

MAYOR OF LONDON

SHARED

ENDEAVOUR

FUND

# Theory of Change

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# 1. OVERVIEW

The Mayor of London's Shared Endeavour Fund is a prevention funding scheme run by the [Countering Violent Extremism \(CVE\) Programme](#) at the [Mayor's Office for Policing and Crime \(MOPAC\)](#). Launched in 2020, the Shared Endeavour Fund has delivered multiple rounds of grants for initiatives designed to build Londoners' resilience to radicalisation and extremist recruitment, and challenge intolerance, hate, extremism and terrorism in the capital. The Fund is currently administered by [Groundwork London](#) and evaluated by the [Strong Cities Network](#).

The Shared Endeavour Fund offers grants to civil society organisations (CSOs) for projects contributing to one or more of the following priority themes:



## **Raise awareness**

Increase Londoners' awareness of the existence and impact of, as well as counter-narratives to, intolerance, hate, extremism and/or terrorism.



## **Build psychosocial resilience**

Strengthen psychosocial factors that promote resilience to radicalisation and extremist recruitment among vulnerable individuals and groups.



## **Promote prosocial behaviours**

Empower Londoners to safely and effectively challenge intolerant, hateful and extremist attitudes and behaviours.



## **Strengthen prevention capabilities**

Support frontline practitioners in education, social services, civil society and communities to prevent and counter intolerance, hate, extremism and radicalisation in local schools and communities.

This document outlines the Theory of Change for the Shared Endeavour Fund and illustrates how supported projects are expected to stimulate short-, medium- and long-term changes in the knowledge, attitudes and behaviours of beneficiaries. Theory of Change is a planning approach for understanding how and why a project or programme is expected to produce desired results in a particular context. It provides a comprehensive description and illustration of the pathways of change that link programmatic inputs to outputs, then to outcomes and finally to goals. The purpose of this Theory of Change is to support the design, delivery and evaluation of the Shared Endeavour Fund by unpacking the causal processes, assumptions and evidence base that underpin its implementation and results.

## 2. CONTEXT

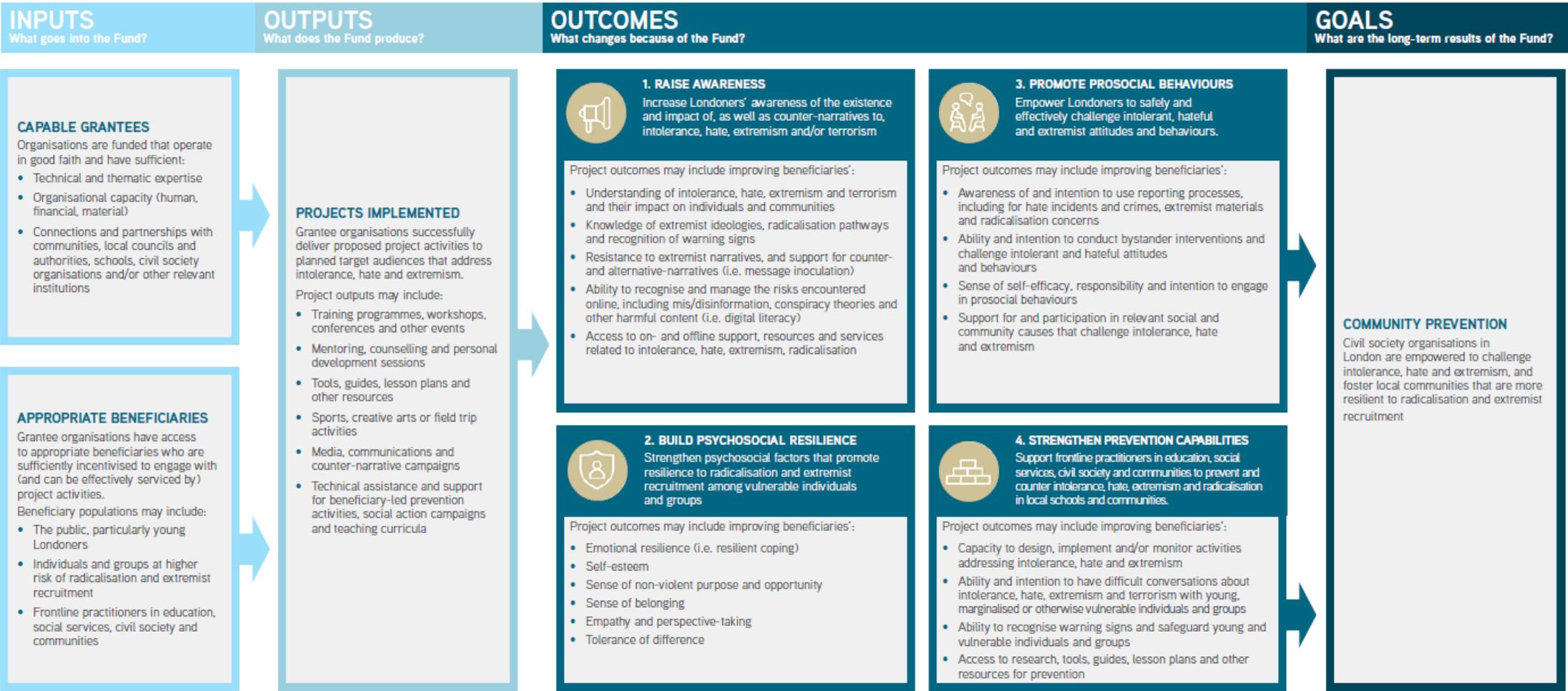
The Shared Endeavour Fund was developed in response to the unprecedented rise in terrorist violence that struck the capital in 2017. London experienced at least four major attacks that year, resulting in the deaths of 14 individuals and the injury of another 138.<sup>1</sup> Over the course of 2017, several other plots were foiled by security services, with reports stating that more than 400 terrorism-related arrests were made that year, a 50% increase on 2016.<sup>2</sup>

In response to the violence of 2017, the UK's Counter Terrorism Police and MI5 launched an investigation into the attacks to determine how future incidents could be prevented. Their report repeatedly underscored the importance of providing resources for local efforts to prevent and counter violent extremism (P/CVE), recommending that the UK government commit to 'build[ing] stronger partnerships with communities, civil society groups, public sector institutions and industry.'<sup>3</sup> Their findings also reflected global developments in the field of P/CVE – a field that increasingly recognises 'invest[ing] in local actors, frameworks and programmes as best practice for successful prevention'.<sup>4</sup>

In response to these recommendations, the Mayor of London Sadiq Khan launched the CVE Programme at MOPAC in December 2017 and charged it with identifying opportunities to improve and renew efforts to tackle intolerance, hate and extremism in the capital. The CVE Programme ultimately identified five areas of action for City Hall to pursue.<sup>5</sup> Underpinning these five areas was a need to empower CSOs to address intolerance, hate and extremism in order to leverage their unique access to, knowledge of and legitimacy among local communities.<sup>6</sup> However, the process also revealed that 'a lack of support, resources and information' was impeding attempts to include CSOs in delivering sustained community-based prevention efforts.<sup>7</sup> London's grassroots organisations reported that existing funding opportunities were often restrictive or entailed too many administrative obstacles; therefore, they were inaccessible to small organisations delivering hyper-local programming.<sup>8</sup> To address this gap, Mayor Khan launched the Shared Endeavour Fund: a small-grants initiative designed to support local responses to intolerance, hate and extremism.

Since the creation of the Fund, the landscape of on- and offline extremism in the UK has continued to evolve, further reinforcing the need for effective local, civil society responses to intolerance, hate and extremism. The COVID-19 pandemic and associated lockdowns in 2020 and 2021 provided fertile ground for extremist movements to advance their agendas, fostering anti-minority hatred while mobilising the public against government countermeasures through harmful conspiracy theories. The crisis helped catalyse an increasingly complex online extremist ecosystem in which the 'boundaries between disinformation, hate speech, harassment, conspiracy theories and extremist mobilisation became increasingly blurred.'<sup>9</sup> The growing 'hybridisation' of the threat environment in the UK has continued since the height of the pandemic. Transnational extremist communities use social media platforms to inflame and exploit local grievances in order to incite violence and hate against vulnerable communities, as well as undermine social cohesion and democratic processes. In the face of these concerning developments, Mayor Khan has maintained his support for the Shared Endeavour Fund and renewed it to deliver repeated rounds of grants for CSOs in London that address intolerance, hate and extremism.

# 3. SHARED ENDEAVOUR FUND LOGIC MODEL



## ASSUMPTIONS What conditions, factors or risks may affect Fund results?

- CAUSAL LINK ASSUMPTIONS**
- Capable grantees apply for and are awarded Shared Endeavour Fund grants.
  - Targeted beneficiaries are relevant to the priorities of the Shared Endeavour Fund and are sufficiently incentivised and able to participate in project activities.
  - The scale and duration of supported projects is sufficient for them to achieve a measurable contribution to the priority themes of the Shared Endeavour Fund.

- EXTERNAL FACTORS**
- Public opinion in London is broadly favourable towards efforts to address intolerance, hate and extremism.
  - Required project partners in local authorities and schools are receptive to the needs of the Shared Endeavour Fund and the organisations it supports.

## 4. THEORY OF CHANGE

The Shared Endeavour Fund is based on the overarching theory that to effectively address intolerance, hate and extremism in London, a whole-of-society approach is required, one that leverages the unique capabilities of local communities and civil society.<sup>10</sup> To ensure that these groups can deliver community-based prevention initiatives, they need funding and support, something which has historically been difficult for smaller organisations delivering hyper-local activities to access.<sup>11</sup> Establishing a small grants programme (i.e. the Shared Endeavour Fund) will empower these organisations to undertake prevention activities in local schools and communities and thus support the Mayor to address intolerance, hate and extremism in London.

### 4.1 Inputs

Inputs are the financial, human, material and information resources used by a project or programme to deliver its activities and produce outputs. There are two core inputs to the Shared Endeavour Fund: capable grantees and appropriate beneficiaries.

#### Capable Grantees

Attracting capable grantees that operate in good faith to contribute to the priority themes of the Shared Endeavour Fund is the first input of the funding scheme. To be eligible for the Fund, applicants must represent a legally constituted organisation with governance procedures that are outlined in a formal constitution. Applicants must also provide their organisation details, safeguarding policy and possess a bank account with at least two signatories.

Beyond these basic eligibility requirements, applying organisations must also demonstrate that they possess sufficient human, financial and material resources to implement the activities outlined in their proposals. This includes dedicated staff time for the projects and operational capacity to manage the planning, delivery and expenditures associated with them. In addition, applicants must possess clear expertise in the subject matter they address and the delivery models they plan to employ (e.g. knowledge of radicalisation pathways and evidence-based counselling approaches). Finally, prospective grantees must show an ability to reach and liaise with people outside of their organisations. This includes a demonstrated capacity to recruit required beneficiaries but may also encompass existing relationships with project partners in schools and local authorities.

#### Appropriate Beneficiaries

Grantees are expected to select beneficiaries that are relevant and appropriate for their projects and salient to the aims of the Shared Endeavour Fund. To be successful, applying organisations must articulate which beneficiaries their project will serve, why those groups are especially in need of the programming they offer and how they will incentivise those beneficiaries' participation throughout the performance period.

In general, the Shared Endeavour Fund is expected to service three overlapping beneficiary populations:

- **The public, especially young people**

This population is very broad and includes any and all local communities in London, particularly children and young people. While this population allows for a wide scope in beneficiary selection, consideration must still be given to ensuring that projects targeting it remain relevant to their intended audience and appropriate for the aims of the Fund. The Shared Endeavour Fund expects that many (though not necessarily all) projects working with this population will be focused on awareness-raising and promoting prosocial behaviours, for example, by exposing students to counter-narratives or empowering them to conduct bystander interventions.

- **Vulnerable individuals and groups**

This population represents those who have demonstrated vulnerability to or are otherwise plausibly at elevated risk of being radicalised into supporting hateful or extremist ideologies or being recruited into extremist groups. Prior research in the field has shown that radicalisation is a complex causal process in which a myriad of psychological, social and material factors intersect to drive individuals towards extremism.<sup>12</sup> This multiplicity of radicalisation pathways also means that individuals may be vulnerable to radicalisation and extremist recruitment, regardless of age, gender, ethnicity, religion, education or background.<sup>13</sup> Prospective grantees working with this population will therefore need to demonstrate why they believe their beneficiaries are especially vulnerable to radicalisation and provide an evidence-based set of criteria for how they have identified and engaged these individuals. The Shared Endeavour Fund anticipates that many (though not necessarily all) projects working with this population will be focused on psychosocial resilience-building, for example, through one-to-one or small group mentoring and counselling projects.

- **Frontline practitioners in education, social services, civil society and communities**

This population represents established community actors and other stakeholders who receive specialised training, such as teachers, social workers, faith leaders and community organisers. Any training provided to frontline practitioners should empower them to independently advance the aims of the Shared Endeavour Fund with other beneficiary groups during the project term and beyond. For example, projects working with this beneficiary population might train teachers to deliver digital literacy lessons in schools, supporting students to recognise and manage the risks they encounter online.

## 4.2 Outputs

Outputs are the direct products or services delivered by a project or programme through its actions and activities. For this Theory of Change, outputs do not include any effects resulting from those products or services.

### Projects Implemented

In the case of the Shared Endeavour Fund, the sole output of the programme is that supported organisations successfully deliver their projects as planned to the beneficiaries listed in their applications. Fund managers do not stipulate the specific form that grantees activities and outputs should take, only that they could reasonably be expected to contribute to their

project objectives and are appropriate for the priorities of the Fund. As part of the application process, applying organisations are required to provide a detailed description of their project, including a list of objectives, scope of work and a plan for beneficiary targeting and selection.

Project outputs may include (but are not limited to) the delivery of:

- Training programmes, workshops, conferences and other events.
- One-to-one or group mentoring, counselling and personal development sessions.
- Tools, guides, lesson plans and other resources.
- Sports, creative arts or field trip activities.
- Media, communication and counter-narrative campaigns.
- Technical assistance and support for beneficiary-led prevention activities, social action campaigns and teaching curricula.

## 4.3 Outcomes

Outcomes are the short- and medium- term effects that a project or programme is expected to produce through the successful delivery of its outputs. They may include changes in knowledge, awareness, skills, access, behaviour or practice, among others. For the Shared Endeavour Fund, projects are anticipated to contribute towards a range of outcomes that have been empirically shown to promote resilience to radicalisation and extremist recruitment, and to prevent intolerance, hate and extremism in local communities. These outcomes have been separated into four categories directly related to the priority themes of the Fund. The list of evidence-based outcomes associated with each theme is non-exhaustive, and applicants may pursue additional outcomes not included in this document.

### Priority Theme One: Raise Awareness

Anticipated outcomes under this theme consist of increasing Londoners' understanding of intolerance, hate, extremism and terrorism and the impacts of these on communities, as well as how to better recognise and manage the risks encountered on- and offline. These outcomes are relevant to a wide range of Londoners, particularly young people; nevertheless, prospective grantees must still demonstrate why selected beneficiaries and boroughs are in greater need of support. Projects focused on awareness-raising are anticipated to reach a large number of beneficiaries with a relatively low volume of contact hours per individual.

Possible outcomes may include (but are not limited to) improving beneficiaries':

- Understanding of intolerance, hate, extremism and terrorism and the impacts of these on individuals and communities.<sup>14</sup>
- Knowledge of extremist ideologies, radicalisation pathways and recognition of warning signs.<sup>15</sup>
- Resistance to extremist narratives and support for counter and alternative narratives (i.e. message inoculation).<sup>16</sup>
- Ability to recognise and manage risks online, including mis/disinformation, conspiracy theories and other harmful content (i.e. digital literacy).<sup>17</sup>
- Access to on- and offline support, resources and services related to intolerance, hate, extremism and radicalisation.<sup>18</sup>

## Priority Theme Two: Build Psychosocial Resilience

The outcomes advanced under Priority Theme Two concern the promotion of protective factors associated with resilience to radicalisation and extremist recruitment. Prospective projects may target a wide range of psychosocial factors that have been empirically linked with resilience.<sup>19</sup> However, they must still demonstrate why selected beneficiaries are plausibly at elevated risk of radicalisation, which risk factors they possess and how project activities will serve to mitigate these risks. Due to the relative difficulty of positively affecting personality traits and associated attitudes, projects focused on building psychosocial resilience are expected to reach a low-to-medium number of beneficiaries, with a relatively high number of contact hours per individual.

Possible outcomes may include (but are not limited to) improving beneficiaries’:

- Emotional resilience – Improve beneficiaries’ capacity to cope with stressful situations in an adaptive, resilient manner as a protective factor against frustration leading to aggression, particularly where this aggression may be displaced on to out-groups.<sup>20</sup>
- Self-esteem – Support beneficiaries to develop greater feelings of self-worth in order to increase their resilience to perceived cultural threats and reduce their potential for scapegoating out-groups.<sup>21</sup>
- Sense of non-violent purpose and opportunity – Help beneficiaries to find a tolerant, non-violent sense of meaning and purpose and thereby reduce their likelihood of finding meaning through identification with hateful or extremist viewpoints.<sup>22</sup>
- Sense of belonging – Reduce beneficiaries’ sense of exclusion and ostracism from mainstream social relations in order to diminish the attractiveness of involvement in extremist communities and organisations, and to reduce their likelihood of engaging in violent or illegal behaviours.<sup>23</sup>
- Empathy and perspective-taking – Increase beneficiaries’ propensity for considering the perspectives and viewpoints of others in order to reduce their likelihood of out-group stereotyping and thus their potential for supporting ideologically-driven discrimination and violence.<sup>24</sup>
- Tolerance of difference – Increase beneficiaries’ acceptance, respect and appreciation for difference and diversity as a protective factor against embracing prejudiced or hateful attitudes and viewpoints.<sup>25</sup>

## Priority Theme Three: Promote Prosocial Behaviours

Prosocial behaviours are voluntary actions intended to benefit other people or society as a whole. They can include a wide range of behaviours like helping, sharing, comforting and cooperating. Anticipated outcomes under this theme centre on equipping and motivating beneficiaries to engage in prosocial behaviours that challenge intolerant, hateful and extremist attitudes and behaviours on- and offline. Like awareness-raising, the outcomes associated with this priority theme are relevant to a wide range of Londoners; however, applicants must still demonstrate why targeted beneficiaries are both in need of (and amenable to) adopting the prosocial behaviours proposed. Depending on the prosocial behaviours selected, projects may work at a variety of reach and intensity levels. For example, a project promoting reporting processes online will likely be high in reach and require a low number of contact hours, while one training youth activists would require significantly more time and would thus have much lower reach.

Possible outcomes may include (but are not limited to) improving beneficiaries’:

- Awareness of and intention to use reporting processes, including for hate incidents and crimes, extremist materials and radicalisation concerns.<sup>26</sup>
- Ability and intention to conduct bystander interventions and challenge intolerant and hateful attitudes and behaviours.<sup>27</sup>
- Sense of self-efficacy, responsibility and intention to engage in prosocial behaviours.<sup>28</sup>
- Support for and participation in relevant social and community causes that challenge intolerance, hate and extremism.<sup>29</sup>

### **Priority Theme Four: Strengthen Prevention Capabilities**

The outcomes advanced under this theme focus on training, equipping and motivating frontline practitioners to carry out activities in their local schools and communities that challenge, pushback or pre-empt intolerance, hate, extremism and radicalisation. Frontline practitioners may include actors in education, social services, civil society and communities that are relevant for achieving the aims of the Shared Endeavour Fund. Applications addressing this priority theme are expected to include processes for monitoring any activities delivered by frontline practitioners during the funding term and assessing the resultant outcomes at both the practitioner and ultimate beneficiary level. These projects are anticipated to reach a low number of direct beneficiaries relative to the other population groups supported by the Fund, with a medium-to-high volume of contact hours per individual.

Possible outcomes may include (but are not limited to) improving beneficiaries’:

- Capacity to design, implement and/or monitor activities addressing intolerance, hate and extremism.<sup>30</sup>
- Ability and intention to have difficult conversations about intolerance, hate, extremism and terrorism with young, marginalised or otherwise vulnerable individuals and groups.<sup>31</sup>
- Ability to recognise warning signs and safeguard young and vulnerable individuals.<sup>32</sup>
- Access to research, tools, guides, lesson plans and other resources for prevention.

## **4.4 Goal**

The goal level of a Theory of Change represents the primary purpose of a project or programme and is the highest-order objective to which an intervention is intended to contribute. Programmatic goals typically reflect a sustained change in the state or condition of beneficiaries and/or society.

### **Community Prevention**

The goal of the Shared Endeavour Fund is to empower London’s civil society to challenge intolerance, hate and extremism and to foster local communities that are more resilient to radicalisation and extremist recruitment. This goal is expected to occur in the long-term over the course of repeated rounds of funding and be achieved through the cumulative effects of Shared Endeavour Fund projects and the sustained support to civil society provided by the funding scheme.

## 5. ASSUMPTIONS

There are several key assumptions underpinning the Theory of Change for the Shared Endeavour Fund. Assumptions are hypotheses about conditions, factors or risks which could affect the progress or success of the Fund and the projects it supports. The assumptions listed in this document fall into two categories: causal link assumptions and external factors.

### 5.1 Causal Link Assumptions

These are causal assumptions about how and why change is expected to occur, and they describe factors that may impact the connections between components in the Theory of Change. The key causal link assumptions for the Shared Endeavour Fund are:

- **Capable grantees apply for and are awarded Shared Endeavour Fund grants.**  
There are a variety of organisations delivering programming in London on topics relevant to the priorities of the Fund that are actively looking to secure grants for their activities. Based on the previous rounds of the Shared Endeavour Fund, it is likely that at least 50 eligible organisations will apply for each funding call. A rigorous, multi-stage review process is in place to ensure that coherent applications, well-aligned with the priorities of the Fund and representative of London's diverse communities, are recognised and awarded grants.
- **Targeted beneficiaries are relevant to the aims of the Shared Endeavour Fund and sufficiently incentivised and able to participate in project activities.**  
Part of the application review process includes assessing the extent to which proposed projects have sufficiently considered how to target and engage intended beneficiaries. The strongest applications will be those in which selected beneficiaries are specified, their needs and vulnerabilities are clearly demonstrated and the means to attract those beneficiaries to participate are appropriately compelling.
- **The scale and duration of supported projects is sufficient for them to achieve a measurable contribution to the priority themes of the Shared Endeavour Fund.**  
The amount of funding offered by the Shared Endeavour Fund is not unlimited, nor is the delivery period afforded to supported projects. However, the previous Shared Endeavour Fund evaluations have demonstrated that an operating budget of £20,000 to £50,000 for projects delivered over 6-months is sufficient to attract grantees capable of producing short-to-medium-term outcomes among their beneficiaries.<sup>33</sup>

### 5.2 External Factors

These assumptions consist of environmental factors that have the potential to affect the results of the Shared Endeavour Fund but are external to it. They are thus outside of the Fund's control. The primary external factors that may impact the Fund and supported projects are:

- **Public opinion in London is broadly favourable towards efforts to address intolerance, hate and extremism.**

Public opinion, either positive or negative, could impact the delivery of Shared Endeavour Fund projects. For example, despite producing positive outcomes for beneficiaries, a given project could be publicly criticised if it is perceived (rightly or wrongly) as working at odds either with another community group or with public sentiment. To mitigate the risk of adverse public opinion, successful grantees will be encouraged to carefully consider their project's public image and communications.

- **Required project partners in local authorities and schools are receptive to the needs of the Shared Endeavour Fund and the organisations it supports.**

To effectively deliver their activities, funded organisations will require the input and support of local authorities, Prevent teams and schools. These actors are essential both for targeting project activities and accessing beneficiaries. Accordingly, applying organisations are selected in large part because of their track record of securing cooperation with required project partners. In some instances, MOPAC may also liaise with local authorities and Prevent teams on behalf of grantees to facilitate connections between these parties.

# ENDNOTES

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