

ENGLISH
EDITION

IT PAYS OFF

*An analysis of the socioeconomic
potential of 28 labour market projects*

THEMEGROUP
YOUTH

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Theme Group Youth

Theme Group Youth is working to ensure that use is made of the experience and knowledge gained from projects financed by the European Social Fund. The Swedish Public Employment Service, Communicare, Swedish Social Insurance Agency, National Agency for Education, National Board of Health and Welfare, Swedish Association of Local Authorities and Regions and Swedish National Board for Youth Affairs all cooperate in the Theme Group.

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Preface

'It pays off' has been produced by Payoff AB on behalf of Theme Group Youth.

Theme Group Youth is a joint project run by the National Board for Youth Affairs, Swedish Public Employment Service, Swedish Association of Local Authorities and Regions, Swedish Social Insurance Agency, National Agency for Education, Communicare and National Board of Health and Welfare. We conduct analyses of the surrounding world, produce joint reports and gather, analyse and share experiences from projects conducted in Sweden and other countries using financing from the European Social Fund during the 2007-2013 programming period.

In its dialogue with projects in Sweden, Theme Group Youth has noted both the increasing use of socioeconomic calculations in projects and also that many projects and other stakeholders are requesting information about these methods and their results.

'It pays off' is a joint analysis of the 28 projects that involved over 500 young participants between the ages of 18 and 30. Payoff has performed 'payoff calculations' to investigate the profitability and effectiveness of projects. This report describes the actual profitability of the projects and how soon the investment to break the marginalisation of young people can be repaid.

Theme Group Youth published **Young people outside the labour market. A socioeconomic discussion** in 2010. This was written by Ingvar Nilsson (SEE&OFUS) and is on the same theme. That report describes what constitutes a cost and what constitutes an investment as regards our work to break the marginalisation of young people in the labour market and also that there is a risk of us losing out on important cost transfers between sectors and responsible authorities if we do not have an all-round understanding. The report gives two factual examples of marginalised young people, initiatives and what our possible costs and profits may be – in different sectors and as a whole – if we invest in breaking marginalisation.

'It pays off' was written by Claes Malmquist and Sven Vikberg at Payoff AB, and both the datasets and conclusions contained in the report are theirs.

Theme Group Youth wishes to express its thanks to Claes Malmquist and Sven Vikberg at Payoff AB for their work. We would also like to thank Magnus Björkström, research officer/coordinator of report.

Inger Ashing,
Chair of Theme Group Youth

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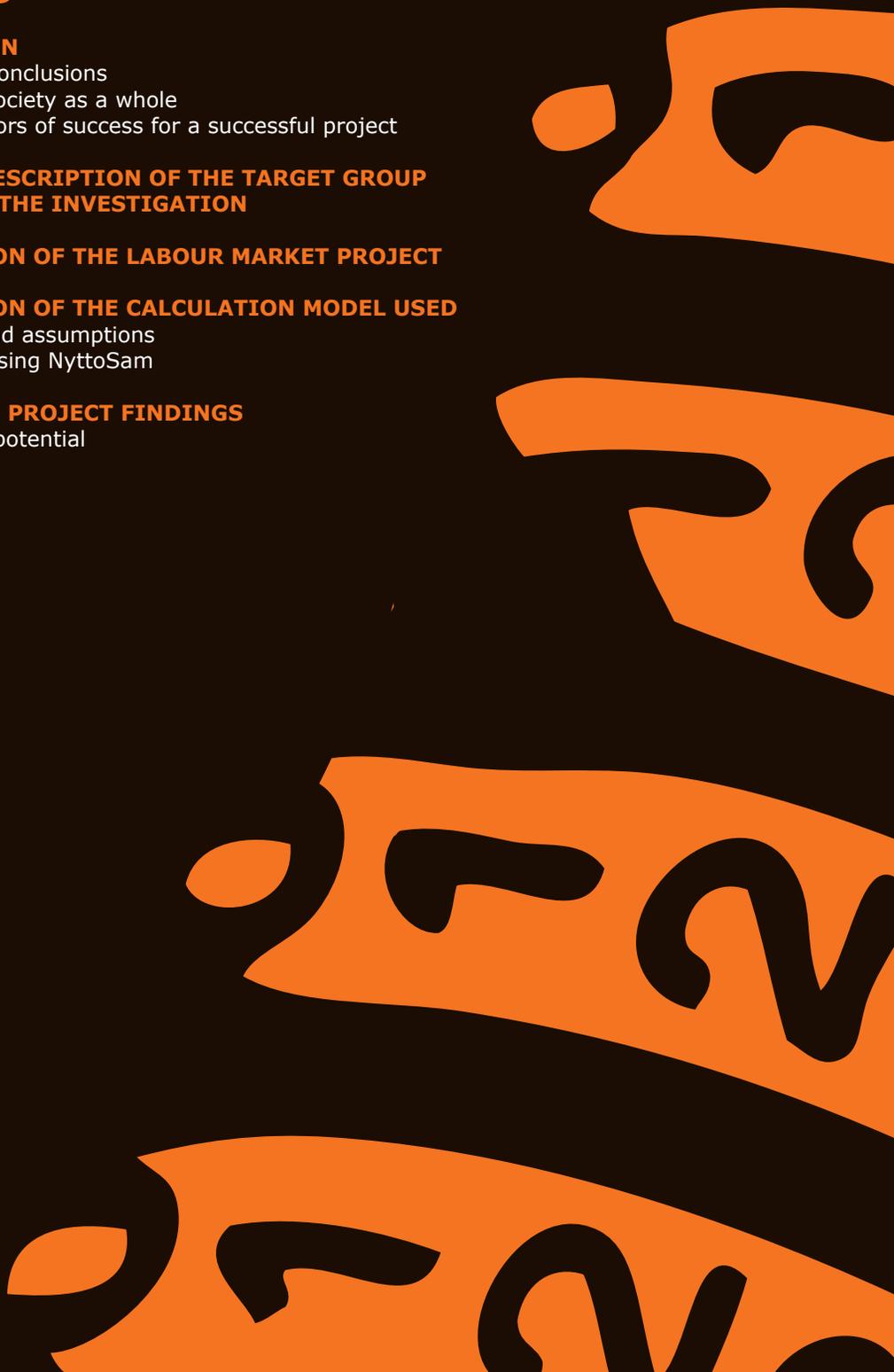
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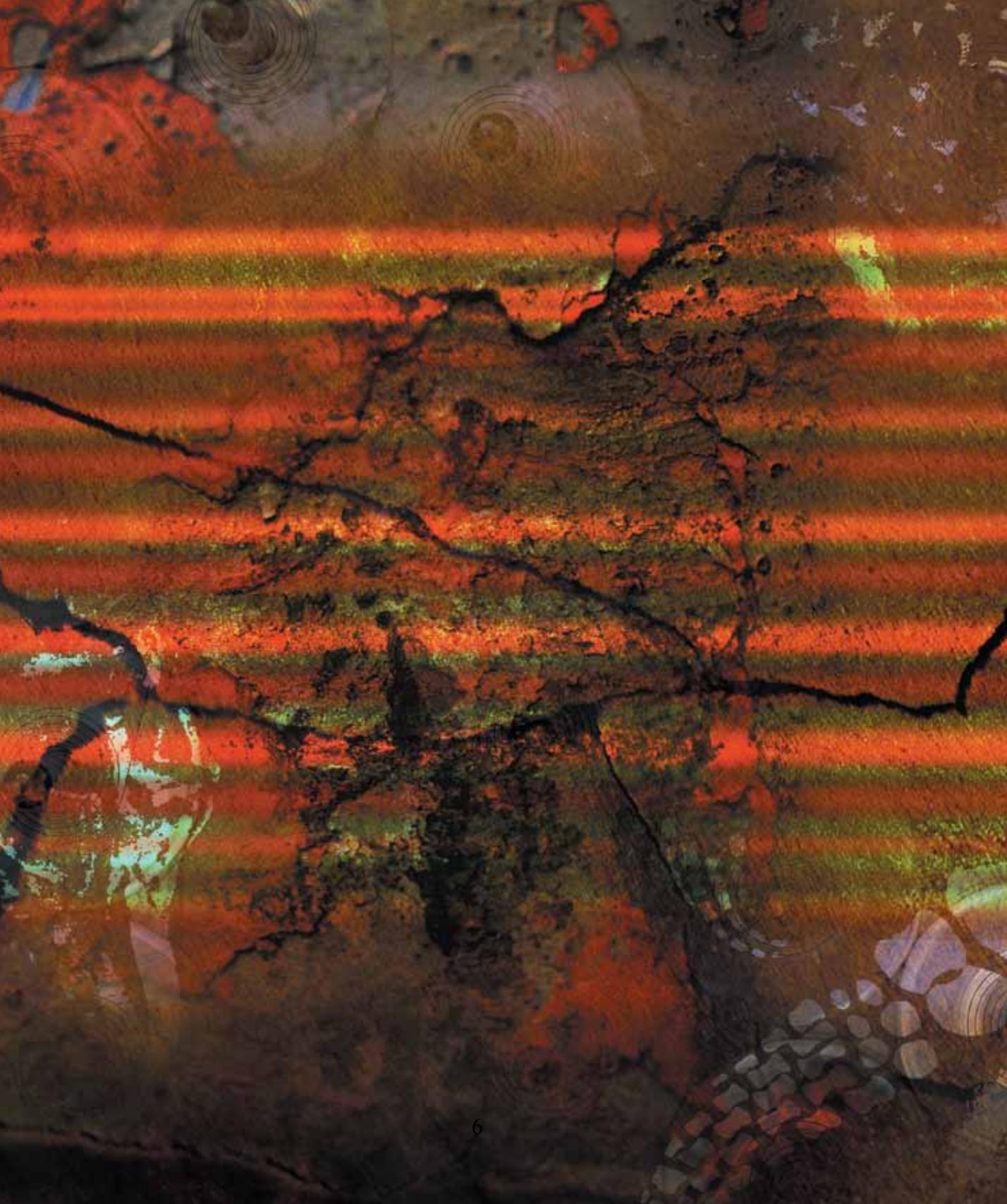
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A reducing labour force owing to more people retiring is presenting us with a demographic challenge. Recruitment to the labour force is too low in relation to those retiring. It is essential that more individuals are recruited to the workforce in the foreseeable future in order for us to maintain and finance our common welfare.

A relatively large group of young people who should be in work – or who should be studying to enter the workforce at a later date – are excluded. This is a group who for various reasons needs special support. It is therefore extremely important to have measures to break their exclusion. There is otherwise a risk of their exclusion becoming permanent and of them being unable to meet the demands imposed by working life.

Since 2007 the consultancy firm Payoff has been monitoring and evaluating a large number of projects aimed at breaking the exclusion of participants. The projects and activities studied are characterised by cooperation between relevant local stakeholders.

The aim is to provide individuals with the support they need as effectively and rapidly as

possible. Coordination associations have been the main clients for projects, but those included in the study are of the same nature as many of the projects currently being financed by the European Social Fund. Payoff has built up an extensive database of the findings derived from their evaluations. This database contains many different key ratios at a socioeconomic level and has been broken down for stakeholders – municipal authority/city, county council/region, Swedish Public Employment Service, Swedish Social Insurance Agency – and for those taking part.

This report describes the findings from projects where the target group was young people or that involved young people. Calculations and reports are based on 592 participants between the ages of 18 and 30 within 28 different projects.

Young adults are currently excluded on a wide scale. This causes problems, both for the individuals themselves and for those close to them. This report primarily focuses on the expected socioeconomic effects, but we do not want to underestimate the problems that exclusion entails for individuals and their relatives.

Summary and conclusions

Payoff has used the NytteSam calculation method to evaluate the projects covered by this report. All of the projects are included in Appendix 1.

The target group for the projects was in the first instance young adults, or young adults formed part of the target group. The findings from the report are limited to participants between the ages of 18 and 30.

Most of the projects evaluated were shown to have the financial profitability expected, but with a wide spread. We were unable to calculate the results with any accuracy as no control groups were used and the follow-up of participants was limited to one year after the term of the project. Forecasts are based on available data and macro-economic theories about the labour market. One important assumption is that the displacement effect (i.e. that new members of the labour force push others aside) is very low when these individuals start step-in jobs, at the same time as many sectors already have high labour needs. Labour needs are enormous in the long run, presenting a huge challenge for society. The assumption is that the existing labour force is flexible and resources can largely be redistributed. The presentation of the results is divided both into different sectors and for society as a whole. In order to understand the terms and terminology we refer to the chapter on *Reporting project findings*.

Profitability for society as a whole

The average socioeconomic potential (i.e. the potential profitability) over a period of one year is just over SEK 600,000 kronor per participant. This potential is based on participants foregoing their dependence on benefits, reducing their reliance on care and nursing services and starting to be productive and pay tax instead.

The profitability generated by the projects is obviously not always as high as the original potential. However, in addition to investments usually having already been recouped within one year, average profitability is also SEK 35,800 per participant in the first year from the participant entering the project. The calculations for subsequent years do not include projects costs and forecast average profitability of SEK 441,000 per participant over five years. There is thus high socioeconomic profitability for an initiative with an average cost of SEK 66,400 per participant. In the longer term profitability naturally accumulates over time and, considering that the gains refer to younger people, the total potential gains up to retirement age are enormous. The median period for a project to pay for itself is seven months. The repayment period is shorter for municipal authorities, but slightly longer for the Swedish Social Insurance Agency and the state taken as a whole. County councils are right on the median. In other words, this means that high profitability is expected for all levels of society, which should be an incentive for municipal authorities, county councils and the central government to work together to break exclusion.

The findings show that it appears to be socioeconomically very profitable to focus on young adults who are excluded from employment and studies.

Some clear factors of success for a successful project

There are many factors that help to expand the labour force and reduce unemployment. Education and training represent very important factors as does the prevailing business cycle. However, special initiatives are required for people who are excluded from the labour market and who have possibly never had a long-



term job or successfully completed vocational training.

A holistic approach to individuals and society has been employed in the projects studied. They have been governed by identifying the needs of individuals and routes to employment. Cooperation across authority boundaries proved to be key as it avoided channelling people back and forth, enabling appropriate routes to be found and taken. The collocation of staffing resources has significantly reduced times and has helped to broaden relevant skills. Access to medical competence, often psychiatric expertise, has been of particular significance. Personal development and guidance with ‘job coaches’ have been both important and successful.

Long-term funding has been significant when organising projects. The cooperating organisations have been included on a board with co-management and have been jointly involved in the practical work.

The report shows that there are many promising projects that address young adults who require the support of society and initiatives to break exclusion. By working with a multi-competent team, cooperating and seeing the full picture, the work was conducted significantly more efficiently and effectively than would have been the case if stakeholders had worked independently.

1. Overall description of the target groups included in the investigation

This study only includes projects with participants under the age of 30. One common feature of the target groups is that the young adults who participated in the projects evaluated were

distant from the labour market, i.e. they were not immediately employable. They were not self-sufficient and were often heavily reliant on society’s care and nursing services.

Table 1. *Projects and participants.*

Number of projects studied	28
Number of participants aged 18-30 yrs included in the study	592
Average age in the projects	24 yrs
- range of ages	18 – 30 yrs
Gender distribution	51 % women
Number of participants per project (average):	21
- range of number of participants	3 – 61 participants
Length of project (average):	41 weeks
- range of length	7 – 117 weeks

2. Description of labour market projects

The clients for Payoff’s evaluations were the coordination associations, which have also run the projects. The mandate of the coordination associations is – through financial coordination – to work on coordinated measures for people who require rehabilitation to achieve or improve their capacity for gainful employment. This represents one means by which the public sector can cooperate and use resources more effectively.

The coordination associations comprise the following parties: Swedish Public Employment Service, Swedish Social Insurance Agency, regions/county councils and cities/municipal authorities. The inclusion of these parties on boards and involving them in the practical work has made initiatives easier both in projects and by speeding up consultations. Using the mandate of the coordination associations as a point of

departure, the practical work of the projects has focused on multidisciplinary work, including cooperation, an integrated approach and reducing the time spent on communications processes. The involvement of the various parties has made it possible to use different skills and to work across sectors, focussing on solutions based on one comprehensive survey. Effective projects employed a methodology whereby young people could be met on their home ground, using their skills and willingness as a point of departure. Coaching represented an important feature.

Schooling for many of the young people had often been confused, with interrupted or incomplete studies and very limited work life experience. It has thus been important to see what resources the individual has, consider her or his wishes and guide her or him forward. In several

cases, rehabilitation measures have been taken at the same time as work experience.

Collocating resources has significantly shortened the working process in terms of time. It has been very important to be able to quickly implement relevant measures as early as possible so that the young people acquire the preconditions to be able to work, get into education, take part in another activity or achieve a better quality of life. Bringing together staff with different skills from the four responsible authorities and people

with extensive experience has made a clear difference. It has been particularly important to have a nurse on the team who could work with participants with various mental and medical problems. A further factor of success was being perceived as a group and able to work between the public authorities in an unpretentious way.

The objectives of the projects involved participants achieving or improving their capacity for gainful employment, improving their quality of life and strengthening social skills.

3. Description of the calculation method used

The model used – NyttoSam – originated from another socioeconomic tool, SamPop. Payoff took over the rights to SamPop from Arbetslivsresurs in 2007. SamPop was originally produced by Samhall Resurs at the end of the 1990s. The model was subsequently further developed, updated and given the name NyttoSam. Part of the model relates to software, which is continually being updated with reference to changes in tax, allowances, standard costs, etc.

Payoff has used NyttoSam to conduct evaluations and analyses of projects and activities, the aim of which is to reduce exclusion in society and increase the degree of self sufficiency for individuals.

In brief, the NyttoSam programme functions in the following way: NyttoSam calculates the economic effects created by surveying an individual's life and sufficiency situation prior to a period of measures and then comparing this with a corresponding situation after measures have been taken. These effects are calculated both for society as a whole and for different stakeholders and the government overall. Stakeholders reported separately are

municipal authorities/cities, county councils/regions, the Swedish Social Insurance Agency, Swedish Public Employment Service, the central government taken as a whole, insurers and the individuals themselves. The structure of the programme is based on the laws, regulations and systems that currently apply to society and also a number of assumptions and delimitations. Tax legislation, the social insurance system, standard costs for various public services, high-cost protection as well as rules for different labour market measures are some of the components of the programme. The report presents the outcome of calculations, but not the extensive formulae used for practical and trademark reasons.

Delimitations and assumptions

A number of delimitations based on established macro-economic theories have been made to support the construction of the mathematical models and formulae underlying these calculations. Without these delimitations, connections become too complex to calculate and interpret.

The following delimitations have been made:

- There are no crowding out effects. For this particular group, which is very distant from the labour market, the jobs created mean additional jobs in the labour market.
- All of the resources released can be redistributed and used when needed, even in the short term. One example is that if care staff have fewer patients as a consequence of the improved health of people outside the labour market, then there are other immediate needs that must be satisfied.
- Any growth in income for individuals results in increased consumption; no savings are made.
- The analysis only includes the economic effects. Any ‘non-economic’ effects on life quality and wellbeing are not included.
- The economic effects included only apply to the specific individual. Any indirect effects caused in respect of the family and those around the individual are not included.
- The calculation presupposes that everything produced by those working/entering work is sought after on the market.
- Revenue for the state in the form of VAT and indirect taxes is based on the production achieved by the individual and not the consumption that he or she may give rise to. For the calculations this means that there is a presumption that everything produced – goods or services – will be consumed in the short or long-term.

- The calculation presupposes that wage subsidies are always adjusted to the individual’s productivity, which means that the employer cannot make any profit on that part of production for which the individual is compensated by subsidies.
- Pay subsidies are inversely related to an individual’s productivity.

Despite the solid and mathematically correct nature of the programme, we would like to emphasise that it is difficult to identify, measure and calculate all of the economic consequences linked to an individual’s rehabilitation. It is particularly complicated to calculate the economic value of ‘soft’ so-called ‘non-economic’ effects, such as improved quality of life, better health, less suffering, etc. that have high potential for economic development. Such effects are not included in the calculations.

Practical work involving NyttoSAM

When making socioeconomic evaluations it is best to implement a total study as part of the project from the outset. Unfortunately this was not considered for the studies included in this report for both practical reasons and reasons of cost. Project studies have therefore been conducted on the basis of a representative sample. However, one of the strengths of this model is that information about the individual’s situation is obtained twelve months before and twelve months after participation in the project. This means that actual results in the short term – one year – lie close to the truth while the results in five years’ time are a forecast based on the previous outcome and the potential that exists.

One inadequacy of the evaluations that form the basis of the calculations in this report is that

there are no control groups. In the majority of cases project owners are of the opinion that a control group cannot be used either from an ethical or purely practical perspective.

The economic outcome should therefore be interpreted with some caution. This particularly applies to forecasts made regarding the long-term effects.

One relevant issue in this context is whether or not the participants could have broken their exclusion on their own without participating in any measures? Although this is a hypothetical question, the point of departure is that there could have been some self-healing without participation in a project.

However, most of the participants in the various projects consider that they would not have been able to sort out their situation on their own.

This is because most of them did not have sufficient resources of their own and were also in complex life situations that led to very advanced exclusion.

Another issue is the reliability of forecasts. Further follow-ups and evaluations should be conducted to monitor projects longitudinally. Although this may be very difficult, particularly with young people who are frequently moving and are not always easy to contact, it would be of particular interest to conduct such follow up. One of the projects in this study focussed on young adults and two supplementary evaluations have been conducted.

The evaluations show an improved trend, both two and three years after participants left the project compared with the situation one year after the project came to an end.

4. Reporting project findings

Payoff uses a number of key ratios to work out the socioeconomic effects. The mean, maximum and minimum values of the following key ratios are reported:

- Socioeconomic potential
- Level of effectiveness
- Project costs and cost per effectiveness unit
- Profitability in the short term (1 yr)
- Profitability in the medium term (5 yrs)
- Payoff period
- Effect on the participants' finances

Socioeconomic potential

The socioeconomic potential is calculated on the basis of the situation in which participants find themselves prior to the term of the project. Maximum socioeconomic potential means the maximum socioeconomic value that can be achieved when the initiative started.

Potential available, short term – prior situation means the annual potential obtainable when participants enter the project. The potential is determined as the socioeconomic scope corresponding to the difference between the value of one full-time post with an average salary (SEK 27,200 per month) plus any real resource use in the form of care and nursing, etc. reduced by any productivity that the participant brings into the project with her or him.

The potential for an individual outside the labour market, who does not overly rely on care and nursing, constitutes approximately SEK

550,000 in the short term; i.e. one year. Conversely, the potential is zero if a participant has an unsubsidised full-time job and does not need any support resources at all in their prior situation.

As shown by Table 2 below, the mean for the potential available, including resource use, in the prior situation is approximately SEK 600,000, with extreme values of SEK 838,600 and SEK 527,000. The potential available is calculated on the basis of there being some productive work of on average SEK 10,000 per participant (almost two per cent productivity) in the prior situation and also that the average reliance on care and nursing services is almost SEK 60,000 per participant: $SEK\ 600,000 = (550,000 - 10,000) + 60,000$.

In the post situation, the potential available fell by approximately SEK 110,000 to SEK 490,000, corresponding to a level of effectiveness of eighteen per cent. This meant that more productivity could be obtained after the end of the project. See more under the heading ‘level of effectiveness’.

The maximum potential available in the long term shows the potential socioeconomic value up to maximum retirement age; i.e. 67 yrs. Although this is just a theoretical figure, it still shows the high values at stake in projects where there is a significant level of exclusion – the mean is just over 24 MSEK per participant.

Table 2. This summary shows socioeconomic potential, short term in the prior and post situation and also maximum potential per participant

	Mean	Max value	Min value
Potential available, short term (one year) - prior situation	SEK 600 413	SEK 838 600	SEK 526 858
Potential available, short term (one year) - post situation	SEK 490 403	SEK 621 163	SEK 320 686
Maximum potential available, long term (up to 67 yrs)	SEK 24 036 001	SEK 32 705 400	SEK 18 668 629

Level of effectiveness

The level of effectiveness may be said to comprise a measure of the project’s productivity, as it measures how much has ‘been produced’ per time unit; in this case one year. In other words, level of effectiveness shows how much of the project’s original potential (potential available, short term – prior situation) was released during the one-year post situation compared with the prior situation. The maximum level of effectiveness possible is 100 per cent, which means that the entire potential linked to a participant entering the project has been released. This means that the person in question got a fulltime post without subsidies and was

also completely independent of various social resources such as medical care, nursing, etc. Total level of effectiveness comprises an effectiveness unit for production, for example work, and an effectiveness unit for use of real resources, such as reliance on care. As shown by Table 3, the mean for total level of effectiveness is 18 per cent, a result of the effectiveness for production and real resources being 12 and 41 per cent respectively. Expressed in Swedish kronor, 18 per cent corresponds to around SEK 110,000 (see also under the heading above ‘Socioeconomic potential’).

Table 3. This summary shows the projects' efficiency, broken down by production and use of resources

	Mean	Max value	Min value
Total efficiency	18 %	41 %	2 %
Efficiency, production	12 %	36 %	- 4 %
Efficiency, real resources	41 %	95 %	- 9 %

Project cost and cost per effectiveness unit

The socioeconomic costs of the projects mean that the cost of total resource use related to the project's implementation is reported. This means that any resources used outside their own budgets must also be included in the total cost. The average cost for society per participant in the projects studied is just over SEK 66,000, with a wide spread between the extreme values; SEK 5,700 and SEK 225,000 respectively. The

cost per effectiveness unit is calculated by dividing the project cost by total efficiency. In this way the key ratio can be said to measure the project's efficiency and is on average just over SEK 7,300. Here, there is also a wide spread between the projects: eight of the projects have a cost per effectiveness unit of less than SEK 1,000, while two have a cost per effectiveness unit of over SEK 35,000.

Table 4. This summary shows the projects' socioeconomic cost and the cost per effectiveness unit per participant

	Mean	Max value	Min value
Project cost	SEK 66 400	SEK 224 600	SEK 5 700
Cost per efficiency unit	SEK 7 310	SEK 41 733	SEK 279

Profitability in the short term (1 yr)
This key ratio is calculated by deducting the project cost from the short-term (one year) income. The mean for society is SEK 35,800 per participant, with a very wide spread (just over SEK 400,000) between the best and worst results. Municipal authorities and county councils also indicate a positive mean, while

the mean for the government as a whole and its various stakeholders is negative in the short term. Above all, figures for the Swedish Public Employment Service have been in the red for most projects, which is due to the special role of the Swedish Public Employment Service in the process to reduce exclusion.

Table 5. This summary shows the projects' profitability per participant for the public sector and its various sectors in the short term

	Mean	Max value	Min value
Public Sector	SEK 35 800	SEK 270 600	SEK - 131 700
Municipal authority/city	SEK 12 000	SEK 67 200	SEK - 23 000
County council/region	SEK 14 500	SEK 193 000	SEK - 39 400
State, total	SEK - 23 900	SEK 44 300	SEK - 148 000
Swedish Public Employment Service	SEK - 33 200	SEK 197	SEK - 110 700
Swedish Social Insurance Agency	SEK - 5 800	SEK 58 900	SEK - 46 100

Profitability in the medium term (5 yrs) This key ratio is worked out by making a calculation based on the short-term income generated during the first year after participants have left the project, and which continues for a further four years and subtracting the cost of measures from this value. Although results are based on a forecast, this shows the potential profitability that may be realised if the short-

term result continues for a further few years. The mean for society per participant is just over SEK 440,000. The reason why profitability is proportionally more after five years than after one year is because the entire project cost is deducted in year one. The income for subsequent years is therefore not 'encumbered' with this item.

Table 6. This summary shows the projects' profitability per participant for the public sector and its various sectors in the medium term, five years

	Mean	Max value	Min value
Public Sector	SEK 441 000	SEK 1 492 000	SEK - 64 000
Municipal authority/city	SEK 122 900	SEK 402 300	SEK - 41 000
County council/region	SEK 118 500	SEK 994 000	SEK - 71 400
State, total	SEK 26 400	SEK 266 000	SEK - 323 400
Swedish Public Employment Service	SEK- 125 500	SEK 9 600	SEK - 416 000
Swedish Social Insurance Agency	SEK 18 700	SEK 322 000	SEK - 222100

Payoff period

The period of time it takes before the cost of the project is repaid to society or to the different sectors is measured using these key ratios. Seven months was the median for the payoff to society for those projects studied prior to this report. There were several projects with the shortest repayment term of one month, while there was one project that was even unprofitable in the long term, which means that there

was no payoff period at all for this project. At a sector level, municipal authorities have the shortest median period of five months, while county councils have a median of seven months. Due to the special role of the Swedish Public Employment Service in the process to reduce exclusion, it is not surprising to find that the Swedish Public Employment Service did not recoup its costs in the vast majority of the projects that we studied.

Table 7. This summary shows the projects' payoff period for the public sector and its various sectors

	Median	Lowest value	Highest value
Public Sector	7 months	1 month	---
Municipal authority/city	5 months	1 month	---
County council/region	7 months	1 month	---
State, total	21 months	1 month	---
Swedish Public Employment Service	---	11 months	---
Swedish Social Insurance Agency	11 months	1 month	---

Effect on the participants' finances

The effect on the participants' own finances was positive for all of the projects evaluated.

Disposable income increased on average by almost SEK 30,000 on an annual basis, with a maximum value of SEK 65,000.

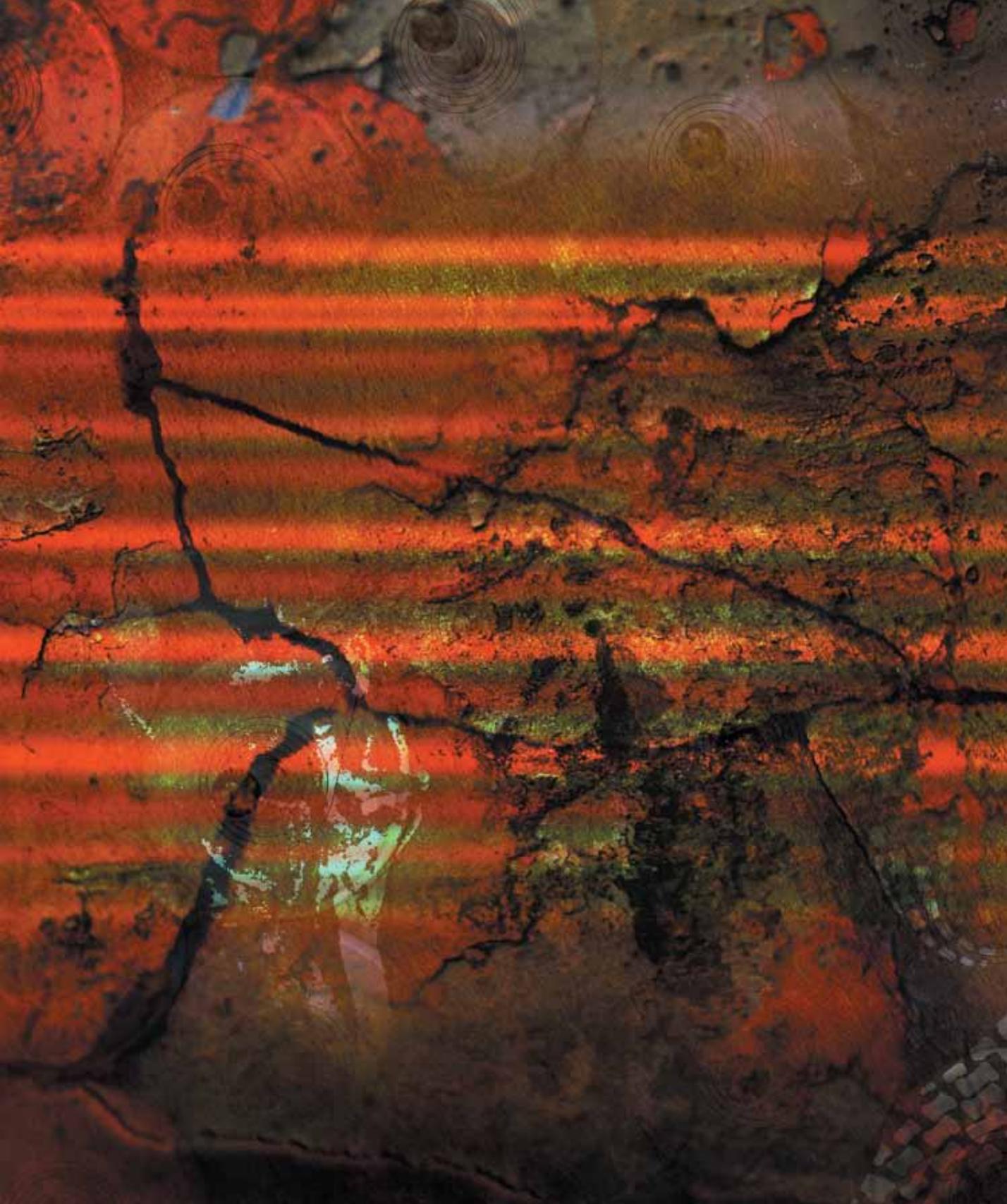
Table 8. This summary shows how the participants' own finances were affected in the short term (1 yr)

	Mean	Max value	Min value
Disposable income	SEK 29 900	SEK 65 400	SEK 7 100

Appendix 1. Summary of projects studied

This provides a brief summary of the projects covered by the report. In addition to the name of the project, it shows the client, the number of participants – both in the project and those included in the report – the effectiveness of the project and its repayment term.

Project	Project owner	Number of participants	Youth project	Level of effectiveness %	Repayment term.
Unga med SA	SF Skövde	10	Yes	36	1
Gemensamma taget	SF Umeå	16		2	---
Utsikten	SF Skellefteå	29	Yes	14	7
Coachingteamet	S Dalarnas SF	12		33	9
Arbetslivscoach	N Västmanlands SF	23		33	3
Utgångspunkten	SF Ale m fl	61	Yes	20	2
Sigma	SF Norra Örebro län	4		4	7
Ungdomscoach	SF Norra Örebro län	28		41	2
Linus	SF Motala	36		7	7
Kuggen	SF Kramfors	17	Yes	8	14
Samteamet	SF Ö Östergötland	11		19	2
ViCan	SF Hisingen	3		6	88
Metod & Matchning	SF Sundsvall	43		15	7
Jobbcentrum	SF Karlskoga	12		16	4
Epsilon	SF Norra Örebro län	26		14	4
Empowerment	SF N Västmanland	29	Yes	11	8
Sambandet	SF Timrå	15	Yes	15	6
Lotsen	SF Borås	30	Yes	39	2
Åtgärdssteamet	SF Mjölby	10		6	10
Columbus	SF Göteborg centrum	30	Yes	15	15
Rodret	SF Hisingen	12		20	6
Tolvan	SF Ö-vik	14		4	75
Mellansteget	SF Skellefteå	6	Yes	7	49
Coachingteamet	SF Falun	25	Yes	18	22
PraktiksamLindesberg	SF Norra Örebro län	26		17	1
PraktiksamNora	SF Norra Örebro län	25	Yes	27	1
PraktiksamHällefors	SF Norra Örebro län	14		33	1
Ayande	SF Göteborg väster	25	Yes	9	22



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This is a joint analysis about the socioeconomic potential in 28 different labour market projects involving over 500 young people between the ages of 18 and 30. This report describes the actual profitability of the projects and how the investments made in respect of work to break the marginalisation of young people can be repaid. The work has been done by Claes Malmquist and Sven Vikberg from Payoff AB.

The report is produced by Theme Group Youth which is assigned to compile knowledge from ESF-projects run during 2007- 2013. Many projects comprise cooperation between several actors in the public as well as in the private sector. To learn more about us visit www.temaunga.se

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