents in the most deprived quintile used the scheme more for sports activities than those in the least deprived areas (6.5 times on average, compared with 3.3 times)

- EYPP sports use in the last four weeks was higher amongst those from ethnic minorities (8.7 times) than among white people (4.7 times)

- those who were limited by a disability used the EYPP less than those not limited by a disability for sports activities in the last four weeks, with the mean usage at 2.5 times for those with a limiting disability compared with 5.4 times for those without a disability and 6.6 times for those with a non-limiting disability.

Table 5.22   Mean number of times that EYPP was used for a sports activity, by respondent characteristics

Base: EYPP users in seven pilot areas who used EYPP to pay for a sports activity in the last four weeks

	Mean number of times used EYPP to pay for a sports activity	*Bases*
Urban	**5.6**	*227*
Rural	**3.6**	*91*
Deprivation		
Top quintile (most deprived)	**6.5**	*135*
2nd quintile	**4.2**	*57*
3rd quintile	**4.8**	*51*
4th quintile	**[3.2]**	*43*
Bottom quintile (least deprived)	**[3.3]**	*32*
Age		
14 and under	5.3	*201*
15-16	5.5	*139*
17 and over	a	*7*
Gender		
Male	6.0	*170*
Female	4.5	*177*
White	**4.7**	*299*
All ethnic minority	**[8.7]**	*46*
Limited by disability	**[2.5]**	*29*
Not limited by disability	**[6.6]**	*42*
No disability	**5.4**	*275*
FSM recipient	5.6	*241*
Not FSM recipient	4.6	*104*
Don't Know	a	*2*
Young carer	4.7	*93*
Not young carer	5.6	*252*
In education only	5.2	*226*
Other	5.5	*119*
All	5.3	*347*
Bases	*347*	*347*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were two main differences found for average EYPP use for sports activities based on delivery model features, as shown in Table 5.23.

Firstly, the EYPP sports users who were taking part in schemes that engaged young people on an 'opt-in' basis had used the EYPP to pay for sports more than those in the 'opt-out' area; with an average of 5.6 times compared with 4.0 times. Secondly those in areas where the activity access was dependent on the provider rather than having immediate access to activities had a higher average card use for sports activities of 6.0, compared with 4.0 in the area with immediate access.

Table 5.23 Mean number of times that EYPP was used for a sports activity, by delivery model

Base: EYPP users in seven pilot areas who used EYPP to pay for a sports activity in the last four weeks

	Mean number of times used EYPP to pay for a sports activity	Bases
Web-based approach	[6.4]	49
Card-based approach	5.4	230
Key worker approach	4.1	68
Variable subsidy	4.1	68
£30 - £39 per month subsidy	6.1	122
£40 per month subsidy	5.1	157
Complementary to existing activities	5.2	81
Not complementary to existing activities	5.4	266
Part of universal offer	[5.9]	34
Not part of universal offer	5.3	313
Opt in	**6.0**	234
Opt out	**4.0**	113
Broad range of activities	5.0	319
Narrow range of activities	[8.3]	28
Generally immediate access	**4.0**	113
Dependent on the provider	**6.0**	234
Allows paying for transport	4.3	86
Does not allow paying for transport	5.6	261
Possible to pay for equipment	5.6	172
Not possible to pay for equipment	5.1	175
Monthly allocation can be saved only	5.4	263
Monthly allocation can be both saved and topped up	4.9	84
All	5.3	347
Bases	*347*	*347*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Those who used the EYPP to pay to go to the cinema, theatre or a similar activity had done so an average of 2.8 times in the last four weeks. There were few differences according to the characteristics of the respondents but, as can be seen in Table 5.24, the following differences emerged.

- Card use for the cinema/theatre decreased with age, from 3.1 times among those aged 14 and under, to 2.7 among those aged 15-16

- White young people used EYPP for cinema/theatre activities more often than those from ethnic minorities with mean card usage of 2.9 and 2.1 respectively

- Unlike sports activity usage, those with a disability were more likely to have used EYPP to pay for a cinema, theatre or related activity, when compared to those with no disability. Those with a non-limiting disability used the card an average of 3.8 times and those with a limiting disability 3.0 times, while those without a disability had an average cinema/theatre usage of 2.7 times.

Table 5.24   Mean number of times that EYPP was used for a cinema / theatre activity, by respondent characteristics

Base: EYPP users in seven pilot areas who used EYPP to pay for a cinema/theatre activity in the last four weeks

	Mean number of times used EYPP to pay for cinema/ theatre activity	*Bases*
Urban	2.8	263
Rural	2.6	112
Deprivation		
Top quintile (most deprived)	2.7	135
2nd quintile	2.7	73
3rd quintile	2.9	65
4th quintile	2.6	57
Bottom quintile (least deprived)	[2.7]	45
Age		
14 and under	**3.1**	242
15-16	**2.7**	158
17 and over	a	4
Gender		
Male	2.9	151
Female	2.8	253
White	**2.9**	364
All ethnic minority	**[2.1]**	40
Limited by disability	**[3.0]**	33
Not limited by disability	**[3.8]**	44
No disability	**2.7**	326
FSM recipient	2.9	288
Not FSM recipient	2.7	111
Don't Know	a	5
Young carer	2.9	108
Not young carer	2.8	295
In education only	2.9	268
Other	2.8	133
All	2.8	404
Bases	*404*	*404*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

There were no significant differences by delivery model or LA area.

Table 5.25 Mean number of times that EYPP was used for a cinema / theatre activity, by delivery model

Base: EYPP users in seven pilot areas who used EYPP to pay for a cinema/theatre activity in the last four weeks

	Mean number of times used EYPP to pay for cinema/ theatre activity	*Bases*
Web-based approach	[2.1]	*20*
Card-based approach	3.0	*305*
Key worker approach	2.5	*79*
Variable subsidy	2.5	*79*
£30 - £39 per month subsidy	3.2	*144*
£40 per month subsidy	2.7	*181*
Complementary to existing activities	2.4	*89*
Not complementary to existing activities	2.9	*315*
Part of universal offer	2.4	*13*
Not part of universal offer	2.9	*391*
Opt in	2.9	*241*
Opt out	2.8	*163*
Broad range of activities	2.9	*387*
Narrow range of activities	a	*17*
Generally immediate access	2.8	*163*
Dependent on the provider	2.9	*241*
Allows paying for transport	2.5	*91*
Does not allow paying for transport	2.9	*313*
Possible to pay for equipment	3.0	*211*
Not possible to pay for equipment	2.7	*193*
Monthly allocation can be saved only	2.9	*324*
Monthly allocation can be both saved and topped up	2.4	*80*
All	2.8	*404*
Bases	*404*	*404*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

5.4.2 Expenditure across pilot

To explore whether young people's expenditure during the course of the pilot had changed, analysis of the MI data was conducted in which we divided the pilot period into quarters[27]. The expenditure across the quarters (in the five areas where the required data was available) reveals that the average amount of the EYPP funds that young people spent increased as the pilot progressed. More specifically:

---

[27] The first quarter was April 2008 to June 2008 inclusive and subsequent quarters follow in three monthly intervals

- in quarter 1 young people spent an average of £5.10
- in quarter 2 young people spent an average of £9.46
- in quarter 3 young people spent an average of £14.35
- in quarter 4 young people spent an average of £31.76.

This pattern emerged across the different models and reflects the view of LA staff who reported that the pilot had gathered momentum during the pilot period and young people became more active users.

The findings from the survey and MI data analysis indicate that young people used their EYPP funds in different ways partly in relation to their characteristics, partly in relation to the type of activity and the EYPP model in which they were involved. LA staff and key workers who were interviewed also noted that there were differences in how young people chose to spend their EYPP funds and in general this was felt to be related to individual preference rather than particular groups of young people spending in particular ways. While some young people spent their money weekly or monthly, others would save up and spend it in a short time period and it was not possible to generalise. Where they did observe differences between young people with different characteristics or contexts interviewees in two areas noted that:

- young people who were older were more likely to save while younger participants were more likely to spend their funds quickly
- young people who lived in rural areas, where there were fewer opportunities to spend their funds, tended not to spend the full amount.

Overall, the way in which young people spent their money was felt to be dependent on their awareness of activities, the accessibility and appeal of activities, the timing (for example more spending during half term holidays and a decline in spending in winter), the level of support they received from a key worker or parent and their own confidence. The interviews with young people who had participated in the EYPP confirmed this assessment. There were instances of young people who had saved their money in order to participate in one expensive activity or programmes of activities while the majority spent their money in different ways depending on the nature of the activity. Moreover, each young person had more than one pattern of use of the money. For example, they would do some activities regularly (such as every week, fortnight or month) they would participate in some often and some once only. In a few cases the extent to which they participated was related to the amount of money they had available but generally it related to the nature of the activity and the frequency with which the young person wished to participate.

5.5 Why did young people choose to participate?

5.5.1 Why did some young people not use EYPP funds?

Young people who had not used their EYPP funds at all in the four weeks before the interview were asked why they had not used it. Their responses reveal that the pressures on their time were more widely noted reasons than difficulties or issues with the EYPP approach. More specifically, as can be seen in Table 5.26, the main reason stated was that they *'haven't got round to it'* (25 per cent) and the second most cited reasons was that *'I don't have the time'* (17 per cent). Nevertheless, EYPP-related issues were also evident as 13 per cent cited 'technical problems' and

13 per cent said that they 'didn't know how to use the card/account' while eight per cent had 'lost the card or forgot about it'.

Table 5.26   Reasons for not using the card/account, by carer

Base: People who did not use the card/account (All pilot areas)

	Total
Reasons for not using the card/account	**%**
Haven't got round to it yet	25
I don't have the time	17
Technical problems	13
Didn't know how to use the card/account	13
Lost it / Forgot about it	8
Doing/planning to do other things	7
Have used	4
Didn't know how to sign up/enrol	3
Don't have internet access	3
Would not enjoy activities available	2
Did not want help/didn't see how it would help me	2
Didn't have anyone to go with	2
I never received any information about it	2
Too complicated	2
Saving / used up all money for a particular activity	2
No activities near me	2
Didn't have transport to get there	1
Money offered not enough	0
My parents/carers wouldn't allow me	0
No reason	0
Too embarrassed/uncomfortable	-
Did not qualify to take part	-
Don't Know	2
Other	7
None	-
Bases	*541*

Multiple response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Many significant differences by personal characteristics and areas were found in terms of the reasons people mentioned for not using their EYPP funds in the four weeks before the survey. Some of these are given below:

- Boys were more likely to say they "hadn't got round to it" (30 per cent) than girls (21 per cent). Those without caring responsibilities were more likely to say this (26 per cent) than those who were carers (23 per cent).

- Young people doing other activities, such as jobs or training activities, as well as being in education were more likely to say that they did not have the time. Nearly a quarter (24 per cent) of these young people mentioned this reason compared with 15 per cent of young people who were in education only.

- Young people without caring responsibilities were more likely to mention not having the time (18 per cent compared with 15 per cent of young carers) as the reason for not using their EYPP funds.

- Young people in areas with card based schemes were most likely to say they did not have the time (20 per cent compared with two per cent in key worker areas).

- A higher proportion of young people in areas where a web-based or key worker approach was used mentioned they did not know how to use the account as a reason for not using it (18 per cent and 19 per cent compared with eight per cent of young people is areas where a card-based approach was used).

- Those in areas where it was not possible to pay for others to participate were more likely to say they did not know how to use the account (19 per cent) than those in areas where they could pay for others to join their EYPP activities (10 per cent). Those in areas which allowed paying for transport were more likely to say they did not know how to use the account (19 per cent) compared with those in areas where they could not use EYPP to pay for transport (10 per cent). Areas where both saving and topping up was permitted were more likely to have EYPP non-users saying they did not know how to use the account (22 per cent), compared with eight per cent of non-users in areas where saving only was permitted.

- A higher proportion of young people in areas where a card-based approach was used mentioned technical problems (18 per cent compared with seven per cent of young people in areas where a web-based approach was used). Eighteen per cent of non-users in areas where they could save only also reported technical problems, compared with five per cent in areas where both saving and topping up was permitted.

- Carers were more likely to say they had lost it or forgot about it (10 per cent) than those without caring responsibilities (8 per cent). Those with no disability were also more likely to say this (10 per cent) than those with a disability.

- There were significant variations by LA area in terms of the answers 'technical problems' and 'didn't know how to use the card/account' being offered as reasons for not using EYPP. In one area over a quarter (28 per cent) cited technical problems as the reason they did not use EYPP, while in one area no young person said this. In one area around a quarter (24 per cent) cited not knowing how to use the card/account, while in another area only four per cent said this.

While it is apparent that some young people who are eligible to access the EYPP funds had yet to do so, or had previously but not in the last four weeks, for a variety of time-related reasons and lack of understanding of how to access their funds, the majority were considering doing so in future. Eighty-seven per cent of young people who had not used the card/account in the four weeks before the interview said they were planning to use it in the future. Seven per cent said they did not plan to use their EYPP funds at all, and the remaining seven per cent said they did not know whether they would use it in the future.

5.5.2 How did the LAs sustain young people's participation?

Staff across the nine pilot areas had strategies in place to sustain young people's participation in the EYPP and ensure that they continued to access activities and spend their funds. There were three main strands to these strategies: publicity and promotion, one-to-one contact with young people, and gaining support of parents and school staff.

- **Publicity and promotion** – in addition to promoting the pilot in order to encourage young people to register, staff in five areas said that they used newsletters, the local media, other events, the EYPP website and text message campaigns to promote the pilot and new activities and events to young people. Furthermore, word of mouth promotion between young people was widely reported as being an effective mechanism for promoting the pilot and particular activities.

- **One-to-one contact with young people** – in all areas, key workers had regular contact with the young people to encourage their continued involvement in using their EYP funds to access positive activities. Although not all areas had originally planned for key workers to fulfil this role, it was evident that the value of one-to-one support and guidance and regular phone calls were considered essential to sustain young people's participation. As one LA manager said: '*I don't think you can give too much value to someone sitting down with a young person and advocacy at that level, there's nothing else for it. The real key is the strong buy-in from people who have interaction with young people every day…it's labour intensive but there's no substitute for it*'. Key workers emphasised the need for young people to be able to easily access a team of approachable people who could advise and assist them. Some felt this worked best when the key workers knew the young people well and had '*that relationship with young people to say "I know this is the kind of thing that you like to do" or "I know you have said to me in the past that you would like to do this and this"*'.

- **Support from others** – staff in two areas particularly noted the value of engaging with parents and schools staff who have regular contact with the young people and can remind and encourage them to make use of their funds.

It is apparent, therefore, that sustaining young people's engagement in EYPP and positive activities requires not only promotion but ongoing support. As one LA manager expressed it 'there has to be a mechanism that says "*this weekend at X place there is swimming and an inflatable – come and use your card*"'. This perspective is reflected in the comments of some young people who felt that the support they received was instrumental in enabling them to participate in positive activities. For example, one young person, who had attended group sessions where they discussed possible activities, observed *'before I came to these meetings, I never spent my money. Then I started coming here and it sort of got all explained…what you had to do to book it'*. A second young person in another area echoed this need for proactive support saying *'it's not just about the money, you get phone calls every so often from people at* [EYPP] *they say "do you need any help with anything?"'*.

5.6 To what extent did the models adopted support young people's participation?

The survey of young people revealed that young people in areas that had adopted a card-based approach were more likely to have used their EYPP funds than those in areas with web-based or key worker approaches. As can be seen in Table 5.27 about a half (51 per cent) of young people in areas with a card-based approach had used their card in the four weeks before the interview. This compared to just under a third (29 per cent) of young people in areas where a web-based or a key-worker approach was used. In addition, proportions of EYPP usage were higher in areas where it did not allow paying for transport (see Table C.6 in Appendix C)

Table 5.27   Whether used EYPP account, by type of EYPP

Base: Seven pilot areas only

	Card-based approach	Web-based or key worker approach	Total
	%	%	%
Users	51	29	41
Non-users	49	71	59
Bases (Weighted)	*790*	*697*	*1,487*
Bases (Unweighted)	*790*	*697*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

The difference in use of EYPP funds between the web-based and card-based models may be related to young people's access to the internet. As shown in Table 5.28, in areas where the EYPP used a web-based approach, 85 per cent of the young people who used their account had access to internet at home and elsewhere, 12 per cent had access to internet not at home but elsewhere, and three per cent had access to internet at home only. Non-users were significantly less likely to have internet access at home.

In areas where the EYPP had a card-based approach the differences between the users and non-users were not statistically significant.

Table 5.28   Whether used card/account, by access to internet

Base: Seven pilot areas only

	Users	Non-users	Total
	%	%	%
Access to internet in areas with web-based scheme			
Access at home and elsewhere	85	73	76
Access at home only	3	2	2
Access elsewhere only	12	24	21
No access	1	1	1
Bases (Weighted)	*94*	*283*	*377*
Bases (Unweighted)	*98*	*279*	*377*
Access to internet in areas with no web-based scheme			
Access at home and elsewhere	75	72	73
Access at home only	1	3	2
Access elsewhere only	23	22	23
No access	1	2	2
Bases (Weighted)	*511*	*599*	*1,110*
Bases (Unweighted)	*560*	*550*	*1,110*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

In broad terms, therefore, it appeared that card-based systems were associated with a higher level of use. The aspects of the models that were considered to have contributed to the EYPP's success in helping young people to participate in positive activities were explored in more depth by the LA staff who were interviewed.

Across all of the pilot areas there was a widespread consensus that the successful implementation of the EYPP was dependent on young people being supported through the process not only at the beginning of the process but on an ongoing basis. While some areas had adopted a key worker support strategy from the outset, others reported that they had under-estimated the level of support that young people would require and had increased this element of the pilot as it progressed. Support was felt to be required because of young people's lack of confidence, access to and skills in using the internet, understanding of the EYPP approach and their motivation. The role of the key workers varied across the areas but the core elements of this role included:

- registering young people and helping to familiarise them with the process of searching for and booking activities on the EYPP websites

- handling ad hoc questions and providing ongoing support with booking activities by telephone or in person and being '*a human, friendly voice on the end of the phone*'. Indeed, in areas where booking online was a mechanism for arranging participation, staff commented that some young people were not confident that it would work and preferred to talk to someone instead. Without such support one key worker observed '*bookings through the website would be very low*'

- supporting young people in making their decisions, particularly in areas which had adopted the key worker approach from the outset where one manager stated '*key workers are integral to the scheme working*'. The key worker's relationship with an individual young person meant that they could tailor their advice and support to an individual's situation and interests which was felt to be beneficial

- '*constantly communicating*' with young people about the opportunities available and reminding them about their EYPP funds

- negotiating and mediating with activity providers if required.

Fulfilling this role could be time consuming and was sometimes undertaken by staff in addition to their usual workload. Some interviewees noted the need for staff to have dedicated time to give to this role in order to act effectively. As all areas had some degree of key worker support it may not be possible to compare the effectiveness of areas with and areas without such support. However, its value was clearly evident to the LAs who had either instituted or increased the role of key workers as the pilot progressed.

In addition to the widespread view of the value of key worker support, interviews with LA staff, activity providers, parents and school staff indicated that there were elements of the models which they considered had led to young people successfully accessing and participating in positive activities in their areas. These included the following.

- **the website as a source of information on activities** – using a website that was already familiar to young people to host information about positive activities was felt to be beneficial and the website developed for EYPP which included free and low cost activities was a valuable legacy from the pilot. On the whole parents reported that accessing the website had been unproblematic for their children although some school staff reported that this had been difficult for some young people, reflecting the findings of the survey of young people.

- **the flexibility of the mechanism** – where the EYPP payment mechanism could easily be used anywhere, including outside the LA, this was said to assist young people in accessing positive activities wherever they were including if they were away during school holidays.

- **spontaneous** use – where young people were able to use their EYPP funds immediately whenever they wished to, such as through having vouchers or a debit card approach, this was felt to facilitate participation.

- **simplicity of the process** – ensuring that the process for young people to sign up for the EYPP was the simplest possible, for example using an opt-out rather than opt-in approach, as noted above, increased the likelihood that young people would become involved in the EYPP. In addition, being able to access information easily on the balance in their account supported participation.

- **a strong brand** – where the brand was strong and well known to young people this helped as a reference point and with promotion, including by word of mouth among young people.

- **taking friends and family** – where young people were able to take their friends or their family members, for example where more than one member of a family received EYPP funds, staff reported that young people were more likely to participate. In some areas, groups of young people had worked together to arrange participating in an activity thereby encouraging participation.

- **paying for transport** – where it was possible to fund transport, for example by including the travel cost into the cost of the activity, this was said to remove an additional barrier to participation.

- **involving schools and youth centres** – where professionals who work with young people were aware of the EYPP and could encourage and support young people to participate they were more likely to do so.

- **an approach that minimised any stigma** – in order to ensure that young people did not feel stigmatised by having EYPP funding, and so were more likely to participate, LAs reported that they had used a universal card, a website which anyone could access or a card that looked like a normal bank card.

There were also aspects of the models adopted that emerged from interviews with LA staff, activity providers, parents and school staff as having inhibited the extent to which young people participated in positive activities through EYPP. To some extent these were the opposite of the facilitating factors outlined above and included:

- complexity of the registration process

- young people not understanding the process of using their card or booking on the website and these mechanisms being too complex and inflexible for young people to use easily

- the need to pre-book activities not allowing young people to act spontaneously

- technical difficulties at the beginning of the pilot which had resulted in the card or website not functioning and young people being put off by this and not continuing to pursue its use

- not being able to use their EYPP funds to bring a friend or family member or to pay for transport

- young people losing their cards or forgetting their passwords

- lack of Information Technology literacy among young people or lack of access to the internet

- not having involved a wide enough range of professionals who work with young people

- lack of availability of appropriate activities or the information provided about activities not being tailored to local areas

- the approach not addressing the issues beyond finance that influence young people's participation, such as cultural issues.

In addition to these inhibiting factors, there were some barriers to young people's participation in positive activities generally that LA staff felt were not addressed by their EYPP model. Principal among these was the **transport** barrier which was highlighted by staff across all but two LAs (the latter were based in London[28]). This included both urban and rural areas but was a particularly significant barrier for young people in rural areas where, as one LA interviewee commented '*kids in this area struggle to get to activities – the costs are not trivial, it's £5 on the bus'*. In addition to the cost of transport there were other related issues which led to transport being a key barrier. For example, some young people were wary of travelling alone on public transport and they were concerned about travelling outside of their local area. In addition the timing of public transport links did not always coincide with the timing of activities and public transport in the evenings was less frequent.

Young people's lack of **awareness of available activities** was reportedly an issue in four areas although the websites used by the pilot areas were said to have helped with this somewhat. Associated with this was the issue that young people did not always know what they would like to do, even where they were aware of what was available. Addressing this issue, in which key workers had a role, was said by one manager to be as important as providing young people with spending power. The **appropriateness and accessibility** of activities in terms of their content, location, timing and access for young people of all abilities was a barrier that could not be fully addressed by the EYPP model in the view of staff in four LAs, although negotiating with individual providers had helped to mitigate this to some extent.

5.7   Summary

In terms of engaging young people in positive activities the EYPP had led to two-fifths having used their EYPP funds recently and an average use of the Funds between three and five times a month. The proportions of young people who are white or young carers, were greater among those who used the EYPP funds, as were the proportions in rural areas and in the less deprived areas. This suggests that a strategy such as EYPP may need to explore how best to engage with older young people and those in the more deprived areas.

Across the range of evidence available relating to the impact of the EYPP on young people's participation in positive activities, it appears that there is a mixed picture. The quantitative longitudinal survey indicates that there was a significant impact on participation in sports and cinema attendance but not on the other activities in which young people could participate through the EYPP. Where there was an impact on participation in sports this was more the case among boys than girls. The qualitative

---

[28]   Young people aged 11 to 17 who live in London are entitled to free or reduced fares on public transport

data suggests that young people participate in a suite of activities, some of which are new and others are activities that they have done previously. In addition, while some activities are for entertainment, such as the cinema, others are more participative such as sports and events. In addition, there were some indication that participation in activities may diversify over time as young people become more familiar with the activities available.

Young people in card-based areas were more likely to have used their EYPP funds and to have used them more frequently than those in web-based or key worker areas. While this suggests that a card-based approach is most effective in enabling young people to participate often in activities, there was a widespread consensus that young people require the support of a key worker to encourage and motivate them to make use of their EYPP funds. Moreover, there were indications that the support of a key worker helped young people to broaden the types of activities they engaged in. It appears, therefore, that a composite of providing an accessible, simple card-based system together with support from key workers, may be the most effective way to support participation in positive activities. However, this type of mechanism is most likely to impact on young people's participation in sports and cinema attendance.

6.   What has been the impact of EYPP on young people and on provision?

Key findings

- The LA staff indicated that the young people who participated in the activities experienced positive outcomes and became more aware of the activities available to them in their local area.

- There was evidence that the process of choosing activities and getting involved in them had developed young people's skills. Young people who participated in the activities were considered to be more responsible and independent.

- There was no evidence of an impact on young people's engagement with education within the one year pilot. Nevertheless, the development of new interests and skills had raised the career aspirations of some young people.

- Young people reported that they had enjoyed participating in the EYPP activities and it provided opportunities for them to meet their friends.

- The young people indicated that their involvement in the pilot had given them opportunities to be more active and had increased their awareness of the opportunities available to them. Other benefits included meeting new people, developing their self-confidence and an increased sense of well-being.

6.1   Introduction

This chapter presents the evidence of the impact of the EYPP to date and the reasons for the impact. It includes quantitative data from the survey of young people and the activity provider survey and qualitative data from the case-study interviews. It discusses:

- the impact on the young people

- the impact of EYPP on the LA and activity providers

- the impact of EYPP on the wider community.

6.2.   Did young people experience positive outcomes because they were involved in the pilot?

This section reports the evidence of the impact of the EYPP on the young people. It explores the extent to which the young people involved in the pilot increased their awareness of activities, changed their attitudes to services, and whether their involvement in the pilot contributed to educational engagement and other beneficial outcomes.

6.2.1　Has involvement in the pilot increased their awareness of activities?

Lack of awareness of the activities on offer can be a barrier to young people's participation in positive activities[29]. Overall, the case-study interviewees felt that young people who participated in the pilot were more aware of the activities on offer than at the beginning of the pilot. This was because the pilots had provided web- and paper-based information that gave young people information about the activities on offer in their local area. One member of LA staff commented that the young people who had tried new activities, '*didn't realise that these kinds of activities were available to them*'. They felt the EYPP had helped young people to access information about the opportunities available to them.

Activity providers indicated that young people had gained awareness of the activities on offer through their involvement in the EYPP. One interviewee, who represented the leisure industry, said young people had benefited from the EYPP by gaining, '*fitness and knowledge of what is on offer for them*'. Gaining information was viewed as important because it broadened young people's knowledge of what was on offer and helped them to feel they had more choices. Another activity provider said, '*it has given* [them] *more options and more ideas and more activities to do*'. School staff and representatives of the community also felt that that EYPP had shown young people things they could do '*it makes young people aware of what's available in the community'.* Another interviewee said, *'it opens their minds and shows them they have a way to access things*'. They felt that some young people had been accessing activities they would not have considered trying prior to the EYPP.

This perspective is confirmed by the evidence from most young people who were interviewed who indicated that, prior to their engagement with the EYPP, they were **unaware of the activities** available to them, '*when I never had it* [the card], *I didn't know that there was that many things to do'.* One young person, who used the EYPP to learn how to dive said, '*if I didn't have that* [card] *then I wouldn't have found out about the diving and then had the diving lessons*'. Young people said the EYPP had helped them to know more about the activities that were available in their area. As one young person explained, '*I got more knowledge of the different activities that are about'.* Indeed, some young people felt that having access to the information about the activities was the most important aspect of the EYPP, '*having the list of activities so you know where you can use your card*'. Young people's parents said that the EYPP had **increased their children's knowledge** of what was available. Going to leisure centres to do a specific activity had increased their awareness of the other activities on offer, '*I think it's opened her eyes to things that's available to her'.* Once young people participated in one activity, there was the potential for their awareness of other activities to increase.

Overall, there was evidence to suggest that the EYPP had increased some young people's awareness of the facilities and activities in their areas, but it was dependent on young people accessing and understanding the information that the LAs provided.

6.2.2　Has involvement in the pilot contributed to educational engagement?

There was little evidence of impact on educational engagement within the one year pilot from the interviews with young people and adults. However, impact on educational engagement was reported in two of the pilot areas. In some of the schools in one of these areas, where the EYPP activities were used as an incentive

---

[29]　HM Treasury (2007a) *Aiming high for young people: a ten year strategy for positive activities,* London: DCSF (available at www.dcsf.gov.uk/publications/tenyearyouthstrategy/docs/cyp_tenyearstrategy_260707.pdf,

to encourage school attendance, there was evidence from teachers that some of the EYPP young people were truanting less frequently and were handing in their homework on time. School staff in another area observed that some young people were more engaged with their learning and said they might feel differently about their futures, due to the EYPP.

LA and activity provider interviewees felt that involvement in physical activities could help to improve young people's concentration. As one activity provider explained, '*I think they are happier to do their normal learning* [in school] *if they are doing something they enjoy out of school*'. However, the majority of the interviewees felt that attributing any change in education and engagement to involvement in the EYPP was not possible in the timeframe of the pilot.

There was evidence that involvement in the EYPP had enhanced **career aspirations** for some young people. LA staff and parents reported that the new interests or skills some of the young people had developed through their participation in the EYPP activities had led to an interest in a particular career. Activity providers had observed young people developing ambitions as a result of participating in the EYPP activities. One of the activity providers said, '*there's a couple of them who are taking it really seriously and want to go off and do some qualifications in fitness'*. There were also instances where young people had used the funds to pay for accredited activities, such as driving or scuba diving, and this meant they gained qualifications they could use in the future.

LA staff reported that EYPP had provided opportunities for young people to **learn new skills in an informal setting**. For instance, one young man attended go-karting sessions every week and became interested in how engines work. His key worker said, '*He had the confidence to speak to someone at* [the go-karting company] *and ask whether he could look at how they service their engines'* and he now helps the mechanics to repair the engines. LA staff observed that some of the young people found it **easier to learn outside formal learning situations**. For instance, an LA interviewee explained that he was in regular contact with a group of EYPP participants who had told him that they *'get the opportunity to learn better at* [name of pilot] *events than at school because it is more one-to-one…they feel it is more personalised to them'*.

There was little evidence in either the qualitative or quantitative research that young people's involvement in the EYPP had any impact on their **attitudes to school** or on their self-esteem. As Table 6.1 shows, across a range of indicators there was very little difference between the views expressed by EYPP users and the non-users, and what differences there are, are not consistent with a general EYPP impact on attitudes. The two significant differences are shown in bold.

EYPP users were significantly less likely to say that they were happy with their health (80.9 per cent) than non-users (88.5 per cent). EYPP users were also significantly less likely to believe that school was worthwhile (88.5 per cent) compared with non-users (88.7 per cent).

Table 6.1   Impact of EYPP on attitudes and self-esteem

	Users	Non-users	Impact
	%	%	Percentage point difference
Percentage happy with school work	83.8	82.3	1.4
Percentage agreeing with statement that school is worthwhile	**88.5**	**88.7**	**-0.2**
Percentage disagreeing with statement that 'I am not interested in doing any learning'	93.4	90.0	3.4
Percentage agreeing 'I am able to make decisions about my future'	89.6	89.1	0.5
Percentage agreeing 'I know where to go for help and information about things that are important to me'	91.6	90.9	0.6
Percentage agreeing 'I am happy to ask for help and information when I need it'	93.2	95.5	-2.3
Percentage happy with their appearance	75.8	77.2	-1.4
Percentage happy with health	**80.9**	**88.5**	**-7.6**
Percentage happy with family	92.2	92.9	-0.6
Percentage happy with friends	96.7	95.7	1.1

Single response questions
Source: Evaluation of EYPP: Impact survey, 2009

Nevertheless, the young people who were interviewed in the case study areas identified a number of benefits of the EYPP, which could have an indirect impact on school. A minority of the young people said they felt more energetic since becoming more active. As one young person explained, '*if you have been out during the day just you feel happier and more energetic'* another said*, 'if I didn't do the Power Boating I would be in bed all day'*. A few of the parents noted that their children found school more manageable because they were engaged in activities they enjoyed, '*it's been something to look forward to all the time for them, it seems to have made school work less tedious than usual'*.

Young people said they had learned skills through the EYPP that could be useful in their future careers. One young person, who had always wanted to learn to dance, used the EYPP to pay for dancing lessons and decided she would like to be a dancer in the future. The pilot had provided opportunities for these young people to develop their interests and gain accreditation.

6.2.3   Have there been other beneficial outcomes for the young people?

Evidence from the survey of young people and the case study interviews indicated that young people felt they experienced beneficial outcomes as a result of their involvement in the EYPP. The survey respondents who took part in an activity were asked what they got out of the EYPP. As can be seen from Table 6.2 below, the most common answer given was that they had enjoyed themselves, with over half mentioning this (54 per cent). This was followed by meeting up with friends (48 per cent), and learning new things (21 per cent). Also mentioned were meeting new people (16 per cent), that the EYPP helped them with money (16 per cent) and that the EYPP allowed them to do more activities or things they could not do before (16 per cent).

Table 6.2	What did users get out of EYPP overall?

Base: Account users in seven EYPP areas who used EYPP to pay for any activity in the last four weeks

	Total
	%
I enjoyed myself	54
I met up with friends	48
I learnt new things	21
I met new people	16
Helps with money	16
Do more activities/things I couldn't do before	16
I got fit	12
Something to do	11
It helped build my confidence	9
It helped me keep out of trouble	6
I learnt things that might help me at school or in my future job	4
It helped me make more decisions for myself	3
It helped me to feel more positive about my future	3
It helped me get on better with my mum/dad/carer/guardian	2
It helped me get on better with my teachers	1
I thought of the consequences of my actions more	1
Relax / take time out	1
Spent time with family	1
Express myself	-
Other	2
None of these	1
Base	*558*

Single response questions
Source: Evaluation of EYPP: Impact survey, 2009

Survey respondents were asked what they got out of each activity they took part in (see Table C.7 in Appendix C). Amongst sports users, 70 per cent of said that they enjoyed themselves. Fifty-five per cent said they got fit, and 47 per cent mentioned meeting up with friends. A fifth (21 per cent) mentioned meeting new people through the sporting activity, 17 per cent learnt new things and 11 per cent said the activity helped to build their confidence.

For cinema/theatre participants, the most commonly mentioned benefit to using the scheme was that they had enjoyed themselves. Over three quarters (75 per cent) said that they enjoyed themselves, while 56 per cent met up with friends and nine per cent met new people.

The main difference between the benefits that sports and cinema/theatre participants reported was that only a small percentage of those doing cinema activities said they got fit (one per cent), or learnt new things (four per cent), compared with larger proportions who took part in sporting activities (55 per cent and 17 per cent respectively).

The beneficial outcomes for young people identified by the interviewees in the follow-up interviews included:

- having activities to do

- developing new interests and skills

- developing a sense of responsibility and greater independence

- improved self-confidence

- improved sense of well-being

- social benefits.

Some of these benefits, such as deciding what activities to do, pre-booking online or deciding options with a key worker, and developing responsibility and independence could be associated with the EYPP approach which placed the spending power and decision-making in the hands of the young people, whereas others such as improved well-being and social benefits were a result of young people participating in the activities.

It was evident from the comments of some young people that the EYPP had provided young people with things to do. There was evidence that some young people were spending their time differently as a result of their involvement in the EYPP. One interviewee said, *'I go out a lot more and do things'* another said that without the EYPP, '*we'd have nowhere to go'.* Many of the young people said they appreciated having activities to do because it meant they felt less bored and they could get out and do things. In addition, some of the young people recognised that it could help them to avoid getting involved in anti-social activities. One young person said, '*In my spare time I can go to the gym, I don't get bored at home. It keeps, not just me, but other people out of crime as well. Instead of hanging around the streets they have something to do and it's something positive*'. In particular, the young people valued the opportunity to develop new interests. One commented, '*…you get to try stuff that you might not have been able to* try'.

Developing new interests and skills

The LA staff and activity providers felt that the EYPP had provided opportunities for young people to broaden their horizons through participating in activities they had not experienced prior to the pilot. LA staff in all nine of the pilot areas provided examples of activities that young people participated in through the EYPP that meant they developed new interests and learnt new skills. This was reflected in the findings of the activity provider survey. Respondents were asked whether they felt the EYPP had an impact on the young people who had participated in the activities and around a quarter (20 respondents) felt that young people had developed new interests as a result of their involvement in the pilot.

Young people had learned **new skills related to specific activities**. For instance, through the EYPP young people had learnt to play instruments, scuba dive, and drive cars. Young people tried new activities and found they enjoyed them. One of the interviewees gave an example of a girl he worked with trying ice-skating for the first time, '*She'd never done it before* [ice-skating], *decided to have a go, realised she had natural talent for it and now has a new skill and interest'.* As discussed in Section 6.2.3, these types of activities provided opportunities for young people to gain accreditation, which could benefit them in the future. As Table 6.2 showed, this was reflected in the findings of the survey of young people with 20 per cent of the young people who had used the EYPP indicating that it meant they had learned new things.

The process of choosing the activities had developed some of the young people's **computer skills**. In areas with a web-based approach, the LA interviewees indicated that using the internet and email had developed the young people's computer skills as they navigated the website and used search facilities to find the activities they were interested in doing.

LA and school staff said the receipt of a monthly amount of money would help some young people to develop their **money management skills**. LA staff had observed some young people being more aware of money because they appreciated what they could do with the funds. Young people enjoyed having the money and said it had an impact on their lives. It meant they had more of their own money to spend on other things. Some young people felt the EYPP reduced the financial pressure on their families, *'…my dancing stuff is so expensive now. I haven't been saying to my mum or dad, can I have this, will you pay for…I can pay for it through* [EYPP]'*.* School staff felt it had increased young people's independence and said that young people liked having their own money. From the parent's perspective, the EYPP had reduced their financial pressure. One interviewee said, *'I'm a single mum, so if I took them myself it would cost a lot of money'*. Furthermore, they felt the EYPP had given their children opportunities that others have. As one parent explained, *'…It's nice for the children that usually aren't able to afford these sort of things to have some of what their mates get'*.

Responsibility and independence

The process of **deciding which activities to do** and **getting involved in the activities** had developed young people's responsibility and independence. The LA staff felt that young people had taken responsibility for making decisions about the activities they wanted to do and this developed their **planning** and **decision-making** skills. One of the interviewees said she had evidence of young people, '*being more responsible in school and home-life for example taking younger siblings out*'. LA staff observed that some young people had become **more responsible** as they familiarised themselves with the process of using the EYPP funds. For instance, one of the interviewees had observed that, as the pilot progressed, the young people became more responsible about cancelling the activities they could not attend. Furthermore, some young people had learned they needed to attend activity sessions on time and behave appropriately while participating in the activities. One of the EYPP managers noted that, *'for some of them* [YP] *who have never been to a theatre before it's a whole new experience, how do I behave in a theatre, what is expected'.* The consensus was that it was beneficial to young people to observe adults and other young people behaving appropriately in these new settings.

Young people's **independence** was said to be developed through the EYPP. This was because they had travelled beyond the areas they lived to participate in the activities. Travelling further from where they live, organising transport, and having the confidence to make the journeys was reported by one member of LA staff who worked directly with young people to be, *'huge in terms of their learning and development'*. The LA staff felt the young people's horizons were broadened as they travelled to new places and met new people. School staff also observed an increase in some young people's independence and confidence because they had tried new things and been to new places, '*we are pushing their boundaries'*. Two LA interviewees noted that young people with disabilities and young carers had developed their independence through participating in the activities.

Self-confidence

Interviewees felt the young people had developed in their **self-confidence** due to their involvement in the EYPP. This was developed through:

- **the process of getting involved in the activities**. For instance, LA and school staff observed that young people felt more confident as they gained experience of contacting the activity providers. They had observed young people developing their communication skills through their involvement in the EYPP. Telephoning and emailing LA staff and the activity providers helped the young people to develop their confidence in communicating with adults. Young people said that participating in the EYPP activities provided opportunities to improve their communication skills and confidence when talking to adults.

- **trying new activities**. LA and school staff observed that trying new activities they had never done before increased young people's confidence. One EYPP manager said, *'a lot of them have gained in confidence because they have tried new things'.* EYPP managers in regular contact with the young people had noted a difference in them as the pilot progressed. One of the managers said, '*once they have that courage to go and try something different and have met new people, their whole attitude when they speak to you is different...for some it has been really positive because they are thinking about other things they can do*'.

- **learning new skills**. Successful acquisition of new skills had contributed to the increased self-confidence experienced by some of the young people. An interviewee, who had observed young people feeling more confident as a result of their involvement in EYPP activities said, '*Some young people who have been involved in dance and drama, that has improved their self-confidence and improved their self-worth and they have wanted to go on to do other things in relation to dance and drama'.* Interviewees felt that successfully learning a new skill could help the young people to be more confident about what they do in the future. One of the EYPP managers said, *'maybe for some of them it has raised that aspiration or that self-esteem,* [they say] *"…If I can do that what else can I do?"'.*

Young people agreed that their **involvement in the activities** developed their confidence because the EYPP had provided opportunities for them to get out more and try new activities, *'I'm really shy and it's helped a bit. I go out and spend more time with my friends'.* Another young people commented, '*I like to try new stuff and it's made me more confident*'. Confidence was increased through broadening their social circles, '*when you meet new people you get more confident. I am more confident to go out now and try new things, cos it helps*'. Young people particularly noted that activities such as sport and dance had increased their confidence, as one young man explained, '*It helps me a lot with confidence, when you dance you have to do the best you can*'.

Parents had observed that their children were more confident since participating in the activities, '*they've* [activity provider] *actually brought him out of his shell*'. They felt the opportunities to travel and try new activities had increased their children's confidence.

Improved well-being

LA staff observed young people's health improving as they participated in sports activities. In particular, those working directly with young people with mental health issues felt participation in sports-related activities could help those with depression and anxiety and several LA staff mentioned that activities such as kickboxing had provided an outlet for young people with anger management issues.

Young people who participated in physical activities through the EYPP reported increased well being. One young person said EYPP meant, *'doing more stuff, getting fit and meeting people'.* Those who were doing their examinations particularly welcomed the opportunity to do activities that provided a break from their studies, '*it helps you to get away from all the stress'.* Another young person said that, *'…getting out more with your sister or your friends helps and makes you happier. It has helped a lot, it makes you like, not stressed, when you are out you just enjoy yourself. It's been fun having it'.* Parents of young people who had engaged in physical activities such as boxing or going to the gym said their children had lost weight and were healthier.

Social benefits

LA staff in all of the areas reported that young people experienced **social benefits** due to their involvement in the EYPP. They observed young people meeting new friends while doing the activities and forming new friendship groups. For instance, one interviewee explained how the development of a social group of peers who attend her youth club has, *'made a massive difference to quite a lot* [of young people]', who were previously socially isolated. LA staff particularly mentioned that some young carers and LAC had felt less isolated as a result of the EYPP. School staff felt the EYPP activities had helped young people to build friendship groups and particularly noted that trips provided good opportunities for young people to develop their self-confidence and friendships.

LA staff reported that some young people had **broadened their social groups** because they had participated in activities in unfamiliar areas and with other young people with whom they would not usually mix. LA staff in three of the pilot areas specifically said they felt that the EYPP had contributed to breaking down barriers between young people living in different areas. LA staff noted that some young people found their **peers did not accept them** because they did not have much money. For instance, they did not have the money to go out with their friends or did not have the latest clothes or clothing appropriate for specific activities. They said that the pilot could help these young people to be accepted.

The findings of the activity provider survey also indicated that young people experienced social benefits due to their involvement in the EYPP, 27 respondents reported that this was an outcome of young people's participation in the pilots.

Young people who were interviewed said they had **made new friends** when participating in the activities, '*I just got to know more people and got more friends*'. As Table 6.2 showed, this was reflected in the findings of the survey of young people with 16 per cent of the young people who had participated in an EYPP activity in the last four weeks indicating they had met new people. The interviews revealed that activities such as youth centres and trips had particularly provided opportunities for the young people to meet others. In addition, young people said they had **spent more time with their family and friends** while doing EYPP activities. Young people with siblings who were also involved in EYPP reported spending more time with their family. One of the girls, who had used her EYPP funds to do activities with members

of her family said, '*I've been spending so much time with my sister and my little brother'*. These young people said they were closer to their families since they spent time doing the activities together. Conversely, for others, such as young people caring for parents with disabilities, the EYPP provided a break from these responsibilities.

The findings of the survey of young people indicated that overall, 98 per cent of users said that the EYPP was either fairly useful or very useful. The majority of these (70 per cent of users) said that it was very useful. There were few differences found when broken down by personal characteristics. The one exception was that young carers were more likely to have found the EYPP useful than those without caring responsibilities. In total, seventy-nine per cent of young carers said they found the scheme very useful compared with 66 per cent of those who were not young carers (see Appendix C, Table C.8).

When looked at by delivery model features, differences were found between different levels of access to activities. Those in the area with the 'opt-out' scheme were more likely to have found the scheme very useful than those on an 'opt-in' scheme. Three quarters (76 per cent) of those on an opt-out scheme said that it was very useful, compared with 66 per cent on an opt-in scheme (see Appendix C, Table C.9). As Table 6.3 shows, young people in the area with immediate access to activities were also more likely to have found EYPP 'very useful'. Three-quarters (76 per cent) of those in the area with immediate access to activities said this compared with 66 per cent of those in areas where access to activities was dependent on the provider. There were no significant differences by LA area.

Table 6.3	How useful EYPP has been overall, by access to activities

Base: Account users in seven EYPP areas who used EYPP to pay for an activity in the last four weeks

	Generally immediate access %	Dependent on the provider %	Total %
Very useful	76	66	70
Fairly useful	23	32	29
Not very useful	1	1	1
Not at all useful	0	1	1
Bases	*189*	*366*	*555*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

6.3 What has been the impact of EYPP on LAs and activity providers?

As the pilot progressed, the LA interviewees reported that their involvement in the pilot had assisted them in their statutory duty to promote and provide positive activities for young people. It had also helped them build relationships with other staff in their LAs and with those acting as the EYPP activity providers. Interviewees said that involvement in the pilot had allowed them to:

- **embed the importance of activities for young people in the LA strategy.** LA staff in three of the pilot areas specifically mentioned that involvement in the pilot had reinforced the importance to LA staff of providing positive activities for young people

- **build relationships with other staff in the LA**. Interviewees in two of the pilot areas said that EYPP had contributed to them building relationships with other LA staff and working more effectively to meet the needs of young people. One interviewee said:

  > *I think it's* [EYPP] *had a huge impact. In the past, the youth service used to do their own thing and Connexions did their own thing. Since EYPP we've been brought together more and divided into…districts. The project has benefited from this…we're talking so much more and there's less replication.*

- **create a brand and systems** that could be used in future initiatives. For instance, the EYPP manager in one of the areas with a card-based system explained that young people could be provided with funds from other sources on the card. Another LA planned to use the brand to promote future health-related activities

- **develop new and strengthen existing relationships with activity providers.** LA interviewees in two areas felt that EYPP had enhanced relationships between partners. One said, *'partnership working is happening more under* [EYPP] *than it has done in previous times'*. Many of the EYPP activity providers were working with the LAs prior to EYPP, but the interviewees felt the pilot had provided opportunities for them to strengthen these links.

The activity providers also reported that links with the LA were strengthened as a result of their involvement in EYPP. As Table 6.4 shows, the activity provider survey revealed that involvement in the EYPP had enabled around half of the activity providers to strengthen their links with the LA (38 respondents).

Table 6.4 Impact on the organisation	
	Number of respondents
Links with the LA strengthened	38
Better and more established links with wider community	33
Links with schools strengthened	30
Links with other organisations developed	25
Links with other organisations in other sectors developed	19
Consultation with YP increased	16
Feedback from YP led to change	14
Workforce has increased	4
Other	5
No response	19
N = 78	

More than one answer could be given, a total of 59 respondents answered at least one item in this question.
Source: EYPP Activity Provider Survey 2008

Activity provider respondents also reported that EYPP had enabled them to have better and more established links with the wider community (33 respondents), with schools (30 respondents) or other organisations (25 respondents).

When the pilot areas were visited in early 2008[30], the activity providers indicated that they had experienced minor changes in working practices, if technical equipment such as card readers were needed for young people to purchase the activities. They said that feedback from the young people who participated in EYPP activities could inform future provision, so there was potential for the activities they offered to change. As the pilot developed, activity providers reported the following impact:

- **Adapting working practices**. Overall, the activity providers felt that EYPP had little impact on their working practices. However, installation of card readers and the use of internet booking were changes experienced by some of the activity providers in the early stages of the pilot. In some cases, this required staff training. For instance, in one area, all of the receptionists in the leisure centres were informed of the EYPP booking procedures.

- **Promoting the organisation**. Activity providers in three of the pilot areas felt their involvement in the EYPP had helped to promote the organisation. For instance, one of the activity providers said enquiries from young people's friends had increased since the start of the EYPP.

- **Increased consultation with young people.** There was evidence that the LA staff continued to gain young people's views of the EYPP as the pilot progressed. Feedback was gained through young people acting as '*mystery shoppers*', through comment and feedback systems on websites, and young people giving their views to young people's representatives on councils. The EYPP manager in one of the areas reported that website feedback provided ideas for new activities and said, *'I think it has given them that sense that, we can influence'.* Activity providers in some of the pilot areas felt that EYPP had reinforced the importance of consultation with young people.

- **Influence on provision.** In most of the pilot areas, young people's feedback had influenced provision. The activity provider survey revealed that some activity providers had increased the number of activities they offered young people (13 respondents) and others offered activities more frequently (10 respondents). There was also evidence that EYPP had an impact on the cost of the activities, 27 activity providers said they offered discounts to young people who were involved in the EYPP. This was discussed in Chapter 4.

- **Collaborative working.** The LAs were working more closely with the providers in the area. Activity providers reported that links with the LA had been strengthened.

- **Changes in income.** There was evidence that around a quarter (22 respondents) of the activity provider survey respondents had increased their income as a result of their involvement in the EYPP.

---

[30] Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

6.4   What has been the impact of the EYPP on the wider community?

LA staff in four of the pilot areas reported that the EYPP had provided **alternative activities** for some young people who had been causing problems in their community. For instance, one interviewee explained how a group of young men who had been causing problems on the streets became involved in boxing sessions three to four times per week. This meant they were no longer hanging round in their local area during the evenings. Another interviewee commented, *'It has got a lot of people off the streets, a lot of parents have been ringing up saying this is a lifesaver for their children it has got them off the streets, kept them out of trouble, it's positive'*. These LA staff felt that the EYPP activities had diverted the young people away from anti-social activities and could reduce the likelihood of them becoming involved in crime. One interviewee said, *'it takes them out of the community and is a positive diversion'*. However, interviewees said that attributing changes in youth crime to the EYPP was not possible. This was because there were other initiatives in the areas which could have had an impact on youth crime.

Representatives of the community in three areas noted a decrease in Anti-Social Behaviour Orders (ASBOs), the number of young people entering the youth justice system, and arson over the last year, but they could not attribute this directly to the EYPP. Another interviewee reported a decrease in the number of complaints about young people hanging around because there are more activities for them to do. One said, '*When I've been to panel meetings residents have said to me there's been a drop in problems'*. In their view, it was important that young people had opportunities to access activities to keep them occupied because it can help some young people to avoid crime, *'if you've got young people engaged doing things and they're mildly happy, it means they are not going to get involved in anti-social behaviour'* . Furthermore, three of the interviewees noted that when young people are engaged in positive activities they are less likely to become victims of crime.

In two of the pilot areas, there was evidence of young people becoming more involved with their local community. For instance, on an estate where many young people were involved in the EYPP, the youth workers encouraged all the EYPP young people to get together and develop a youth garden on the estate. Young people were involved in the planning and budgeting for the garden. The interviewee explained that, *'the community is benefiting because they are getting a garden. The kids are benefiting because they are getting involved and have something to do and are doing something useful. All kids like to feel useful'*. Other interviewees felt the EYPP could help young people to feel more connected to their community because they were giving feedback on the activities.

Interviewees in other areas felt there was no evidence of an impact on the wider community within the time scale of the pilot. This was because they said the EYPP cohort was relatively small. One of the EYPP managers said, '*it's a very small number, not enough for an impact to be felt within a community'*. One of the LA staff explained that the causes of anti-social behaviour, such as poverty and lack of education, are beyond the scope of the pilot and keeping the young people active for one year would not address them.

Young people in three of the pilot areas reported that the EYPP had a positive effect on their communities. This was because they felt young people were more active, or they had observed fewer young people on the streets, '*I haven't seen as many on the streets as used to be*', or had seen fewer incidences in their community. One interviewee said, '*there are less incidences going on the streets now and less people*

drinking at night… People are doing more stuff with their family that they never used to do before they got the card'. Some young people reported being diverted from hanging around by the EYPP, *'I don't see a lot of young people on the streets. It's really good for that, it kept me off the streets for a few months'.* Two young people said the pilot could help to change adult perceptions of young people because they are doing activities rather than hanging around.

6.5   Summary

In summary, there was evidence that the pilot helped to raise young people's awareness of the activities available for them to access and led some young people to develop new interests and skills. The process of choosing and participating in activities increased some young people's independence and self-confidence. The young people reported enjoying participating in the EYPP activities and meeting their friends.

Participation in the pilot assisted the LAs in their statutory duty to promote and provide positive activities for young people by embedding its importance in policy and providing opportunities for them to build new relationships, and strengthen existing links, with activity providers.

There was evidence that the EYPP had diverted some young people away from anti-social behaviour and provided opportunities for young people to participate in community-based activities.

7.   What have been the lessons learned?

Key findings

- There was no conclusive evidence that the amount of the monthly allowance had an impact on whether young people participated in positive activities or not. It appeared that other factors, such as the payment mechanism and the support provided to young people, may influence participation more than the amount of allowance.

- Overall, there were mixed views among pilot areas regarding the extent to which the pilot had been cost effective and the cost per person (excluding the allowance) varied markedly across the areas. In addition, in three areas additional costs for staff, IT development and travel, were not paid for from the core EYP budget.

- The LAs learned a number of lessons about implementing a mechanism for placing spending power in the hands of young people during the pilot. These included technological challenges associated with establishing the delivery mechanisms and engaging young people in their target groups. Young people needed time and support to become familiar with the mechanism and encouragement to access opportunities through the EYPP. There was a need to engage with other agencies who are in contact with young people to a greater extent.

- Staff in areas with a card-based or key worker model generally felt that their model was more transferable to other LAs, while those with a web-based approach were more circumspect. There was a common view that the existence of a team to support and encourage young people was a pre-requisite for the transferability of any model.

7.1   Introduction

This chapter explores the main lessons learned by the EYPP areas towards the end of the pilot. It outlines:

- the mechanisms for monitoring the EYPP

- the extent to which the pilot has been cost effective

- the challenges and main lessons learned

- the aspects of the pilots that are transferable.

7.2   How have LAs monitored the pilot?

The mechanisms for monitoring the pilot in terms of the use of the funds continued with the strategies outlined by LAs at the beginning of the pilots[31.] The LAs used their own internal monitoring systems to oversee EYPP finances and monitored the use of the funds by young people through:

---

[31]   Bielby, G., Golden, S., Judkins, M. Wilson, R. and Maguire, S. (2008) Evaluation of the Empowering Young People Pilot. http://www.dcsf.gov.uk/research/data/uploadfiles/DCSF-RW065.pdf

- the transactions recorded through the web-based booking mechanisms
- the transactions recorded through the databases underpinning the card-based mechanisms
- the database updated by key workers.

These mechanisms had enabled LA staff, in particular key workers, to monitor whether young people were spending their funds and, in some instances, whether there were any patterns in the types of young people who were not spending their funds. Key workers were then able to follow these young people up and provide explanations of the EYPP and assistance to young people where required. There were different approaches to managing this process but it generally entailed key workers who had responsibility for a particular area or caseload of young people receiving or accessing details of whether young people had spent their funds. In one area, for example, the key worker received details of those who had no transactions, who had spent less than £5 and who had spent less than £20. In a second area, young people were contacted, as far as possible, when they had accrued £80 in their account. In two other areas, key workers did not receive details of the amounts spent by young people and reported that this would have been helpful in order to inform their discussions with the EYPP participants.

The extent to which the activity providers who were interviewed were involved in monitoring the use of the funds varied in relation to the type of provider and the EYPP mechanism. In most cases, the activity provider was simply providing access to their activity and was not involved in monitoring whether, for example, the young people attended the activity subsequently. In instances where a young person used a card or pre-booked online, the activity provider would not be aware of who had used their EYPP funds to participate. In some cases, the activity providers were more closely involved and provided attendance information to the LA.

In addition to monitoring use of the funds in order to encourage participation, the LAs also established monitoring procedures to identify misuse of the funds, as far as possible. Overall, towards the end of the pilot, there were few instances of misuse identified by LAs and two areas reported that there had been none and that it was '*not possible*' to misuse the funds while a third had experienced one failed attempt. In a small number of cases (three instances in one area), the young people had tried to use their EYPP funds to pay for friends or family members who were not eligible. This was generally at the point of sale with the activity providers. It was therefore the activity providers who had to prevent such attempts. In another area, one young person had been banned from the EYPP as a result of misuse. Nevertheless, monitoring misuse by young people sharing their EYPP funds with others was noted as being a challenge and in two card-based areas, the managers indicated that '*in hindsight, we'd put photos on*' the card in order to further minimise the risk of misuse although instances of this were rare.

7.3   Has the pilot been cost effective?

In order to assess the extent to which the pilot has been cost effective, it is necessary to identify both the inputs, in terms of finance, and the outcomes. In terms of the inputs, the pilot areas were not all able to provide full details of the direct costs associated with their pilot. In addition, it was evident in three areas that additional costs were not paid for from the core EYPP budget. LA managers spoke of '*absorbing*' costs and of some staffing costs not being funded from the core EYPP

budget. It was not possible to quantify these costs, in addition to other indirect costs such as:

- those of schools, whose staff engaged and supported EYPP participants

- those of parents such as fuel costs transporting their child to an activity

- those of activity providers who offered discounts and whose staff time was sometimes required to implement the EYPP payment mechanism such as completing forms and providing attendance details to the LA.

In addition, some of the costs of, for example more structured provision such as youth groups, may not all have been included in the cost charged to the young person accessing the activity. Moreover, in one area, the commercial provider of the funding mechanism was also said to have subsidised the pilot by an undefined amount.

As it is not possible to quantify these additional costs that had been incurred and were identified, any analysis of the cost effectiveness of the pilots would under-estimate the actual costs incurred to deliver such an intervention.

As discussed in previous chapters, the outcomes of the EYPP are potentially wide ranging and individualistic. At the basic level, the number of young people who registered and participated at least once in a positive activity is one outcome measure. This outcome would be closer to achieving the aims of the EYPP if the young people had not already participated and, as noted in Section 5.3.1, 70 per cent of those surveyed who took part in an activity said that they would not have done that activity if it were not for the EYPP. At a more complex level, the outcomes of the EYPP include benefits for young people such as developing personally, socially and in specific skills, or engaging them in an activity that becomes a positive element in their life in the longer-term, which it has not been possible to measure reliably in the life time of the pilot. In addition, there are other outcomes that may lead to cost savings in the medium term such as reductions in the costs to the LA and others of managing behaviour by young people who are not participating in positive activities.

Notwithstanding these issues, seven areas provided details of the direct costs excluding the allowance paid to young people. A comparison of the numbers of young people who participated, compared with the amount of infrastructure and staffing costs, indicates that the costs of implementing and running the EYPP for the whole pilot for every young person who participated in at least one activity were as follows:

- Area 5 (web-based) - £163 for every active participant equating to around £0.34 to deliver for every pound received by a young person[32]

- Area 1 (key worker) - £221 for every active participant equating to around £0.57 to deliver for every pound received by a young person

- Area 8 (card-based) - £281 for every active participant equating to around £0.59 to deliver for every pound received by a young person.

---

[32] Based on the ratio of the cost per young person to the amount they received and were eligible to spend (not their actual expenditure). For example, in Area 5 the cost per person was £163 and the young people received up to £480 in the year of the pilot and so the cost per pound **received** by a young person was £0.34.

- Area 6 (web-based) - £301 for every active participant equating to around £0.63 to deliver for every pound received by a young person.

- Area 3 (card-based) - £709 for every active participant equating to around £1.79 to deliver for every pound received by a young person.

- Area 4 (card-based) - £773 for every active participant equating to around £1.61 to deliver for every pound received by a young person.

- Area 7 (card-based) - £6,658 for every active participant equating to around £15.85 to deliver for every pound received by a young person.

It appears that, in three areas, the costs were notably greater than in the other four areas where the costs that were within £140 of each other and may therefore reflect a more typical cost. It is worth noting that these costs reflect the initial start-up infrastructure costs, such as website development, in addition to ongoing costs such as staffing and hosting of the payment mechanism. In addition, these delivery costs are related to the number of young people who participated, as the calculation is based on the 'cost per person'. Consequently, these costs would reduce in future if such provision was continued and if more young people participated. The costs did not appear to be similar in areas where similar models were adopted. For example, among the four areas where the cost was £301 or below, one used a card-based approach, two a web-based approach and one a key worker approach. No cost details were provided for the third of the pilot areas that adopted a web-based approach to compare with the two areas noted above. Therefore, from the evidence available, it is possible that the web-based and key worker approaches proved to be less costly in delivery than the card-based approach as all three of the more expensive areas had used a card-based approach.

Another aspect of the cost effectiveness of the EYPP is whether the amount of the allowance paid to young people appeared to make a difference to their participation. In other words, would it be possible to have the same impact with a smaller allowance? As noted in Chapter 2, the subsidy in each area varied from £20 to £40. The table below illustrates the allowance in each area and the participation as a percentage of the original target and as a percentage of those who registered. As can be seen in Table 7.1, in five pilot areas the proportion of young people who participated in at least one activity ranged from 68 per cent to 88 per cent as a proportion of those who registered and these were the same areas that had the highest participation rate as a proportion of their target. These same areas also achieved the highest proportion of registrations, as discussed in Chapter 3. It appears, therefore, that these areas had more success in engaging young people in the EYPP. However, it is also evident that the allowances available varied and that, while the two areas with the higher participation both offered £40 a month, this was also the case in one area with lower participation. Nevertheless, although the allowance amounts do not vary greatly between areas, it could be argued that three of the four areas offering less than £40 had lower participation rates. However, it is worth noting that in two of these areas, there were other aspects of the implementation, such as establishing the EYPP infrastructure that are likely to have influenced the participation to a greater extent than the allowance amount.

Table 7.1	Participation in EYPP and monthly allowances in each pilot area		
Area	**Participation (% of target)**	**Participation (% of registered)**	**Allowance £**
6	73	88	40
8	90	80*	40
3	69	73	33
1	76	72	25-40
5	77	68	40
2	41	57	30
4	37	55	40
9	2	40	20
7*	4	9	35

Where MI data was unavailable the figures were reported by LA managers

Overall, therefore, there is no conclusive evidence to indicate that it is possible to achieve the same level of participation with a lower monthly allowance. However, LA managers in four areas said that they considered that the subsidy was more than was required by young people and, indeed in some areas, that it was more than they could spend in one month. They recommended that it could be reduced to either £15 or £20 with no negative impact on whether young people participated. It is worth noting that in some areas it was possible for young people or their parents or carers to supplement the allowance (see Chapter 2) and consequently young people would have had the flexibility to pay for more expensive activities.

Analysis of the MI data provided a further insight into how young people spent their EYPP funds during the one year pilot. The largest monthly allowance in any area was £40, consequently a young person could have received up to £480 over the 12 months of the pilot. The 9,319 young people, for whom details of expenditure were available, spent a mean average during the pilot period as a whole of £201.76 (ranging from less than one pound to the maximum of £480). This ranged across the areas from £57.56 (in one area that launched later than others) to £288.83, as shown below.

- Area 8   £288.83
- Area 1   £213.44
- Area 2   £202.47
- Area 3   £177.24
- Area 6   £176.85
- Area 5   £162.85.
- Area 7   £57.56.

The expenditure was greatest in card-based areas where young people spent an average of £255.38 and was similar in the key worker area where average expenditure was £213.44. In the web-based areas young people appear to have spent less, on average, as they spent £177.26. Overall, the analysis suggests that there was a relationship between the amount of money that a young person spent and the number of transactions they had. In other words, those who spent more tended to have undertaken more activities, as shown in Figure 7.1 below. It is worth noting here that some of the activities that were widely accessed, such as cinema

and sports activities, may be relatively cheaper than some less frequently used activities such as residentials.

Figure 7.1: Expenditure by young people and the number of activities in which they participated
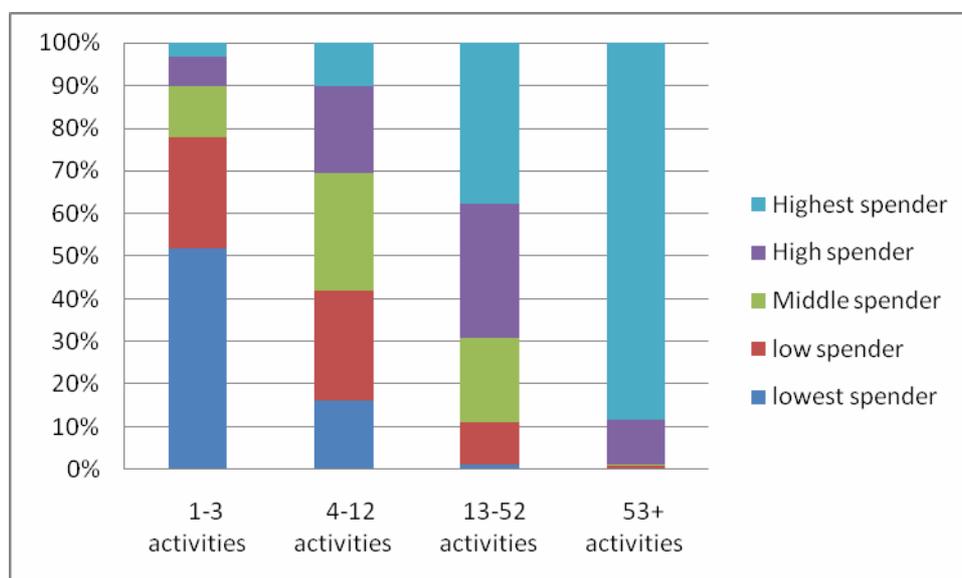
However, while this was the general tendency, there were also instances of young people who spent a large amount on a small number of activities. This could reflect two possible scenarios. Firstly, in most areas young people could save their funds and then use them to pay for a single, relatively costly, activity, such as a trip or residential. Secondly, young people might make a single payment to a provider for an activity in which they then participated regularly, for example paying for 12 horse riding lessons, rather than paying each time.

To explore the way in which young people spent their EYPP funds, and to reflect the difference between the savers and those who participated in a small number of activities and only spent a small amount, we categorised their expenditure and participation into five groups as follows:

- Those who had spent a small amount (less than £70 in total) and participated in a small number of activities (between one and three activities) who are defined as 'low users' and represented 13 per cent of EYPP participants

- Those who had spent a large amount (more than £70) but had only participated in a small number of activities (between one and three) who are defined as 'savers' and represented 12 per cent of EYPP participants

- Those who participated more often (between four and twelve activities) who are defined as 'monthly users' and represented 39 per cent of EYPP participants

- Those who participated in between 13 and 52 activities who are defined as 'weekly users' and represented 32 per cent of EYPP participants

- Those who participated in 53 or more activities who are defined as 'frequent users' and represented four per cent of EYPP participants. All but 30 people in this group also spent more than £374.

As noted previously, those who participated more often tended to have spent more money, although this was less marked among those who are defined as 'monthly users'. The way in which young people spent their funds appeared to differ in some respects in relation to their characteristics. More specifically, there was some indication that:

- a greater proportion of males were frequent participants (58 per cent of such participants were male while 51 per cent of all participants in this analysis were male)

- a greater proportion of young people who were not eligible for free school meals were 'savers' (27 per cent of savers compared with 17 per cent of all participants in this analysis were not eligible for free school meals)

- a greater proportion of young people with a statement of SEN were 'savers' (17 per cent of savers had a statement compared with 10 per cent of EYPP participants)

- Young people who had achieved five or more GCSEs at grades A* to C at key stage 4 appeared less likely to be savers (24 per cent of savers had attained this level compared with 31 per cent of all participants in this analysis).

The pattern of expenditure also differed in relation to the funding model adopted. In summary:

- young people in **card-based** areas were less likely to be savers (only two per cent were in this group compared with 12 per cent of all participants) and were more likely to be weekly users (49 per cent were weekly users compared with 40 per cent of all participants)

- young people in the **key worker** areas were more likely to be savers (27 per cent of them were in this group compared with 12 per cent of all participants). In addition they were more likely to be monthly users (55 per cent compared with 40 per cent of all users) and less likely to be weekly users (7 per cent compared with 32 per cent of all participants).

- Young people in **web-based** areas were slightly more likely to be savers (17 per cent) and monthly users (45 per cent) compared with 12 per cent and 40 per cent respectively of all users, and less likely to be weekly users (21 per cent compared with 32 per cent).

The LA managers commented on the extent to which they considered their pilot had been cost-effective. In making their judgement they took into account many of the issues outlined above in terms of the extent to which the costs were known and the varied nature of the outcomes and the challenge of placing a value on these. Overall five areas felt that the pilot had been cost effective mainly because of the benefits to the young people. As one commented '*the long-term, costs far outweigh whatever the initial cost is because they've developed a skill and self-esteem and developed their social skills. That's fantastically valuable*' while a second said the pilot had been cost effective '*for the outcomes we have had, our numbers and the growth we have achieved*'. In one of these areas, although the manager felt that it had been cost effective because of the outcomes for young people, it was also the case that the extent to which the pilot could be considered to be cost effective was constrained by the numbers of young people participating as the following comment illustrates: '*if you do it on a pure ratio – how much did it cost to put £1 in the hands of the young people that they have spent then it will probably be a less good ratio than we have*

anticipated in the first place if we'd had full take-up'. Perhaps reflecting the difference between the expectation and the implementation of the EYPP, interviewees in three pilot areas considered that the pilot had not been cost effective. As one said: '*as it stands at the moment with young people's spending…not very cost effective*'.

7.4　What have been the main lessons learned during the pilot?

Interviews with LA staff, activity providers, school staff and members of the community revealed that there were a number of challenges and lessons that had been learned in the course of the pilot. These related to the technical development, the target group of young people and the process of implementation.

- **Technical development** – across six of the pilot areas, including both card-based and web-based approaches, the technical development of the payment mechanism had proved challenging to some extent in the initial stages of development. More specifically, there were instances when websites had not initially functioned as expected and card readers had not performed as planned. As a consequence, some activity providers had used manual systems for recording activities and invoicing. The LA staff reported that they had learned the need to allow sufficient time for the technical infrastructure to be developed prior to the launch of the scheme to young people, to select the website developer with care and to ensure that the website was user-friendly and as accessible as possible for young people including those with specific needs such as visual impairment.

- **Engaging young people** – staff in six LAs indicated that engaging young people in the pilot had been more challenging than they had anticipated. This included promoting and explaining the pilot to young people, and ensuring their continued engagement once they had registered. As a result of their experience, they had learned that there was a need to ensure that the system was as simple and accessible as possible, and that the method of communicating about it to young people was also as flexible as possible. Time is needed for young people to become familiar with, and accept, a new system and brand and for the important word of mouth promotion to gain momentum. The pilot areas also established that many young people needed ongoing motivation, support and encouragement and that this needed to be provided at a time and in a way that suited how young people required it. In addition, the staff providing this support required enough time to be dedicated to fulfilling this role. Associated with this was the need for the approach to align with how young people '*organise themselves and their time*' and that a payment mechanism that allowed spontaneous use was preferable.

- **Using other agencies to support engagement of young people** – interviewees across four pilot areas considered that other agencies that work with young people, in particular schools but also the wider community, could have been made more aware of the EYPP and more involved in gaining the engagement of young people in the EYPP. As one LA manager explained '*we could have done more right at the beginning with schools, seeing the young people ourselves and…explaining what it was all about*'. School staff in two areas also felt that they could have been consulted more over the design and promotion of the EYPP for the young people with whom they worked. One also felt that details of the nature of activities and the EYPP mechanism could have been communicated more effectively to the school in order for them to gain the engagement of young people. A further lesson learned where school staff had been involved in the pilot in three areas was sufficient time being provided to fulfil the role of supporting young people to participate in positive activities.

- **Taking a friend** – one of the barriers to young people who received EYPP funds participating in positive activities was the fact that '*none of my mates have got* [EYPP]'. While the pilot areas had initially been aware of this potential barrier, during the pilot '*it became more and more apparent that young people don't want to go on their own*'. Staff in four LAs said that a key lesson learned was the need for a mechanism that enabled young people to '*bring a friend*' to participate alongside them.

- **Activities and providers** – while in two areas, managers said that the range of activities needed to be more broad, in two other areas the managers said that they had learned it was necessary to limit the access to certain activities which were widely used or to limit how the EYPP funds could be used at a provider. Engaging with activity providers had also been a challenge in three areas and there was a need to take into consideration possible incompatibility between technologies, the amount of effort required of the activity provider to operate the EYPP mechanism and ensuring all staff who might take payments from young people were aware of the EYPP. In addition, agreeing and communicating methods to meet health and safety requirements and invoicing were mentioned in two areas.

- **Adapting the infrastructure** – for some aspects of the pilots, such as identifying the potential participants and paying activity providers, the LAs drew on their existing infrastructure. In two areas, elements of this infrastructure were not sufficiently flexible to accommodate the needs of the pilot in the timeframe. LA staff in these areas had learned that there was a need for more flexible financial systems to accommodate the need for cash payments and credit card payments online and to allow sufficient time for the LA systems to be used to identify the target group.

- **Longer time for the programme to embed** – staff in two LAs observed that more time was needed for the programme to embed itself with young people. In addition to the time to raise awareness and overcome young people's reticence and benefit from word of mouth promotion, LA staff had also observed that young people began to diversify the nature of the activities that they participated in over time. This may be because they became more familiar with the opportunities available and gained confidence and trust in the pilot. This required recognition that the pilot was an ongoing development.

In summary, the pilot had led to a number of lessons being learned by LA staff implementing the programme. Taking these issues into account, the extent to which they considered that the model that they had adopted, or elements of their model, could be transferable to other areas is discussed next.

7.5   What aspects of the models are transferable?

The reflections of LA staff towards the end of the pilot revealed that the **card-based** approaches were generally considered to be transferable to other areas. The capacity of cards to have other functions incorporated into them, together with their potential for ease of access and spontaneous use, were the main reasons given for taking a card-based approach. In two areas where a card-based approach had been used, an adapted version was recommended. In one, the LA managers recommended that a debit card allowing instant access to funds would be preferable and in a second area a card that was more simple for young people to understand was suggested.

Among those who had a **web-based approach**, there were mixed views about the transferability of the model. In one area it was considered to be very transferable as the account management element could be incorporated into LAs' websites that they provide for young people to identify positive activities. The model was said to be sufficiently flexible to allow a range of types of funds to be accessed through this approach. In other areas that had a web-based approach, the issue of ensuring that young people had access to the internet, and the need to book online in advance, were both cited as reasons why this model might be less transferable. Indeed, one area intended to continue a similar scheme in future with a debit-card based approach, rather than on the web.

As noted earlier, the need for a team to support and encourage young people to engage with positive activities was often cited as a pre-requisite for any model being adopted. In the area where the use of **key workers** had been a strategy from the start, it was felt that this approach was transferable to other areas but would require a team of key workers to have dedicated time and administrative support in order to implement it most effectively. This model was felt to be particularly appropriate in a large geographical area with many independent providers (rather than large organisations with multiple outlets) which might not have card readers to accommodate an EYPP card and where it would be administratively burdensome to pay providers by cheque.

7.6   Would the models be continued in the pilot areas?

Across the nine pilot areas, at the time of the interviews, one area expected to continue to provide young people with a mechanism to receive funds to access positive activities. This would be a change from their piloted approach in so far as it would be a debit-card based model, but would benefit from much of the learning from the pilot about engaging young people and sustaining their involvement.

In three areas, there were no plans to continue to fund individual young people, to access positive activities in this way. In three areas, the LA teams were seeking funding to continue to some extent. In one of these areas internal LA funding was being sought to deliver a smaller monthly allowance to young people who would be registered at regular points throughout the year rather than in one annual registration process. In a second, LA funding for a reduced allowance was also being sought while in the third pilot area potential funding sources for young people with particular characteristics or engaged in specific activities were being identified. Two areas where a card had been used for the EYPP planned to continue the card but not to include an allowance to access positive activities.

While the mechanisms for placing spending power in the hands of individual young people were likely to cease in most of the pilot areas, other legacies of the EYPP were identified. In one area, the group of young people who had championed the EYPP would continue to function as a consultative group for the LA. In a second, the website containing details of positive activities would continue to be accessed by young people and the LA was developing targeted work with this cohort of young people through their youth centres '*so we don't just forget about them*'.

7.7   Summary

Overall, at the end of the pilot, there were mixed views regarding the extent to which it had been cost effective. While in the view of five pilot areas the benefits for young people indicated that the lower than anticipated numbers of young people who had participated resulted in the costs per person being greater than expected.

It was evident from the lessons learned by the pilot areas that there would be value in any areas considering adopting an approach that is similar to the EYPP to give consideration to the time and issues associated with developing a technical infrastructure to support the payment mechanisms. In addition successful implementation requires key workers to support, encourage and motivate young people to engage and participate. Which agencies to involve in this, and the associated costs and capacity, are critical issues for consideration.

8. Conclusions and recommendations

8.1 Conclusions

8.1.1 To what extent did EYPP increase young people's participation in positive activities?

In order for the EYPP to have any impact on young people's participation, it was necessary for the areas to gain young people's involvement in the programme. Overall most of the areas had been successful in achieving this. According to the Management Information provided 65 per cent or more of the target group were registered in most areas and 74 per cent of those registered, participated in at least one activity. The areas appeared to have engaged with young people who might be at risk of not participating including those with SEN, those who speak English as an additional language and those with lower levels of attainment. Moreover, three areas had engaged with young people with higher levels of unauthorised absence compared with similar peers.

Young carers had participated in EYPP and, indeed, in some areas they had been a particular target group. Among this group it was evident that they were slightly more likely to have registered for EYPP and more likely to report having found it useful. However, they were also more likely to say that they did not have time to participate, suggesting that the issues they encounter are not only related to funding participation but also to being able to alleviate their caring responsibilities in order to enable them to participate in positive activities.

Young people who reported having a limiting disability had also participated in EYPP but the evidence suggest that this group had used their EYPP funds less often than other young people. Nevertheless, where they had used their funds, they were more likely to have used it to access the cinema and theatre and less likely to have used it to access sports activities. However, it was notable that in relation to the overall increase in participation in sports activities among EYPP users, this was particularly the case for young people with disabilities. This suggests that the EYPP may have enabled young people with limiting disabilities to participate more in sports than they had been able to previously.

Overall, there was evidence that the EYPP significantly increased young people's participation in some positive activities. More specifically, as noted above, it led to a significant increase in young people's participation in sporting activities and significantly increased the rate of cinema visits. In total, 24.5 per cent of young people registered with the EYPP would have done no sporting activities outside of school in the four weeks prior to the follow-up interview, if EYPP had not existed. In contrast, with the EYPP, this percentage was reduced to just 12.5 per cent representing an impact of 12 percentage points. Similarly, without the EYPP 54.6 per cent of young people would not have gone to the cinema in the four weeks prior to the interview and this was reduced to 27.3 per cent with EYPP. This represents an impact of 27.3 percentage points. Moreover, most young people (70 per cent) said that the EYPP had enabled them to participate in at least one activity that they would not have otherwise done while the evidence from the case-study visits revealed that young people were participating in a number of activities some of which they had done before and others which were a new opportunity. However, the EYPP had no significant impact on young people's participation rate for any other types of positive activities that were explored through the survey. Overall, therefore, it can be argued that placing spending power in the hands of young people has a contained impact on

young people's participation and this is particularly related to their participation in sports and entertainment such as going to a cinema while other types of activities were not significantly affected.

8.1.2 What aspects of the models contributed to any impact on participation?

The continued success in increasing participation in positive activities was firstly due to young people having money to spend on activities which they did not have previously. However, there was no conclusive evidence that the amount of money that the young people received had an impact on whether young people participated in positive activities. The evidence suggests that other factors, such as the mechanism for giving young people spending power, in addition to the support and encouragement they receive, were more influential. Indeed, support, encouragement, direction and motivation, which were often provided by key workers who could be youth workers, Connexions staff or teaching staff, were widely seen as a critical accompaniment to the finance in order for young people to participate at all, and to broaden the nature of the activities in which they participated. However, while in some areas this support was integral to the approach, it emerged that this role was often undertaken by individuals in addition to their existing activities. The extent to which they had dedicated time to undertake this role influenced the extent to which some felt they were able to fulfil it effectively and it is evident that placing spending power in the hands of young people requires a support mechanism that is planned and resourced.

While support and encouragement, together with young people receiving funds, can be a catalyst for increasing participation it was also apparent that other elements need to be in place in order for young people to participate. Two key elements in this are:

- **the infrastructure** – in order to be able to participate fully in a wide range of activities young people need accessible transport to reach the location. Overall, the pilot areas were limited in the extent to which they could address this barrier.

- **the offer** – in particular whether young people are aware of what is available and it is appealing, accessible and at an appropriate time. EYPP areas were able to impact on awareness to some extent through creating or signposting to a web-based directory of available opportunities. However, although young people were consulted regarding what activities they would like to see on offer, there was limited evidence of them actively influencing and changing provision at this stage.

It is evident from this evaluation and other research into the Youth Opportunity Fund / Youth Capital Fund[1] (YOF/YCF), that access to quality provision is a key contributory factor in increasing young people's participation in positive activities. The YOF/YCF research found that an increase in participation was associated with improving and updating facilities which made them more attractive to young people. As the evidence from the EYPP pilots does not indicate that young people were able to systematically influence the supply of appropriate activities across the range of activity providers, this suggests that dispersing funds across a large number of individuals may be less effective in influencing change in provision than when a group of young people are able to work together with a provider to develop or source positive activities that more closely meet their needs. Both the evaluations of the YOF/YCF and the EYPP illustrated the essential role of adults in supporting young people to make best use of the additional resources available to them through these

---

[1] Golden, S., Bielby, G., O'Donnell, L., Morris, M and Walker, M. and Maguire, S. (2008). *Outcomes of the Youth Opportunity Fund/Youth Capital Fund.* Nottingham: DCSF.

programmes. There was evidence that the guidance of adults assisted young people in broadening their horizons in terms of the positive activities that they could access or commission. While the EYPP approach enabled young people to access positive activities individually, it may be more effective for funding to be channelled through groups of young people who work collectively to take the lead in making decisions about how funds should be spent on local provision that meet the needs and interest of young people, but who are supported by impartial adult advice and guidance.

8.1.3 Were some models more successful than others?

The models adopted by the pilot areas all differed in many respects and even where they had an apparently common delivery mode (card-based or web-based) they also had key differences in terms of the way in which young people accessed the fund, the support provided and the activities on offer, for example. Nevertheless, of the three broad models that were adopted by the LAs, the evidence indicates that card-based models appeared to be more complex to establish but were more likely to provide the opportunity for spontaneous use. Young people who used a card-based approach were more likely to have participated in activities and to have used their EYPP funds more frequently. Around half (51 per cent) of young people in the areas with card-based models used their EYPP funds in the four weeks before they were surveyed, compared with 29 per cent in areas with web-based or key worker models. In addition, young people in card-based areas used their EYPP funds an average of 5.3 times in the four weeks before the survey compared with an average of 4.0 time in web-based areas and 3.6 times in the key worker area.

It appeared that areas with web-based models had to some extent experienced challenges associated with lack of internet access among young people that was required to access their funds and the lack of a tangible item (such as a card) that could remind them to participate. Although the survey found no difference in the extent to which young people had difficulty pre-booking activities between the card-based and web-based areas, the evidence from the case-study visits suggests that the need to pre-book was off-putting for some young people who could not therefore decide spontaneously to participate in an activity, in addition to the technical difficulties that occasionally occurred.

The effectiveness of any model depends on the nature of the outcomes being sought. If widespread use of the payment mechanism for a wide range of activities that may include those that are participative and active, and those that are more passive and for entertainment, then a card-based model with easy access to finance may be the best approach. If the aim is to engage with young people and to make a connection with them that may lead on to other support and guidance being provided, and to mediate their choices and seek to broaden their opportunities, then an approach that includes some interaction with a key worker may be more effective.

There is some indication from the evidence that young people begin to diversify the activities in which they participate after the initial stage of spending their funds. Moreover, the young people were more reticent about participating at first but this gathered momentum and word of mouth promotion began to be effective. The pilot was only for one year and this may not be sufficient time to observe the effect of having spending power on young people's participation, or the potential wider effects resulting from their increased participation.

8.1.4 Were some areas more successful than others?

The nine pilot areas had different models, strategies, contexts and aims in implementing the EYPP. It was evident from both the Management Information and survey data that some areas had been more successful in terms of the numbers registering, and the numbers participating, than others. There may be a variety of reasons for this but there were some common elements in the areas that had less success which may provide some insight into the difference. Firstly, the areas that had less success had used complex models and had aimed to integrate the EYPP into a wider offer within the LA. While the aim of this was to reduce stigma or address a particular barrier, this added complexity appears to have meant that it took longer to develop and was more complex to communicate. In addition, it appeared that delivery teams that were not based in the youth or Connexions services within an LA had greater challenges in raising awareness among young people, communicating with them and linking into networks that worked with young people regularly. In addition, the delivery teams did not have the capacity to support the young people and, as noted previously, support emerged as a critical element of assisting young people to increase their participation.

The areas that appeared to have had more success had varied approaches, models, target groups and allowance amounts so their success does not appear to be related specifically to these aspects of the model. Rather, they appeared to be more successful when they had simple mechanisms for providing the funds, that were easy for the young people to understand, and where delivery teams, and partner agencies, had the capacity to inform, encourage and support the young people.

8.1.5 To what extent did EYPP contribute to educational engagement and other beneficial outcomes?

There is some evidence to suggest that the young people who participated in EYPP activities increased their knowledge of positive activities and experienced other positive benefits. Young people increased their awareness of the positive activities on offer because they received information from the LAs and gained access to further information about the activities in their local area when they participated in activities.

The young people enjoyed participating in the activities because it provided opportunities for them to do activities they liked and they could meet their friends. Over half (54 per cent) had enjoyed themselves and 47 per cent met up with friends. However, the survey found the EYPP had no significant impact on the self-esteem or emotional well-being of young people (such as their levels of happiness with their appearance, family, friends and life as a whole). The qualitative research, however, did find some evidence of other non-measurable outcomes such as increased confidence and social benefits. Young people's confidence increased because they tried new activities and learned new skills.

The survey showed that the EYPP did not have a significant impact on young people's educational engagement or attitudes to school within the timeframe (one year) of the pilot. Nevertheless, it did provide opportunities for them to develop new interests and skills which they could use in the future and had raised the career aspirations of some young people. Furthermore, EYPP provided opportunities for young people to participate in school-related activities such as day and residential trips.

8.2 Recommendations

8.2.1 Recommendations for policy

- The offer of financial incentive was attractive to some young people, although crucially it was the one-to-one support that was given by key workers that enhanced take-up rates, sustained participation in activities and encouraged young people to embark on new activities. It is important that young people have access to the support they need in future initiatives.

- The evaluation evidence suggests that providing money is not enough and the assumption that many young people from disadvantaged backgrounds would have access to, and be confident and competent in the use of largely web/card-based systems may not be reflective of all young people's situation. DCSF may wish to consider the most appropriate strategies, or combinations of strategies to engage with a wide range of young people.

- The lead-in time to set up IT systems, to establish partnership working and to create a range of provision was short and more time was required for the early implementation of EYPP. LAs needed more time to audit existing provision, to engage with the eligible population to identify their needs and to broker new provision, which was both accessible and responsive to the needs of the core population. LAs also needed time to establish working links with other local agencies working with disadvantaged groups, in particular outside of the LA network.

- There was no conclusive evidence that areas which offered a larger allowance had greater participation. Consideration could, therefore, be given to more young people benefitting from a smaller allowance.

- Although it was not generally possible to use EYPP funds to pay for a family member or friend who was not eligible for the funds, it was evident that one reason for young people not participating was because they were not able to participate with someone they knew. Future strategies that seek to raise participation in positive activities need to seek ways in which this need can be met.

- In order to promote the learning from EYPP, the use of case studies to celebrate good practice should be shared with the wider community and between pilot areas.

- There was no evidence of an impact on educational engagement or attitudes to school within the one year pilot. Therefore, DCSF may wish to consider further research over longer timeframe to explore the effect of having spending power on young people's educational engagement. Further analysis of the attainment and attendance of participants relating to a later stage in the pilot would be valuable.

8.2.2 Recommendations for practice

- Supporting young people requires time and capacity. In future initiatives, LAs will need to consider how best to provide young people with the one-to-one interaction and practical support they may need.

- It is important that LAs develop ways of gaining young people's views on the accessibility of the model and any problems they encounter. This can assist LAs in developing ways of overcoming the challenges young people face.

- In order to facilitate joined-up working, LAs needed to raise awareness of EYPP with key professionals in statutory and voluntary sectors and need time to

establish links with other local agencies. EYPP key workers included youth workers and teachers, but further support from other agencies might have increased participation. It appeared that EYPP teams that were not based in the youth service or Connexions service had greater challenges in raising awareness among young people, communicating with them and linking into networks that worked with young people regularly including the voluntary and community sector. Consequently, basing an EYPP-equivalent delivery team within the youth or Connexions service may be worth considering.

- Provision needs to be constantly reviewed rather than remain static. There may be value in LAs conducting an annual review where providers are brought together (which would also encourage better inter-agency/collaborative working) and young people are included in the evaluation process.

- A barrier to participation for some young people related to transport and equipment costs. There may be value in exploring whether providing finance to young people could be usefully supplemented by a discretionary fund from LA's overall budgets to support young people with specific needs.

- The evidence indicates that some young people are reluctant to participate in positive activities unless they are able to do so with someone they know. In order to minimise the impact of this potential barrier to participation, LAs will need to consider ways in which this need could be met..

Appendix A.   Quantitative methodology

In order to provide evidence of the impact that the pilots have had on the participation of young people in positive activities, a longitudinal survey of eligible young people in pilot areas and comparison areas: a baseline survey to capture activity levels before the introduction of the pilots, and an outcome survey to capture activity levels post EYPP implementation, was undertaken. The data gathered through these surveys allows for a test of the hypothesis that the EYPP pilots increased positive activities amongst those using the account to levels above what would have been observed in the absence of EYPP.

The survey divided 'positive activities' into six main groups of activity: sports; performing and creative arts; courses and other learning related activities; cinema, theatre and events; museums, galleries and other places of interest; and youth groups. The impact of the pilots on each of these has been enumerated separately.

How impact is measured?

In order to estimate the impact of the EYPP pilots it is not sufficient to simply track young people in pilot areas over time to see how their participation changes because, although some observed change may be attributable to EYPP, at least some of the change may be due to ageing effects (where the level and nature of participation changes with increasing age), other elements may be due to changing perceptions of what is 'interesting to do', and other elements of change may be attributable to non-EYPP local initiatives. In order to extract the unique contribution of EYPP, a comparison group design is needed, where the comparison group is made up of young people whose experience over time can reasonably be said to reflect the changes that the EYPP young people would have experienced in the absence of EYPP. That is, they generate an estimate of the 'counterfactual'. With a suitable comparison group, any difference between the participation levels of EYPP young people and the participation levels of the comparison group can be attributed to EYPP.

However, finding a suitable comparison group is not straightforward. Two key conditions should ideally be met:

- The comparison group should have the same predisposition towards positive activities as the EYPP group during the pre-EYPP period

- The comparison group should experience the same level of opportunity for positive activities as the EYPP area.

The first of these implies that, at a minimum, some data on pre-pilot period levels of participation are needed on both the EYPP and potential comparison groups, as well as other probable correlates of participation such as gender, age and family circumstances. The second suggests that the comparison group should be selected either from within EYPP areas, or from areas with similar geographic and economic profiles to the EYPP areas.

In practice it is difficult to identify a perfect comparison sample and for the EYPP evaluation two, imperfect, approaches were attempted. Only the first is reported on in Chapter 5; the second is included in Appendix D.

The first approach involves generating both the EYPP sample and the comparison sample from within EYPP pilot areas. Keeping the samples from within the same areas ensures that, broadly speaking, both sample groups have the same local facilities available to them. To make this approach work, within each of the pilot areas the 'EYPP sample' was selected from the group of young people in the area who used an EYPP account at some point prior to being interviewed. The comparison group was then generated from the young people in the same areas who had not used the account.

The obvious criticism of this approach is that it does not generate a fair comparison group because the EYPP account users are very likely to be young people who are more predisposed to positive activities than the non-account users. So any difference in activity levels observed between these groups *may* well be attributable to difference in predisposition rather than the impact of EYPP.

To try and address this criticism a strategy was adopted where we carried out a baseline postal survey with a large random sample of young people in EYPP areas before the start of the pilot. This survey captured data on pre-EYPP levels of activity, as well as demographic and socio-economic characteristics such as ethnicity, household composition, and tenure. The respondents to this survey then naturally divided, over time, into two groups: EYPP account users and non-users. Users were defined as those who had used their EYPP funds in the previous four weeks. The non-users provided a pool from which the comparison sample was drawn, the criteria for selection being that, on average, the comparison group had to have the same pre-pilot levels of activity as the EYPP users. In other words the comparison group were selected so that they looked as similar to the EYPP user group as possible.

The EYPP users and the comparison group were all asked to take part in an outcome survey, some time (between eight and ten months) after the introduction of the pilots. Once the respondents to this survey were established (inevitably some of those approached for interview declined to take part) a second exercise was undertaken to ensure that the final EYPP user and comparison samples were as similar as possible on all their pre-EYPP measures of participation. This was achieved using propensity score matching, more details of which are included in Appendix B.

After the matching, the EYPP account users and the 'matched comparison sample' of non-users are very similar in all their observed pre-EYPP characteristics and participation levels, which, in principle should mean that the two groups are matched on predisposition to positive activities. If the two groups then diverge in their 'outcomes' after the introduction of EYPP, then it is reasonable to attribute this difference to EYPP. However it may still be the case that the EYPP account users are *slightly* more inclined to take up positive activities than the comparison group (in ways that the baseline questionnaire failed to capture), in which case the difference between the EYPP user group and the matched comparison group may slightly exaggerate EYPP impacts. For reasons described in the main chapter 5 text, we believe that there may be some slight exaggeration along these lines but that it is moderate.

The second approach to measuring impact (discussed in Appendix D) was to compare participation after the introduction of EYPP amongst young people in pilot areas with participation amongst young people in a small number of comparison areas. This analysis looks at the impact of EYPP across *all* eligible young people in pilot areas, and not just those using the EYPP account. As a result there are fewer concerns that the EYPP sample incorporates self-selection bias. However,

comparing whole populations across areas generates its own particular problems. Nevertheless, the findings on impact from the two approaches are broadly consistent, and rather than confuse the messages on impact by presenting the two approaches in parallel, we have opted to present the approach that gives the clearest picture around patterns of impact.

For most of the findings presented in this report we have presented the overall *impact* of EYPP combining all pilot areas together, but excluding the two pilot areas where the engagement with EYPP was so low as to make the estimation of any impacts infeasible.

Appendix B. Weighting the data

The survey data collected for the evaluation has been weighted to account for perceived non-response biases in the responding samples and for differential probabilities of selection for the outcome survey.

The weights were calculated in two stages: a stage 1 weight which accounted for non-response by age and gender in the baseline survey; and a stage 2 weight that accounted for differential refusal rates to the follow-up survey. The second stage weight was more complex than the first simply because we had considerably more data on which to base an analysis of patterns of non-response.

The text below gives more detail on the two stages:

Stage 1 weights

For the baseline survey the only information available on non-respondents was their age and gender, so weights were calculated using age-gender groups (for each Local Authority separately). The number of respondents and the total issued sample in each age-gender category were calculated to obtain the response rate for each group. The non-response weights were then generated as the inverse of the response rates.

Where there were only a few cases in any age-gender group, this group was combined with another age-gender group before calculating the combined-group response rate. This was done to ensure that the variability in the final weights was kept to a tolerable level.

As a final stage, the weights were scaled (i.e. multiplied by a constant factor) to give a total weighted sample size equal to the unweighted sample size of respondents.

Stage 2 weights

The weighting at Stage 2 was done in two steps. First, non-consent weights were calculated. This step was to attempt to reduce any non-response bias because some baseline respondents did not give permission to re-contact after the first survey. Secondly, weights were calculated to reduce non-response bias because some of those consenting to follow-up subsequently refused to take part in the follow-up survey or could not be contacted. For each of these stages the weights were calculated as the inverse of the estimated probability of consent/interview, with this probability being based on a logistic regression model. The predictors in the models included a very wide range of baseline survey variables, similar to the list used in the propensity score models (see below) but including whether or not the respondent was recorded as an EYPP account user as a predictor. In those areas where not all baseline respondents were selected for follow-up, the non-response weights were multiplied by the inverse of the probability of selection per person.

Propensity score matching to generate a matched comparison group

The quantitative estimates of impact reported on in Chapter 5 rely on a comparison between users and a matched non-user group. The matching is intended to generate a sample of non-users who look as similar to the users before EYPP was launched in the pilot areas as possible.

This was achieved using propensity score matching (PSM). The way PSM works is that differences between the two starting groups (in this instance the users and non-user groups responding to the outcome survey) are modelled so that an estimated probability (or propensity) to be a user is generated. Users are then matched to non-users in such a way that the distribution of propensity scores is equalised in the two groups. In practice this is achieved by weighting the non-user sample so that it has a similar propensity score profile to the users[33]. This means that non-users with very similar characteristics to users will have a propensity score similar to the majority of users and will be weighted up in the matched analysis, whereas non-users with very different characteristics to most users will have a very different propensity score to users and will be weighted down in the matched analysis.

The propensity score model was based on a logistic regression with whether or not an EYPP account user as the dependent variable. The model was fitted forward stepwise: the table below shows the predictors (all of which are taken from the baseline survey) with the significant ones marked with an asterisk. The main baseline participation variables were entered into the model irrespective of their significance because of their importance in the assessment of impact.

---

[33]   The technical term is kernal matching

Variable Name	Definition	Significant variables
pilot_area	Pilot area	*
DCinfre	How often been to cinema, theatre or events in last 4 weeks	*
DDisLT	Limiting disability	
DEthnew2	Ethnicity regrouped	
DFSMrecip	Whether FSM recipient	*
DIrnfre	How often taken part in any courses or other learning related activities in last 4 weeks	*
DMusfre	How often been to museums galleries and places of interest in last 4 weeks	*
dpar12DV	Family situation	
dparwrk	Whether parent/guardian in paid work	
DPerfre	How often taken part in performing or creative arts in last 4 weeks	*
Dq11	Number of cinema activities done in last 4 weeks	*
Dq13	Number of museum activities done in last 4 weeks	
Dq15	Number of youth group activities done in last 4 weeks	*
Dq5	Number of sporting activities done in last 4 weeks	*
Dq7	Number of performance activities done in last 4 weeks	
Dq9	Number of learning activities done in last 4 weeks	
DSprfre	How often taken part in sporting activities in last 4 weeks	*
DStatus2	Employment status	
DV20	Whether would like to spend more time doing activities in Qrre	*
DYGfre	How often been to youth groups and other activities in last 4 weeks	*
q2	Age	*
q24a	School is worthwhile	*
q24b	I'm not interested in doing any learning	*
q24c	I'm able to make decisions about my future	
q24d	I know where to go for help and info about things important to me	
q24e	I am happy to ask for help and information when I need it	
q25a	Happiness with appearance	
q25b	Happiness with health	
q25c	Happiness with family	
q25d	Happiness with friends	
q25e	Happiness with the area you live in	
q25f	Happiness with your life as a whole	
q29	Do you look after or help anyone living with you because they are elderly, ill or disabled?	*
Sex	Gender	*
qimd	Percentile Group of IMDSCORE	
urban	urban/rural classification	
intmon	month of follow-up interview	

Note: threshold for entry using forward stepwise=0.2, and with DCinfre, DIrnfre, DMusfre, DPerfre, DSprfre, DYGfre, and gender entered irrespective of significance level

The success of the matching was judged by comparing how well the users and non-users match across a wide range of variables. In general, if PSM has worked well there should be a much closer match between the users and the matched non-users then there is between the user and non-user samples prior to matching. The tables below shows some of these comparisons.

Baseline survey variables	Users	Non-users pre-matching	Non-users matched
	(%)	(%)	(%)
Male	49.4	45.3	42.6
Age			
12 years or less	0.3	0.2	0.2
13 years	21.9	16.1	22.5
14 years	29.6	31.1	36.8
15 years	26.1	33.1	25.2
16 years	19.3	16.1	13.4
17 years	2.8	2.7	1.7
18 years or over	0.0	0.7	0.3
Ethnic group			
White	84.6	74.7	86.6
How often taken part in any courses or other learning related activities in last 4 weeks			
Not in past 4 weeks	66.4	61.7	67.1
Once or twice	15.8	17.2	15.3
Three times or more	17.7	21.1	17.7
How often been to museums galleries and places of interest in last 4 weeks			
Not in past 4 weeks	47.7	47.2	45.1
Once or twice	34.3	36.6	34.8
Three times or more	18.0	16.2	20.1
How often been to youth groups and other activites in last 4 weeks			
Not in past 4 weeks	62.7	63.3	60.0
Once or twice	16.9	17.2	20.3
Three times or more	20.4	19.5	19.7
How often taken part in sporting activities in last 4 weeks			
Not in past 4 weeks	11.5	16.6	10.9
Once or twice	34.0	31.8	35.3
Three times or more	54.5	51.5	53.7

Baseline survey variables	Users (%)	Non-users pre-matching (%)	Non-users matched (%)
How often taken part in performing or creative arts in last 4 weeks			
Not in past 4 weeks	44.0	42.5	42.2
Once or twice	22.1	24.3	22.4
Three times or more	34.0	33.2	35.4
How often been to cinema, theatre or events in last 4 weeks			
Not in past 4 weeks	26.6	35.3	27.6
Once or twice	54.8	50.6	55.3
Three times or more	18.5	14.2	17.1
Employment status			
In education	82.4	84.7	82.7
In education AND in work or work-based training	8.7	7.1	8.1
In education AND other current activity	7.4	7.0	6.9
In work or work-based training	0.7	0.4	0.3
Other	0.8	0.9	2.1
Family situation			
Male single parent household	10.4	11.7	9.6
Female single parent household	39.7	40.4	43.4
Two parent household	43.0	39.7	39.4
Other family situation	6.9	8.3	7.6
Whether parent/guardian in paid work			
One or more parent/guardian in paid work	28.9	25.3	28.1
No parent/guardian in paid work	66.2	70.3	67.4
Does not live with any parent/guardian	4.9	4.4	3.7
Whether would like to spend more time doing activities			
Yes	84.6	81.1	86.2
No	7.9	6.7	5.3
Don't know	9.4	12.3	8.5

Appendix C.   Supplementary tables referred to in report text

Table C.1.   EYPP awareness and application levels, by young carer

Base: Seven pilot areas

	Young carer	Not young carer	Total
	%	%	%
Not heard of scheme	10	7	7
Heard of scheme and not applied	11	17	16
Heard of scheme and applied	78	76	77
Bases (Weighted)	*284*	*1,199*	*1,487*
Bases (Unweighted)	*293*	*1,191*	*1,487*

Table C.2.   EYPP awareness and registration levels, by registration method of young people

Base: Seven pilot areas

	Opt in	Opt out	Total
	%	%	%
Not heard of scheme	9	1	7
Heard of scheme and not applied	17	12	16
Heard of scheme and applied	74	87	77
Bases (Weighted)	*1,192*	*295*	*1,487*
Bases (Unweighted)	*1,192*	*295*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table C.3.   EYPP awareness and application levels, by whether possible to pay for transport

Base: Seven pilot areas

	Allows paying for transport	Does not allow paying for transport	Total
	%	%	%
Not heard of scheme	14	5	7
Heard of scheme and not applied	20	14	16
Heard of scheme and applied	66	81	77
Bases (Weighted)	*420*	*1,067*	*1,487*
Bases (Unweighted)	*420*	*1,067*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table C.4.	Whether EYPP made a difference to participation in at least one activity, by access to activities

Base: EYPP users in seven pilot areas who used EYPP to pay for a cinema activity in the last 4 weeks

	Generally immediate access	Dependent on the provider	Total
	%	%	%
Cinema / theatre activities			
Made a difference	80	55	65
Made no difference	16	41	31
Don't know	4	4	4
Bases	163	241	404

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table C.5.	Whether EYPP made a difference to participation in at least one activity, by whether possible to pay for transport

Base: EYPP users in seven pilot areas who used EYPP to pay for a cinema activity in the last 4 weeks

	Allows paying for transport	Does not allow paying for transport	Total
	%	%	%
Cinema / theatre activities			
Made a difference	54	68	65
Made no difference	43	28	31
Don't know	3	4	4
Bases	91	313	404

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table C.6.	Whether used EYPP account, by possibility to pay for transport

Base: Seven pilot areas

	EYPP allows paying for transport	EYPP does not allow paying for transport	Total
	%	%	%
Users	35	43	41
Non-users	65	57	59
Bases (Weighted)	*420*	*1.067*	*1,487*
Bases (Unweighted)	*420*	*1,067*	*1,487*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table C.7. What did users get out of the sports activities they took part in?

Base: Account users in seven EYPP areas who used EYPP to pay for a sporting activity in the last four weeks

	Sports	Cinema
I enjoyed myself	70	75
I got fit	55	1
I met up with friends	47	56
I met new people	21	9
I learnt new things	17	4
It helped build my confidence	11	3
It helped me keep out of trouble	5	2
I learnt things that might help me at school or in my future job	4	1
It helped me to feel more positive about my future	3	-
It helped me make more decisions for myself	2	-
It helped me get on better with my mum/dad/carer/guardian	1	2
Relax / take time out	1	2
It helped me get on better with my teachers	1	-
I thought of the consequences of my actions more	1	-
Spent time with family	0	2
Express myself	-	-
Other	6	2
None	0	0
Base	*347*	*404*

Did users find EYPP useful?

Table C.8. How useful EYPP has been overall, by carer

Base: Account users in seven EYPP areas who used EYPP to pay for an activity in the last four weeks

	Young carer	Not young carer	Total
	%	%	%
Very useful	79	66	70
Fairly useful	20	31	29
Not very useful	1	1	1
Not at all useful	-	1	1
Bases	141	413	555

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Table C.9. How useful EYPP has been overall, by engagement of young people

Base: Account users in seven EYPP areas who used EYPP to pay for an activity in the last four weeks

	Opt in	Opt out	Total
	%	%	%
Very useful	66	76	70
Fairly useful	32	23	29
Not very useful	1	1	1
Not at all useful	1	0	1
Bases	*366*	*189*	*555*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey, 2009

Appendix D.   The impact of the EYPP pilots based on a comparison of areas

The analysis of Chapter 5 of this report is based on a matched comparison of users and non-users of EYPP accounts within pilot areas. The evaluation also included another element, which included a longitudinal survey of young people eligible for free school meals in three non-pilot (comparison) areas. The intention was to test whether the rate of positive activities amongst young people in pilot areas exceeded the rate of positive activities in comparison areas. To make this comparison as fair as possible, young people in pilot areas were matched to young people in comparison areas (using propensity score matching) in such a way that, pre-EYPP, the two groups of young people had a very similar profile of characteristics and activity levels. Because two of the pilot areas had extremely low take up of EYPP these two areas were added to the pool of comparison areas (having taken out the small number of participants). This was done on the grounds that these two areas had similar socio-economic profiles to other pilot areas and so were appropriate as comparison sites. Using their data in this way has the advantage that this increases the sample size of the comparison group.

Note that this comparison across areas tests the overall impact of EYPP on all eligible young people in pilot areas, not just the impact of EYPP on those taking up the EYPP offer. This means that the impacts are likely to be small relative to those found in Chapter 5. As is explained in the final section of Chapter 5, just 41 per cent of eligible young people in the pilot areas used an EYPP account (excluding the two areas where usage was extremely low). So increasing the percentage of young people doing sports three or more times a month amongst EYPP users by 15.6 percentage points means that, overall, around six per cent of all young people in the pilot areas are doing more sport as a direct result of EYPP (6.4% = 15.6 x 41%). So, at best, on an area comparison we would expect to observe differences between pilot and comparison areas of around six percentage points.

There were a number of problems that arose with the comparison area approach which make the measurement of impact difficult. The main one was that it took a long time to recruit the three main comparison areas and, partly as a result of this, outcome interviews in comparison areas took place later in 2009 than the interviews for pilot areas, with the majority of outcome interviews for pilot areas taking place between December 2008 and February 2009, whereas the comparison area interviews were mostly done in February and March 2009. This imbalance is problematic because of the seasonality in activities, and also because the rate of activities increases in school holiday periods. The fact that many more of the comparison area sample were asked about activities that spanned half-term than was the case for pilot areas is very likely to skew the results. Similarly the fact that more pilot area young people were interviewed just after Christmas than comparison area young people could be biasing.

To address these problems the analysis presented below shows the straightforward difference between the EYPP young people samples (users) and the matched comparison sample (non-users) but is followed by an adjusted difference between area estimate where the latter estimate includes an adjustment for the differences in interview month of the two samples. (Note that the samples could not be matched on the month of interview because the overlap was insufficient.)

Table D.1. Impact of EYPP by type of activity, based on comparison of areas

Percentage doing activity at least once in previous four weeks	Young people in EYPP areas	Matched young people in comparison areas	Difference (no seasonal adjustment)	Impact after adjustment for month of interview differences[34]
Activity	%	%	% point difference	% point difference
Sporting activities	81.3	81.4	-0.1	1.2
Performing and creative arts	42.1	46.4	-4.4	0.5
Courses and other learning-related activities	8.5	9.8	-1.3	1.2
Cinema	54.1	55.2	-1.0	-2.7
Theatre and other events (not including cinema)	35.1	39.7	-4.6	-1.7
Museums, galleries and places of interest	35.8	50.9	-15.1	2.4
Youth groups and other activities	19.9	17.1	2.8	3.4

The results of Table D.1 are slightly hard to interpret. Taking the estimates in the final column as the best overall estimates of impact from this analysis, they suggest that there are no significant impacts of EYPP on young people's activities. This is consistent with the findings of Chapter 5 for activities other than sports and cinema, but inconsistent for these two activities. Given that we have data in the study that partially validates the impact estimates of Chapter 5 (reported on in that chapter) we take the view that the more direct impact estimates of that chapter are more likely to be an accurate reflection of the genuine impacts. The area comparison results are puzzling, but are probably explained by the difficulty of comparing activities across areas and the relative crudeness of the monthly adjustment that had to be made.

---

[34] Calculated as the observed impact minus the expected difference in activity levels between the groups based on the observed patterns of activity by month.

Appendix E.   The impact of the EYPP pilots by sub-group

The tables in this appendix show estimated impacts by activity type for sub-groups of users. Significant impacts are asterisked. The final column of each table gives the percentage of users using their account for the activity in question.

Table E.1. Impact of EYPP on sporting activities, by sub-group			

Base: seven pilot areas only

% doing activity at least once in month before interview

Sub-group	Users	Non-users	Impact	% of users using account for sport
	%	%	Percentage point	%
Gender				
Male	94.1	79.4	14.7*	58.5
Female	82.5	73.1	9.4*	46.7
Age				
13 years or under	88.3	82.3	6.0	52.2
14 years	91.0	79.2	11.9*	55.0
15 years or more	86.4	74.5	11.9*	51.4
Urban/rural				
Urban	89.0	77.8	11.2*	51.3
Rural	86.9	75.0	11.9	53.4
Index of multiple deprivation				
Top quintile (most deprived)	90.3	81.0	9.3*	53.4
Other areas	86.9	74.1	12.9*	50.8
Delivery mechanism				
Web-based approach	88.9	83.5	5.4	53.2
Card-based approach	87.4	73.6	13.8*	55.3
Key worker approach	90.7	73.9	16.8*	43.2
Free school meal status				
FSM recipient	87.3	76.4	11.0*	53.1
Not FSM recipient	92.7	73.0	19.7*	52.9
Disability				
With a longstanding illness or disability	91.2	68.6	22.6*	53.8
Without a longstanding illness or disability	87.4	76.2	11.2*	52.1
Sports activity in month before baseline				
Less than 3 times a week	84.5	70.0	14.5*	52.0
Three or more times a week	91.6	83.2	8.4*	53.5

Table E.2.   Impact of EYPP on performing and creative arts, by sub-group

Base: seven pilot areas only

% doing activity at least once in month before interview

Sub-group	Users	Non-users	Impact	% of users using account for performing and creative arts
	%	%	Percentage point	%
Gender				
Male	35.1	32.3	2.8	2.3
Female	49.7	48.8	0.9	6.9
Age				
13 years or under	52.2	53.0	-0.8	5.9
14 years	54.3	47.2	7.2	7.8
15 years or more	30.6	36.5	-5.9	2.1
Urban/rural				
Urban	40.1	41.4	-1.3	4.5
Rural	50.5	44.2	6.3	4.3
Index of multiple deprivation				
Top quintile (most deprived)	41.4	42.5	-1.1	5.6
Other areas	44.3	45.3	-1.0	3.7
Delivery mechanism				
Web-based approach	48.0	46.3	1.6	2.2
Card-based approach	39.5	36.4	3.1	4.5
Key worker approach	48.4	50.3	-1.9	7.2
Free school meal status				
FSM recipient	42.4	40.9	1.5	4.9
Not FSM recipient	43.3	40.6	2.7	3.7
Disability				
With a longstanding illness or disability	38.2	39.5	-1.3	3.4
Without a longstanding illness or disability	43.7	43.1	0.7	4.7

Table E.3.   Impact of EYPP on courses and other learning-related activities, by sub-group

Base: seven pilot areas only

% doing activity at least once in month before interview

Sub-group	Users	Non-users	Impact	% of users using account for courses/learning
	%	%	Percentage point	%
Gender				
Male	7.9	7.3	0.6	0.7
Female	9.0	6.7	2.4	0.7
Age				
13 years or under	10.5	18.9	-8.4	0.0
14 years	8.5	9.3	-0.8	0.6
15 years or more	7.5	6.1	1.3	0.7
Urban/rural				
Urban	10.0	7.0	3.0	0.5
Rural	5.3	7.8	-2.5	1.2
Index of multiple deprivation				
Top quintile (most deprived)	10.9	9.8	1.0	1.3
Other areas	7.1	5.0	2.1	0.3
Delivery mechanism				
Web-based approach	10.1	9.0	1.1	2.2
Card-based approach	8.4	5.9	2.5	0.3
Key worker approach	7.6	6.0	1.5	0.9
Free school meal status				
FSM recipient	8.3	7.9	0.5	1.0
Not FSM recipient	9.5	4.3	5.2*	0.0
Disability				
With a longstanding illness or disability	4.7	7.7	-3.0	2.5
Without a longstanding illness or disability	9.2	7.6	1.7	0.2

Table E.4.   Impact of EYPP on cinema and theatre events, by sub-group

Base: seven pilot areas only

% doing activity at least once in month before interview

Sub-group	Users	Non-users	Impact	% of users using account for cinema/theatre
	%	%	Percentage point	%
Gender				
Male	73.9	55.8	18.1*	53.8
Female	85.7	62.1	23.5*	68.2
Age				
13 years or under	80.1	70.5	9.6	58.1
14 years	81.1	57.4	23.7*	62.2
15 years or more	79.0	61.6	17.4*	61.7
Urban/rural				
Urban	79.4	60.8	18.6*	59.0
Rural	79.9	64.6	15.3*	67.5
Index of multiple deprivation				
Top quintile (most deprived)	78.1	55.8	22.2*	52.1
Other areas	80.6	64.0	16.5*	68.2
Delivery mechanism				
Web-based approach	68.5	56.4	12.2	21.3
Card-based approach	85.8	63.3	22.5*	73.1
Key worker approach	68.0	48.5	19.6*	51.4
Free school meal status				
FSM recipient	80.8	58.4	22.3*	62.5
Not FSM recipient	78.3	53.2	25.2*	57.7
Disability				
With a longstanding illness or disability	73.0	56.5	16.5	58.8
Without a longstanding illness or disability	81.3	60.3	21.0*	61.4
Cinema and theatre activity in month before baseline				
No visits	64.3	38.2	26.1*	49.4
One or more visits	85.3	67.7	17.6*	65.2

Table E.5. Impact of EYPP on visits to museum, galleries and other places of interest, by sub-group

Base: seven pilot areas only

% doing activity at least once in month before interview

Sub-group	Users	Non-users	Impact	% of users using account for museums/galleries
	%	%	Percentage point	%
Gender				
Male	31.3	27.0	4.3	1.3
Female	39.8	33.2	6.6	3.6
Age				
13 years or under	36.2	47.6	-11.4	2.9
14 years	39.8	31.8	8.0	3.3
15 years or more	32.7	28.1	4.6	2.4
Urban/rural				
Urban	38.7	34.5	4.2	3.5
Rural	27.4	30.6	-3.2	1.2
Index of multiple deprivation				
Top quintile (most deprived)	43.4	38.0	5.4	4.3
Other areas	29.7	30.6	-0.9	1.8
Delivery mechanism				
Web-based approach	56.4	48.4	8.1	8.5
Card-based approach	34.3	30.5	3.7	1.5
Key worker approach	22.8	31.2	-8.4	1.8
Free school meal status				
FSM recipient	35.5	34.4	1.1	3.4
Not FSM recipient	39.9	20.5	19.4	1.1
Disability				
With a longstanding illness or disability	36.8	31.6	5.2	2.5
Without a longstanding illness or disability	34.6	33.4	1.1	2.8

Table E.6.   Impact of EYPP on youth group and other activities, by sub-group

Base: seven pilot areas only

% doing activity at least once in month before interview

Sub-group	Users	Non-users	Impact	% of users using account for youth group activities
	%	%	Percentage point	%
Gender				
Male	25.5	21.0	4.5	3.0
Female	18.3	16.3	2.0	1.3
Age				
13 years or under	24.0	25.7	-1.7	3.7
14 years	20.9	19.3	1.6	2.2
15 years or more	21.5	14.7	6.7	1.4
Urban/rural				
Urban	24.8	19.2	5.6	2.0
Rural	14.6	11.3	3.3	2.5
Index of multiple deprivation				
Top quintile (most deprived)	27.4	19.0	8.3	2.1
Other areas	17.9	15.7	2.2	2.1
Delivery mechanism				
Web-based approach	25.9	28.2	-2.3	2.1
Card-based approach	19.7	17.3	2.4	1.2
Key worker approach	26.2	18.5	7.7	5.4
Free school meal status				
FSM recipient	22.5	18.3	4.1	2.4
Not FSM recipient	21.9	14.4	7.5	1.6
Disability				
With a longstanding illness or disability	26.7	21.2	5.6	2.5
Without a longstanding illness or disability	20.9	17.5	3.4	1.9

Appendix F.   The profile of EYPP users by area

The table in this appendix shows the demographic profile of EYPP users by area. The areas have been anonymised but their designation in the table below corresponds with the designation of the areas in Figure 2.1.

Table F.1   Profile of EYPP users by area

Bases: EYPP users for at least one activity from the activity group stated, in seven pilot areas

	1	2	3	4	5	6	8	Total
Gender								
Male	51	45	48	a	82	40	48	49
Female	49	55	52	a	18	60	52	51
Age								
14 and under	60	53	49	a	60	36	54	52
15-16	40	47	46	a	34	56	45	45
17 and over	-	-	5	a	6	8	2	3
Ethnic group								
White	97	100	94	a	-	27	88	85
All ethnic minority	3	-	6	a	100	73	12	15
Long-term illness or disability								
Limited by disability	7	19	8	a	15	5	8	9
Not limited by disability	17	13	12	a	2	2	10	11
No disability	74	68	80	a	82	93	81	80
Don't know	2	-	-	a	-	-	-	-
Whether receives Free School Meals (FSM)								
FSM recipient	61	78	70	a	53	90	65	68
Not FSM recipient	37	22	29	a	47	10	33	31
Don't know	2	-	1	a	-	-	2	1
Young carer								
Young carer	35	23	21	a	19	16	24	24
Not young carer	65	77	79	a	81	84	76	76
Household composition								
Male single parent household	10	14	9	a	6	11	12	11
Female single parent household	38	32	37	a	30	45	48	41
Two parent household	44	54	47	a	61	36	35	42
Other family situation	8	-	8	a	3	8	5	6
Bases	*144*	*35*	*196*	*17*	*22*	*41*	*203*	*658*

Single response question, numbers may not sum to 100 due to rounding
Source: Evaluation of EYPP: Impact survey 2009

Appendix G. Variables included in multi-level models based on MI data

Table G1. Variables included in absence multi-level model

Variable	Label
lea	LA ID
school school	School ID
pupid	Pupil ID
female	Female pupil
senstat	SEN – Statement
sennostat	SEN – School Action/Plus
FSM	Eligible for free school meals?
EAL	English as an additional language
LA1	LA1
LA8	LA8
LA6	LA6
LA2	LA2
LA4	LA4
LA9	LA9
LA3	LA3
LA5	LA5
idaci	Index of deprivation affecting children
InEYP	Part of EYP intervention?
EYPLA6	Interaction EYP LA6
EYPLA5	Interaction EYP LA5
EYPLA4	Interaction EYP LA4
EYPLA3	Interaction LA3
EYPLA2	Interaction LA2
EYPLA8	Interaction LA8
EYPLA9	Interaction EYP LA9
yr8	Pupils in Year 8
y9	Pupils in Year 9
yr10	Pupils in Year 10
Yr11	Pupils in year 11
Nodetails	Ethnicity Unknown
Mixed	Ethnicity – Mixed
White	Ethnicity – White Non-UK (baseline)
other	Ethnicity – Other
Asian	Ethnicity – Asian
Black	Ethnicity – Black
UnauthorisedAbsence_Summer_Spring	Unauthorised absence (during Summer and Spring 2008)
cons	Constant Term

Table G2.   Variables included in KS4 multi-level model

Variable	Label
lea	LA ID
school school	School ID
pupid	Pupil ID
female	Female pupil
senstat	SEN – Statement
sennostat	SEN – School Action/Plus
FSM	Eligible for free school meals?
EAL	English as an additional language
LA1	LA1
LA8	LA8
LA6	LA6
LA2	LA2
LA4	LA4
LA9	LA9
LA3	LA3
LA5	LA5
idaci	Index of deprivation affecting children
InEYP	Part of EYP intervention?
EYP LA6	Interaction EYP LA6
EYP LA5	Interaction EYP LA5
EYP LA4	Interaction EYP LA4
EYP LA3	Interaction LA3
EYP LA2	Interaction LA2
EYP LA8	Interaction LA8
EYP LA9	Interaction EYP LA9
yr8	Pupils in Year 8
y9	Pupils in Year 9
yr10	Pupils in Year 10
Yr11	Pupils in year 11
Nodetails	Ethnicity Unknown
Mixed	Ethnicity – Mixed
White	Ethnicity – White Non-UK (baseline)
other	Ethnicity – Other
Asian	Ethnicity – Asian
Black	Ethnicity – Black
cons	Constant Term
ks3avpoints	KS3 average points score
AUTabsence_2terms	Overall Absence (2 terms)
eypprior	Prior attainment for EYP
KS4_PTSCNEWE	Capped Points Score (new system)

Table G3.   Variables included in KS3 model

Variable	Label
lea	LA ID
school school	School ID
pupid	Pupil ID
female	Female pupil
senstat	SEN – Statement
sennostat	SEN – School Action/Plus
FSMeligible_ab08	Eligible for free school meals?
EAL English as additional language	English as an additional language
LA1	LA1
LA8	LA8
LA6	LA6
LA2	LA2
LA4	LA4
LA9	LA9
LA3	LA3
LA5	LA5
idaci	Index of deprivation affecting children
InEYP	Part of EYP intervention?
EYP LA6	Interaction EYP LA6
EYP LA5	Interaction EYP LA5
EYP LA4	Interaction EYP LA4
EYP LA3	Interaction LA3
EYP LA2	Interaction LA2
EYP LA8	Interaction LA8
EYP LA9	Interaction EYP LA9
yr8	Pupils in Year 8
y9	Pupils in Year 9
yr10	Pupils in Year 10
Yr11	Pupils in year 11
Nodetails	Ethnicity Unknown
Mixed	Ethnicity – Mixed
White	Ethnicity – White Non-UK (baseline)
other	Ethnicity – Other
Asian	Ethnicity – Asian
Black	Ethnicity – Black
cons	Constant Term
Ks2av KS2 average points score-calculated	KS2 average points score
AUTabsence_2terms	Overall Absence (2 terms)
ks3av	KS3 average points score
eypprior	Prior attainment for EYP

department for
children, schools and families