Controlling Migration Fund Evaluation

Overall Report

August 2022
Department for Levelling Up, Housing and Communities

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Contents

Executive Summary **5**

Overview of the Controlling Migration Fund 6
Overview of the evaluation 6
Key findings 7
What works within different local areas and contexts to relieve pressure on local services due to migration? 7
What is the cost effectiveness of different approaches implemented in different contexts? 9
What is good practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities? 9
What issues or tensions are perceived to have arisen between recent migrants and longer-standing residents in areas of particularly high migration? 10
How have resident concerns been identified and addressed? 11
What are the benefits of different approaches to local communities impacted by the interventions? What is the relationship between the contents of a project and benefits to local communities? 12
Recommendations 13
Recommendations for local authorities 13
Recommendations for government 15

1. Introduction **17**

Aims and objectives of the fund 17
Fund activities 17
Evaluation aims, objectives and approach 19
Overview of evaluation activities 21
Project-level evaluations 21
Cost benefit and cost effectiveness analysis 26
Questionnaire toolkit 26
Data-only project consultations 27
Structure of the report 29

2. Methodology **30**

Introduction 30
Scoping phase 30
Establishing impact: project level evaluations 31
Cost benefit and cost effectiveness analysis 33
Capturing benefits to residents 33
Understanding the local migration data landscape: Data-only project consultations 34
Identifying and sharing best practice 35

Methodological strengths and limitations 35

3. Key findings: Delivery 39

Introduction 39
Overview of project delivery approaches 39
What were the key enablers and barriers to delivering projects? 44
To what extent could project approaches be replicated? 52
To what extent could project approaches be scaled up? 54

4. Benefits to local authorities 57

Introduction 57
Evidence and dissemination 57
Capability and capacity 61
Influencing policy and service provision 68
Value for money 71

5. Benefits to communities 77

Introduction 77
Adequate and relevant public services 77
Resident perceptions of local migrants 87

6. Conclusions and recommendations 97

What works within different local areas and contexts to relieve pressure on local services due to migration? 97
What is the cost effectiveness of different approaches implemented in different contexts? 99
What is good practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities? 100
What issues or tensions are perceived to have arisen between recent migrants and longer-standing residents in areas of particularly high migration? 101
How have resident concerns been identified and addressed? 103
What are the benefits of different approaches to local communities impacted by the interventions? What is the relationship between the contents of a project and benefits to local communities? 104
Recommendations 105

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Acronyms

A&E	Accident & Emergency
CMF	Controlling Migration Fund
EAL	English as an Additional Language
EEA	European Economic Area
ESOL	English for Speakers of other Languages
EU	European Union
KCHFT	Kent NHS Community Health Foundation Trust
LAASLO	Local Authority Asylum Support Liaison Officer
DLUHC	Ministry for Housing, Communities and Local Government
NASS	National Asylum Support Service
NHS	National Health Service
NiNo	National Insurance Number
PRS	Private rental sector
UASC	Unaccompanied Asylum Seeking Child/ Children

Executive Summary

Overview of the Controlling Migration Fund

The Controlling Migration Fund (CMF) was launched in November 2016. The CMF aims to help local authorities across England develop and deliver activities to mitigate the perceived negative impacts of recent and unexpected migration on communities in their area. The £140 million fund was available for four years from 2016-17 to 2019-20. The focus of the evaluation was on the first of the two objectives of the fund: to help local authorities experiencing significant recent immigration to ease associated pressure on local services. To meet this objective, the Department for Levelling Up, Housing and Communities (DLUHC) made available £100million to local authorities to deliver projects that aim to address local service pressures, tailored to their context and needs. Local authorities could bid alone or in partnership with other local authorities, public bodies or the voluntary and community sector (VCS). While the primary emphasis is on relieving pressure on public services in a way that delivers benefits to the established population, the fund also seeks to support wider community cohesion and the integration of recent migrants. Interventions also focus on gaining a greater understanding of the local migration data landscape where there is perceived to be a lack of accurate local data. The second objective of the fund - tackling illegal migration through enforcement action to reduce pressure on local areas – was out of scope of the evaluation.

The evaluation covered projects allocated CMF funding between 2016 and 2018. During this period, a total of £73.6million was awarded to local authorities across England to deliver 174 projects[1].

Overview of the evaluation

DLUHC commissioned Ipsos MORI alongside the Migration Observatory at the University of Oxford to conduct an independent evaluation of the CMF in May 2018. The four key objectives for the evaluation were to:

- Identify what works within different local areas and contexts to relieve pressure on local services due to migration and assess the cost benefit of different approaches implemented in different contexts;
- Identify best practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities;

[1] In total, the CMF issued £102 million to 297 projects between 2016 and 2020.

- Identify realised and perceived benefits of different approaches on residents and the wider community; and,

- Identify best practice to share learning across local authorities and partners.

The evaluation applied a theory-based approach to assess the achievement of the CMF's outputs, outcomes and impacts[2]. An initial scoping phase identified key evaluation questions and outlined the evaluation approach to answering them. Specific evaluation activities included:

- **Development of an evaluation framework, common outcomes framework, and questionnaire toolkit**;

- **Project-level evaluations** conducted with 14 CMF funded projects between November 2018 and February 2020, to assess the effectiveness of the various approaches in delivering against their local-level objectives and those of the wider fund;

- **Cost benefit analysis undertaken for six of the 14 projects and cost-effectiveness analysis for five projects**; and

- **Consultations with 10 'data-only' projects**, focused primarily on improving understanding of the local migration landscape. Activities included two interviews with project leads and a review of project outputs, where available.

Key findings

The following sections outline the key findings from the evaluation against each of the overarching evaluation questions.

What works within different local areas and contexts to relieve pressure on local services due to migration?

- Projects that aimed to address pressures on local services benefited from a clear and evidence-based understanding of the underlying causes of pressures and how they relate to local migration. This helped to ensure a proportionate and realistic project design, with a logical link between activities and intended outcomes. Activities that enabled projects to develop a suitable evidence base included: analysis of service-level data on service use over time; supplementing

[2] Theory-based approaches to evaluation use an explicit theory of change to draw conclusions about whether and how an intervention contributed to observed results. For more information, see: https://www.canada.ca/en/treasury-board-secretariat/services/audit-evaluation/centre-excellence-evaluation/theory-based-approaches-evaluation-concepts-practices.html

quantitative data with detailed feedback from service staff; and undertaking Migrant Needs Assessments.

- Where identified pressures related to a specific service, it worked well to engage relevant departments and agencies in the project before delivery and during the design stage. This facilitated buy-in for project aims and objectives and improved coordination between partners.

- Projects that aimed to influence the behaviour of a specific migrant population (in order to relieve pressure on services) benefited from engaging staff or partner organisations with expertise, cultural understanding and relevant language skills. This helped to build trust with target groups and ensure delivery approaches were appropriately tailored to beneficiary needs.

- Early evidence suggests that educational activities to provide recent migrants with information about local services worked well to address inappropriate service use leading to service pressures. Effective approaches included: designing area-specific content on local services and individual rights and responsibilities; providing information through trusted intermediaries (such as volunteers or peer mentors) and utilising known local venues (such as children's centres, charities or community centres); and combining information provision with direct support to help beneficiaries both understand and access services. Approaches that focused on enforcement were considered less effective at engaging groups and building trust and there was limited evidence that such approaches led to sustained behaviour change.

- Projects that hired new staff or established new teams helped to increase the capacity of the local authority to proactively address identified issues related to service pressures. This worked well where projects sufficiently assessed local demand and need. Due to the time and resources required to establish new teams, projects benefited from sufficient lead-in time prior to delivery, and/or ensuring a contingency plan was in place to continue funding posts or teams beyond the project period.

- Activities to reduce service pressures often aimed to increase access to some services in the short-term, before leading to longer-term reductions in service use through reducing uneven, inappropriate or disproportionate use. Therefore, pressure on some services may be expected to increase in the short-term as a result of project activities.

- Where regional differences were identified relating to service pressures, projects demonstrated the benefits of regional coordination. Regional approaches relied

on sufficient buy-in and engagement from local authorities, which can be resource-intensive.

What is the cost effectiveness of different approaches implemented in different contexts?

Two out of the six projects selected for a cost benefit analysis (CBA) were estimated to represent value for money (adjudged by a cost-benefit ratio greater than one). Value for money was most apparent among projects where:

- Outcomes could be robustly evidenced, through quantifiable outcomes data. Projects undertaking direct activities in communities, and that had monitoring processes in place to capture quantifiable data regarding people taking part in activities, were more amendable to cost-benefit analysis.

- Monetary values could be attributed to outcomes, as there was robust secondary data available to monetise outcomes. As such, projects that aimed to improve health and wellbeing or outcomes related to housing tended to be more amendable to cost-benefit analysis. However, where projects could not evidence value for money, this does not mean they lacked social value.

- Projects reached larger numbers of beneficiaries, as monetary benefits typically accrued to each individual. However, for many projects, intended benefits related to a vulnerable minority population. From a social perspective, the intervention may therefore be acting to address specific needs or reduce inequality. As such, the approach may be preferred to an alternative intervention with a marginally higher cost-benefit ratio.

- For some projects, benefits were expected to accrue over an extended period of time. In this instance the 'true' or realised value for money may be greater than can be estimated through a CBA based on the available data at the time of the evaluation.

What is good practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities?

Good practice that emerged from projects in relation to developing new sources of data and intelligence included:

- Having clearly defined objectives and a focus on specific local issues (such as a specific service or population).

- Hiring staff of commissioning research to external organisations with sufficient methodological expertise to design and undertake robust research and identify appropriate methods.

- Integrating strong quality assurance processes on the reliability and validity of data collected and clearly documenting methods undertaken. This ensured findings could be verified and confidently communicated, as well as enabling replication of similar exercises in future.

- Acknowledging the limitations of some national data sets in relation to local migrant populations and trends and planning accordingly (for example, through triangulating different data sets, or obtaining local service-level data).

- Mapping any external data required during the project design phase and ensuring necessary data sharing arrangements were in place between departments or with external services early on.

- Securing buy-in from stakeholders through ensuring the objectives of the research were understood and endorsed. This facilitated access to data and relationships with relevant communities;

- Engaging staff, volunteers or stakeholders who understood the local resident population. This brought knowledge and expertise on local needs, as well as facilitating access to hard-to-reach groups. In some instances, conducting research through an external agency helped safeguard the anonymity of participants, facilitating engagement with the project.

- Undertaking a proactive approach to gathering intelligence as part of project delivery (for example, through conducting observations, street walks and surveys).

- Factoring in sufficient time to conduct baseline, pre- and post exercises where projects were interested in measuring change over time (as opposed to a snapshot at one point in time).

What issues or tensions are perceived to have arisen between recent migrants and longer-standing residents in areas of particularly high migration?

- Overall, data on tensions between recent migrants and longer-standing residents collected or relied upon by projects tended to be of poor quality. This included a heavy reliance on anecdotal accounts or the views and experiences of a small number of residents, service representatives or councillors. More reliable approaches included direct research and consultation activities (although these tended to be at a small scale and not necessarily representative of the wider resident population).

- There was little evidence of insights generated regarding the concerns of longer-standing residents or community tensions between groups. Some local authorities felt that distinguishing between longer-standing residents and recent

migrant arrivals was unhelpful, while for others this was not a priority. While projects acknowledged the need for a data driven understanding of local dynamics between longer-standing residents and recent communities, this was considered beyond the scope of most project activities.

- Projects encountered challenges drawing on existing data sources to understand local community tensions. A common source was resident complaints data, which could provide an incomplete and potentially unrepresentative picture of local issues.

- A number of projects attributed tensions to the divisive media and political rhetoric surrounding the 2016 United Kingdom European Union membership referendum. While these views were generally based on anecdotal accounts by staff and/ or stakeholders, increases in hate crime during the referendum campaign and following the result was presented as evidence in some areas.

- Across a number of projects, resident complaints data and consultation exercises showed resident concerns regarding recent migrants were commonly linked to reduced quality of public space. The causation between recent migration and local issues was largely unproven or considered to be overstated. Exceptions included the Our Liverpool project (which identified low levels of awareness of local waste disposal processes among asylum-seekers due to a lack of access to relevant information) and the Tackling Alcohol Misuse project (which used resident complaints, local resident surveys, litter surveys, CCTV and anti-social behaviour statistics to identify a link between street drinking, poor quality of public space and resident concerns).

- Some projects revealed views among residents that recent migrants did not contribute to the local area. As above, it was not clear whether these concerns related to high migration in the local area or more general perceptions about immigration.

- Project staff and stakeholders often attributed resident concerns about recent migrants to wider factors, including deprivation and residents feeling disadvantaged as areas change.

How have resident concerns been identified and addressed?

- Directly engaging residents to understand their concerns (for example, through resident meetings and consultations or community research activities) helped ensure activities to address resident concerns were relevant and appropriately targeted.

- Projects typically struggled to engage a representative group of residents in project activities. This could lead to a narrow perspective on local issues and limited the ability of projects to understand and address resident concerns. Barriers included: limited project staff capacity or experience in community engagement (including on sensitive topics); ineffective communication regarding the benefits of taking part; difficulties challenging entrenched negative perceptions amongst residents; and low levels of trust in the local authority.

- Projects that engaged migrants and longer-standing residents in joint activities demonstrated improved understanding of different cultures and interaction between people of different backgrounds. This may lead to improved social mixing and community cohesion in the longer-term.

- While some projects made tangible and visible improvements to the local area, this was rarely directly communicated to the wider community. Therefore, while some activities were likely to benefit residents and address concerns, there was limited evidence that these changes would result in improved perceptions regarding migrants or the local area.

- Providing education and advice to more recent migrant arrivals showed positive direction of travel towards encouraging social mixing with longer-standing residents in the longer-term. This was particularly successful when projects then signposted beneficiaries to opportunities to mix with others (such as volunteering opportunities).

What are the benefits of different approaches to local communities impacted by the interventions? What is the relationship between the contents of a project and benefits to local communities?

Wider community benefits from project activities tended to be indirect and/ or intended to be realised in the longer-term. Benefits typically relied on outcomes from project activities being sustained beyond the funded period (for example, beneficiaries applying the knowledge or skills gained through project activities). Identified benefits included:

- Beneficiaries of English for Speakers of Other Languages (ESOL) classes demonstrated increased understanding of social norms and confidence to access local services and interact socially. These activities intended to benefit residents in the longer-term, through improved social cohesion.

- A number of projects aimed to create a welcoming and inclusive environment for all residents, in order to improve social cohesion. Benefits to longer-standing residents included increased empathy and understanding. However, explicitly positive messages may be less effective at reaching people with entrenched negative views.

- Enforcement activities generally showed the most tangible benefits in relation to public space, through addressing environmental issues such as littering or substandard housing. However, it was not clear at the time of the evaluation to what extent these benefits would be sustained.

- Activities that aimed to increase the knowledge and skills of new arrivals generally showed positive direction of travel as beneficiaries intended to use the skills they had learnt and share knowledge gained with the wider community. However, benefits to the wider community resulting from these activities were generally intended to be realised in the longer-term.

- Activities that increased the capacity of services to support all residents, through creating more efficient and effective services (for example, by upskilling staff, improving signposting, and addressing local issues related to service pressures caused by migration) and addressing issues affecting migrants, showed positive direction of travel.

- Benefits to longer-standing residents directly engaged in project activities included the skills, qualifications and experience gained by volunteers.

Recommendations

Recommendations for local authorities

- In order to design project approaches with a logical and well-evidenced link to outcomes related to relieving pressures or tensions in communities, local authorities should take steps to scope and understand the available data on local issues.

- Where gaps in data are identified, local authorities should give consideration to how to collect better and more complete data on migrant populations locally (for example, at a service-level).

- The first step for projects seeking to address resident concerns should be seeking to understand the root of these concerns and to what extent they are held among local residents.

- To minimise potential duplication or work, build an understanding of gaps in support, and establish relationships with relevant external agencies (including third sector organisations) or local authority departments, local authorities should conduct scoping exercises of existing support available and key agencies or third sector organisations working with populations. Where projects seek to increase social mixing, mapping existing local infrastructure (such as Children's Centres or youth clubs) can save time and resources in outreach work to engage populations.

- Where projects seek to work with specific migrant populations or nationalities, local authorities must factor in sufficient time to identify/ recruit staff or partners with the right skills and expertise (including existing connections and/ or language skills).

- Local authorities experiencing local service pressures or other issues linked to particular types of migration should give consideration to whether issues could be addressed through regional coordination with other local authorities. This could involve engaging in regional networks, such as Strategic Migration Partnerships.

- Projects seeking to influence resident perceptions must have a plan about how to engage residents, either directly through project activities or through communicating project activities and outcomes. However, any communications approach must recognise sensitivities involved in explicitly linking local issues to particular populations. Furthermore, local authorities should acknowledge the difficulties of influencing perceptions during a short period of time, meaning time-limited approaches may not be most suitable.

- Depending on the scale and timeframe of the project, local authorities should consider whether establishing teams (a resource intensive exercise requiring a long lead-in period prior to delivery suitable to ongoing issues) or outsourcing funding to extend or adapt existing initiatives or services is more appropriate.

- Where projects rely on key staff members, local authorities should make contingency plans for staff turnover. This could include sharing responsibilities between multiple staff members and taking steps to embed knowledge, expertise or networks in the wider team.

- For projects seeking to evidence value for money, consideration must be given to:

  - the intended outcomes from the project from the outset, including whether intended outcomes are monetizable, based on existing data sources and comparable approaches;

  - whether suitable monitoring processes have been built in, to ensure that quantifiable data on relevant outcomes is collected;

  - whether a counterfactual group can be identified prior to delivery, in order to assess the contribution of the project towards relevant outcomes, where possible; and

  - whether intended monetizable outcomes are short-term (and therefore possible to evidence within the project period), or longer-term (and therefore unlikely to be

measurable within the project period, requiring establishing processes to enable follow-up with beneficiaries).

- Projects should communicate the value of establishing output targets and implementing clear monitoring processes to all project team members and partners. Processes should be embedded during the design and set up period. In some cases, this may require additional administrative resource. This ensures project objectives can be clearly communicated, as well as enabling projects to evidence the added value of projects to commissioners and stakeholders.

Recommendations for government

If a similar fund were to be implemented in future, consideration should be given to:

- striking a balance between ensuring flexibility for local authorities to address local issues and establishing clear monitoring requirements that can be built into projects from the outset. This includes communicating the benefits of robust monitoring and establishing requirements to assess value for money prior to delivery;

- providing local authorities with centralised advice and guidance about how to conduct robust and representative research with residents to capture their views;

- conducting a review of existing central government data on access to services to assess whether they contain sufficient demographic data necessary to provide insight on migrant populations at a local level. Consideration should be given to whether national data sets can be further harmonised to allow for triangulation;

- funding the feasibility of value for money research on the social and economic benefits from better integration of migrants into local communities (such as the benefits and costs of improved social cohesion), with a view to making available reliable and robust secondary data required to quantify economic benefits for this type of project;

- the types of outcomes projects are seeking to address and the extent to which these are measurable or quantifiable in the short-term. While certain types of activities may be more amendable to providing robust evidence of outcomes in the short-term, “softer” outcomes (such as increasing opportunities for social mixing) should not be discounted;

- whether the fund objectives tally with the wider objectives of local authorities to benefit all residents (including new arrival communities). Activities seeking to address gaps in youth services, improve public space or housing standards, may

benefit from a community-wide approach, rather than an explicit link to a migration agenda; and

- opening up funding to direct applications from the voluntary and community sector, given the central importance of the third sector in delivering project activities (including their established relationships with migrant communities and skills and expertise in addressing issues faced by migrants). Attracting applications from the third sector may require a revised branding approach, in order to communicate the benefits to communities (including migrant communities).

1. Introduction

Aims and objectives of the fund

The Controlling Migration Fund (CMF) was launched in November 2016. The CMF aims to help local authorities across England develop and deliver activities to mitigate the perceived negative impacts of recent and unexpected migration on communities in their area[3]. The £140 million fund was available for four years from 2016-17 to 2019-20. The CMF seeks to address two key objectives:

- **Help local authorities experiencing significant recent immigration to ease associated pressure on local services.** The Department for Levelling Up, Housing and Communities (DLUHC) made available £100million to local authorities to deliver projects that aim to address local service pressures, tailored to their context and needs. Local authorities could bid alone or in partnership with other local authorities, public bodies or the voluntary and community sector (VCS). While the primary emphasis is on relieving pressure on public services in a way that delivers benefits to the established population, the fund also seeks to support wider community cohesion and the integration of recent migrants. Interventions also focus on gaining a greater understanding of the local migration data landscape where there is perceived to be a lack of accurate local data.

- **Tackling illegal migration through enforcement action to reduce pressure on local areas.** The remaining £40million of the fund is managed by the Home Office. This strand was made available to support local authorities to work with their local Immigration, Compliance and Enforcement (ICE) team or Immigration Enforcement Local Partnership Manager (LPM) where there is evidence of unavoidable service pressures arising from illegal migration. Enforcement action must be in line with community priorities.

The evaluation focused solely on the first objective above, while the immigration enforcement objective was considered out of scope of the evaluation.

Fund activities

DLUHC commissioned Ipsos MORI alongside the Migration Observatory at the University of Oxford to conduct an independent evaluation of the CMF in May 2018. The evaluation covered projects allocated CMF funding between 2016 and 2018[4]. During this period, a

[3] Controlling Migration Fund: mitigating the impacts of immigration on local communities - Prospectus. November 2016. Department for Communities and Local Government.

[4] The evaluation did not include later rounds of funding. In total, the CMF issued £102 million to 297 projects between 2016 and 2020.

total of £73.6million was awarded to local authorities across England to deliver 174 projects[5]. A breakdown of the fund distribution is depicted in Figure 1.1 below.

The majority of funding (£50.7million) was awarded to 126 mainstream bids covering a variety of themes. A further 32 projects (£8.9million) focused specifically on support for unaccompanied asylum-seeking children (UASC). Another £2.8million was committed to centrally directed pilot projects[6] including:

- £1.1million to trial new ways to support victims of Modern Day Slavery in six local authorities; and

- £1.7million to fund the first year of 35 Local Authority Asylum Support Liaison Officers (LAASLOs) in 19 local authorities with high concentrations of supported asylum seekers. LAASLOs support asylum seekers and their families before and during the 28-day 'move-on' period from government support following a positive decision. The participating local authorities match-funded the second year of the LAASLO pilot in their area.

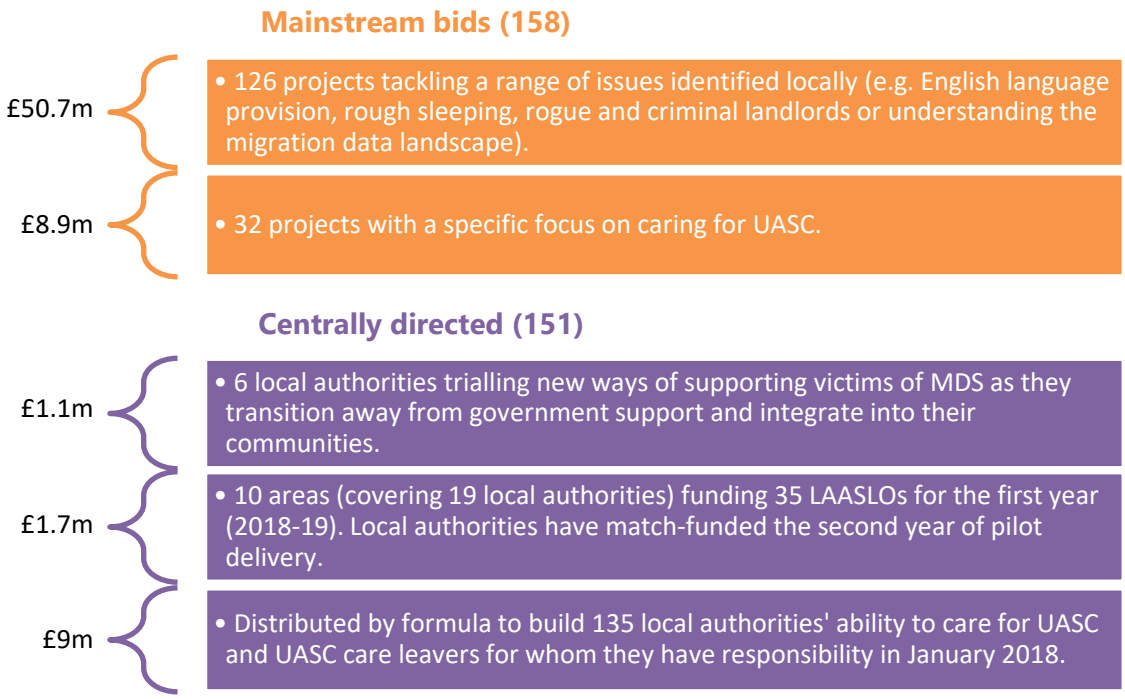
- The remainder of the funding committed during this period (£11.2million) was distributed centrally to develop the capacity of over 135 local authorities to care for UASC and UASC care leavers. The initial £2.2million was distributed in 2017-18 to local authorities experiencing pressures as a result of caring for UASC following the Calais camp clearance. The subsequent £9 million in 2018-19 was disbursed as part of the government's commitment of an additional £21.3million to be distributed across all local authorities caring for UASC[7]. The remaining £12.3million came out of other DLUHC budgets. This funding was out of scope of the evaluation.

[5] A summary of the successful projects can be found here: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733135/Annex_A_summary_of_projects_already_funded.pdf

[6] Centrally directed pilot projects are activities which the fund retains the ability to centrally direct in order to respond to strategic priorities or unexpected challenges as a result of recent migration on local communities and services

[7] Final distribution of UASC Allocation https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/684465/Final_distribution_of_UASC_allocation.pdf

Figure 1.1: Breakdown of fund distribution



Evaluation aims, objectives and approach

Given the unique nature of each funded project, a key aim for the evaluation was to assess "what works" to mitigate the issues identified within local contexts. The four key objectives for the evaluation were to:

- Identify what works within different local areas and contexts to relieve pressure on local services due to migration and assess the cost benefit of different approaches implemented in different contexts;
- Identify best practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities;
- Identify realised and perceived benefits of different approaches on residents and the wider community; and,
- Identify best practice to share learning across local authorities and partners.

The evaluation applied a theory-based approach to assess the achievement of the CMF's outputs, outcomes and impacts[8]. A scoping phase was conducted between June and

[8] Theory-based approaches to evaluation use an explicit theory of change to draw conclusions about whether and how an intervention contributed to observed results. For more information, see: https://www.canada.ca/en/treasury-board-secretariat/services/audit-evaluation/centre-excellence-evaluation/theory-based-approaches-evaluation-concepts-practices.html

August 2018. This included an inception meeting between the evaluation team and DLUHC, a desk-based review of programme and policy documentation and 174 CMF-funded projects; six familiarisation interviews with stakeholders from DLUHC; the development of the fund-level Theory of Change (contained in Appendix 3), a project-typology and a Common Outcomes Framework; and interviews with 10 shortlisted local authorities. The scoping phase identified key evaluation questions and outlined the evaluation approach to answering them. Key evaluation questions and how they relate to the overarching objectives are outlined in Table 1.1 below.

Table 1.1: Key evaluation questions

Objective	***Evaluation questions***
Establishing impact	*What works within different local areas and contexts to relieve pressure on local services on account of migration?* *What is the cost effectiveness of different approaches implemented in different contexts?*
Understanding the local migration data landscape	*What is best practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities?* *What issues or tensions are perceived to have arisen between migrant groups and local communities in areas of particularly high migration?*
Capturing benefits to residents	*What are the benefits of different approaches on residents impacted by the project?* *How have resident concerns been identified and addressed?* *What is the relationship between the contents of a project and benefits to the wider community?*
Identifying and sharing good practice	*What is best practice for sharing learning across local authorities and partners?*

Overview of evaluation activities

The main stage of the evaluation focused on gathering the data necessary to answer the above questions, establish impact and the cost-benefit of proposed solutions, understand the local migration data landscape, perceived and realised benefits among residents and identify and share good practice. The evaluation stages and main activities are outlined in the following sections. Further information on the methodological approach is outlined in Chapter 2 and Appendix 1.

Project-level evaluations

Project-level evaluations were conducted with 14 CMF funded projects between November 2018 and February 2020, to assess the effectiveness of the various approaches in delivering against their local-level objectives and those of the wider fund. Through the inclusion of a diverse set of shortlisted projects, the evidence aimed to build an understanding of what works, for whom and in what context to relieve pressure on local services on account of migration and the cost effectiveness (where feasible) of different approaches implemented in different contexts. Table 1.2 provides an overview of evaluated projects.

Table 1.2: Overview of project-level evaluation project approaches from initial bids

Project name	*Lead local authority*	*Approved budget*	*Project description*[9]
Community Harmony	Wakefield	£433,104	The local authority designed the project in response to resident concerns around the worsening street scene, increasing intolerance, hate crime and overcrowded housing. The project centred on central Wakefield. It aimed to challenge problem landlords, ensure more migrants can speak English and improve relations between young communities through youth work and volunteering, reduce community tensions and create an inclusive and supportive community feeling in the target area.

[9] Source: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733135/Annex_A_summary_of_projects_already_funded.pdf

Project name	*Lead local authority*	*Approved budget*	*Project description*[9]
Schools PEER Integration Accelerator programme	Wolverhampton	£125,350	The project aimed to build the capacity of schools to receive and support international new arrival families, and benefit all pupils within participating schools. The project focused on training teachers, parents and pupils to provide practical support to international new arrival families.
Tackling Alcohol Misuse	Cambridgeshire	£283,347	The project aimed to address alcohol misuse among more recent migrant communities, with the aim of reducing alcohol-related crime and anti-social behaviour, improve health outcomes and promote appropriate use of public health services. The project also aimed to promote greater social cohesion in Wisbech and Peterborough, through reducing anti-social behaviour and littering.
Rogue Landlords and Rough Sleeping	Oxford	£409,319	The project aimed to undertake enforcement action against private rental sector properties not covered by the selective licensing scheme for Houses of Multiple Occupation (HMOs), as well as unlawful dwellings ("beds in sheds") and encampments on public land. A second strand of the project aimed to address rough sleeping among European Economic Area migrants. Through tackling these issues, the project aimed to improve the safety, look and feel of the town, as well as reducing anti-social behaviour, crime and noise.

Project name	*Lead local authority*	*Approved budget*	*Project description*[9]
Sheffield Community Investment Deal	Sheffield	£835,000	The community-based project aimed to respond to concerns from local people about the impacts of recent migration on public services and anti-social behaviour, through funding community development workers and on-the-ground education and enforcement officers; and providing information and better organised local services. The project also aimed to engage established and new communities through community development initiatives to improve their areas.
Healthy Communities	Kent	£853,106	The project aimed to improve the health and wellbeing of the migrant community through encouraging healthier lifestyles and preventing the development of illnesses. The project also planned to deliver cultural awareness training to frontline NHS staff to provide targeted support and improve access to NHS services for the Roma community. This aimed to promote more efficient use of resources by shortening appointment times and reducing the frequency of missed appointments.
Building Bridges	Coventry	£872,472	The project focused on increasing the independence of newly arrived migrants, as well as encouraging positivity towards migration within the host community. Activities included a sustainable programme of community-led English language sessions; a migrant volunteer programme supporting learning and skills development; and a dedicated migrant letting agency aimed at reducing

Project name	*Lead local authority*	*Approved budget*	*Project description*[9]
			homelessness costs for the local authority and taking pressure off social housing (this activity was subsequently discontinued). A youth-oriented strand also aimed to offer safe environments within the local communities for young people from all cultures to come together to access vital support services and share experiences.
Connected Communities	Barking & Dagenham	£1,363,073	The project had three strands: actions aimed at enhancing social networks (in particular across faith, youth and disengaged groups); interventions aimed at managing the impact of rogue landlords and supporting vulnerable tenants; and research aimed at improving understanding of the changes taking place within communities.
Our Liverpool	Liverpool	£2,448,658	A multi-faceted approach to recent migration across Liverpool and four other city-region authorities. Activities aimed to support refugees, asylum seekers and other vulnerable migrants to obtain mainstream benefits and housing, freeing up emergency accommodation; support migrants to access employment, easing pressure on Job Centres; and provide family learning support to enable migrant children to access education more readily. Across Liverpool, the project also aimed to tackle migrant rough sleeping, provide specialist educational support to migrant children to free up pressure on schools and provide ESOL to enable migrants to use services more effectively. The evaluation focused on the

Project name	*Lead local authority*	*Approved budget*	*Project description*[9]
			Community Development strand of the project.
South East Region UASC Training and Outcome Star	Brighton and Hove	£156,609	The project engaged a partnership of the South East Children's Services departments, the South East Strategic Migration Partnership and Brighton & Hove City Council to provide regional training on UASC-specific needs for UASC practitioners in the region and to support the development of a national resource with external specialists for sharing best practise. The training aimed to build consistency in support for UASC across the region and improve integration of UASC into communities.
Building Foundations	Hackney	£265,867	The project aimed to provide specialist support to develop the independence and integration of UASC in the borough. The project also aimed to build capacity in Hackney to provide culturally appropriate, local foster care and supported lodging options for Vietnamese, Albanian and Eritrean UASC. This provision aimed to ease accommodation pressures across the broader population of looked after children in Hackney and increase the diversity of foster care by forging links with under-represented communities.
Welcoming Young Refugees	York	£561,041	The funding was used to train and provide information and support to social workers, support workers and other practitioners, to enable them to more effectively support UASC. In addition, the project aimed to recruit, train and support foster carers and supported lodgings

Project name	*Lead local authority*	*Approved budget*	*Project description*[9]
			providers throughout the Yorkshire and Humberside region. The evaluation focused on the training strand of the project.
LAASLO Pilot project	Bradford	£100,000	Funding for two LAASLOs to support asylum seekers and their families before and during the 28-day 'move-on' period from government support following a positive decision on their asylum claim.
LAASLO Pilot project	Greater Manchester Combined Authority	£850,000	The Greater Manchester Combined Authority received funding for 17 LAASLOs across the 10 Greater Manchester boroughs. 3 boroughs (Manchester, Oldham and Salford) were subsequently selected for inclusion in the evaluation.

Cost benefit and cost effectiveness analysis

In order to assess value for money and the cost-effectiveness of different approaches, Cost Benefit Analysis (CBA) was conducted for six projects for which data on quantitative and monetizable outcomes was available; Cost Effectiveness Analysis (CEA) was conducted on four projects where quantitative measures for outcome(s) existed, but no data (primary or secondary) was available to monetize the outcomes. The key findings from the CBA are summarised in Chapter 3 and the full findings of the CEA and CBA are outlined in full in a separate report.

Questionnaire toolkit

A set of evaluation guidance documents and a questionnaire toolkit were developed and distributed among CMF-funded local authorities not taking part in the evaluations to administer their own resident surveys. This was intended to capture how projects have had an impact on residents in the local community (especially relating to their perceptions around any reduction on service pressures), although analysing data collected by wider local authorities was out of scope of the evaluation. The questionnaire toolkit is included in Appendix 5.

Data-only project consultations

Data-only consultations were conducted for 10 projects that focused solely or primarily on improving the quantity and quality of data, in order to develop understanding of local communities, migration patterns, and service pressure points. The projects and approaches are summarised in Table 1.3 below.

Table 1.3: Summary of data-only projects

	Scale of intervention	*Funding*	*Project objectives*	*Purpose*	*Methodology*	*Research elements*
1	**Region**	100-200k	Collect **insights** about a particular migrant group	To inform service planning	Qualitative	1. Learning events with organisations working with target communities 2. Developing & delivering trainings for staff working with migrant groups 3. Workshops with migrant groups
2	**Local authority Area**	100-200k	Collect **insights** about a particular migrant group	To map the presence, work patterns and locations of specific migrant groups in the LA	Mixed	1. Migrant community survey 2. Employers' survey 3. Statutory & voluntary services survey 4. Focus groups with local services staff, managers and service-users (including migrants)
3	**Local authority Area**	Under 50k	Collect **insights** on migrant experiences	To understand migrants' experience and use of local services and inform service planning	Qualitative	1. Focus groups with service-users
4	**Local authority Area**	100-200k	Collate and collect **data** on migration landscape	To test hypothesis on how the local high population churn affects community resilience	Mixed	1. Analysis of local secondary data 2. Qualitative: case studies and consultations with residents of targeted areas to understand

	Scale of intervention	*Funding*	*Project objectives*	*Purpose*	*Methodology*	*Research elements*
						pressures on services locally
5	**Regional**	More than 300k	Collate and collect **data** on migration landscape	To provide place-based statistical reports for each LA and identify neighbourhoods under pressure	Mixed	**In-House**: 1. Desk-based research bringing secondary data and datasets into a single database 2. Creation of an index of deprivation to establish a measure of change **Commissioned**: 1. Focus groups with community in key research sites
6	**Sub-regional**	Under 100k	Collate and collect **data** on migration landscape	To improve understanding of the changing population	Mixed	1. Survey with local organisations and businesses on number of different minority groups in multiple LAs 2. Workshops with local community groups
7	**Local authority Area**	Under 100k	Gather **intelligence** to tackle illegal activities	To disrupt and dismantle the illegal businesses in one specific area of the LA	Qualitative	1. Creation of an intelligence-sharing information hub to inform enforcement activities
8	**Sub-regional**	More than 200k	Collate and collect **data** to inform better service planning	To understand the population make-up, pressures on services and inform planning	Mixed	1. Analysis of publicly available secondary data 2. Analysis of non-publicly available secondary data held by LA/partners 3. Primary qualitative research (with social services and business managers, staff

	Scale of intervention	*Funding*	*Project objectives*	*Purpose*	*Methodology*	*Research elements*
						and service users)
9	**Local authority Area**	More than 200k	Collecting new **insights** about migration locally	To establish a database to highlight areas with crowded properties and rogue landlords	Qualitative	1. House visits, light touch data collection (key information + observation) 2. Unstructured conversations with residents in targeted areas
10	**Local authority Area**	Under 100k	Collecting **insights** about the prevalence of specific issue in order to tailor services	To map out an estimate of the prevalence of an issue locally, and to inform service planning	Mixed	1. Desk review of best practice in the country 2. Collation and analysis of secondary data from key agencies 3. Interviews with professionals on their service needs

The findings for the data-only consultations are outlined in a separate report[10].

Structure of the report

The remaining chapters of the report are structured as follows:

- Chapter 2 provides an overview of the evaluation methodology, with further detail contained in Appendix 1.
- Chapter 3 outlines the key findings related to the delivery of CMF funded projects, including key barriers and enablers to delivery.
- Chapter 4 outlines the key findings related to outcomes for local authorities. The chapter is structured around the intended impacts of the fund, as outlined in the Theory of Change. It considers progress towards intended CMF intermediate outcomes for local authorities and direction of travel towards longer-term outcomes. Key barriers and enablers for projects to contribute to relevant outcomes is also considered.

[10] Ipsos MORI (2020) Controlling Migration Fund Evaluation Data strategy findings

- Chapter 5 outlines the key findings related to outcomes for communities (including recent migrants and longer-established residents). The chapter is structured around the intended impacts of the fund, as outlined in the Theory of Change. It considers progress towards intended CMF intermediate outcomes for migrants and wider residents and considers direction of travel towards longer-term outcomes. Key barriers and enablers for projects to contribute to relevant outcomes is also considered.

- Chapter 6 contains the conclusions, answering the overarching evaluation questions, and recommendations for local and national government.

2. Methodology

Introduction

This chapter outlines the methodological approach underpinning the evaluation and the activities conducted as part of the evaluation.

Scoping phase

During the scoping stage (June to August 2018), a variety of activities were carried out in order to inform the main stage evaluation approach, outlined below.

- **An inception meeting** between the evaluation team and DLUHC took place in May 2018. The evaluation team also drafted a short information leaflet about the evaluation to be shared with successful projects to promote the evaluation and explain the next steps should they be selected to take part in a project level evaluation.

- **A desk-based review of programme and policy documentation** was undertaken, including relevant policy documentation; background information about the fund; application materials; internal databases and summaries of funded projects; and internal criteria for identifying bids for inclusion in external evaluation.

- **Six familiarisation interviews with stakeholders from DLUHC** involved in delivering and/or designing the fund were carried out in June and July 2018, in order to capture more detailed perceptions of the rationale and goals of the fund.

- **A scoping report** was produced and submitted in September 2019 outlining the full Theory of Change, project typology, evaluation frameworks and proposed evaluation approach for the main stage of the evaluation.

- **A fund-level Theory of Change** was developed, based on the document review and familiarisation interviews. The Theory of Change (contained in Appendix 3) outlined the inputs, activities, outputs of the fund, as well as desired intermediate and longer-term outcomes and impacts. Key risks and assumptions underlying the theory of change were also outlined as part of this exercise. The Theory of Change was reviewed and agreed with DLUHC.

- **A project typology was developed to inform shortlisting for project-level evaluations**. This included a review of the 174 successful project applications. A set of qualifying, primary and secondary criteria were identified to select projects for a project-level evaluation. A longlist of 30 projects was produced and, following feedback from DLUHC, a final shortlist of 15 projects was proposed. Further information on the sampling criteria is outlined below.

- **A Common Outcomes Framework** was developed, building on the outputs and outcomes contained in the Theory of Change. The Common Outcomes Framework identified key measurement indicators mapped across audience groups (local authority, migrants and wider residents) to provide a practical monitoring and evaluation tool for projects. The evaluation team met with DLUHC stakeholders in August 2018 to discuss the ongoing development and potential implementation of the Common Outcomes Framework.

- **Interviews with ten shortlisted local authorities** were undertaken to explore local drivers and context and to assess whether the Theory of Change and Common Outcomes Framework were fit for purpose and resonated with projects.

The evaluation applied a theory-based approach to assess the achievement of the CMF's outputs, outcomes and impacts[11]. The main stage of the evaluation focused on establishing impact and the cost-benefit of proposed solutions, understanding the local migration data landscape, perceived and realised benefits among residents and identifying and sharing best practice. These activities are outlined in more detail in the preceding sections.

Establishing impact: project level evaluations

Project-level evaluations of 14 CMF funded projects aimed to assess the effectiveness of the various approaches in delivering against their local-level objectives and those of the wider fund. Through the inclusion of a diverse set of shortlisted projects, the evidence aimed to build an understanding of what works, for whom and in what context, to relieve

[11] Theory-based approaches to evaluation use an explicit theory of change to draw conclusions about whether and how an intervention contributed to observed results. For more information, see: https://www.canada.ca/en/treasury-board-secretariat/services/audit-evaluation/centre-excellence-evaluation/theory-based-approaches-evaluation-concepts-practices.html

pressure on local services on account of migration and the cost effectiveness (where feasible) of different approaches implemented in different contexts. The following principles underpinned the approach to the project-level evaluations:

- **Theory-based approach:** All project evaluations adopted a theory-based approach. This involved clearly defining the projects inputs and activities as well as their intended outputs, outcomes and impact. The theory-based approach facilitated alignment of project-level approaches with the fund-level theory of change, to understand what evidence each project contributed to the overall performance of the fund.

- **Balancing tailored support and general guidance:** Each project was allocated a Relationship Manager from Ipsos MORI. Relationships managers were the projects' key contact throughout the local evaluation. They provided a dedicated support link and developed a thorough understanding of the evaluation needs, as well as any challenges and constraints.

- **Appropriate and proportionate data collection methods:** In line with tailoring support, Relationship Managers developed a project-specific evaluation plan, taking into consideration the scale of the project and specific activities to decide the most appropriate sample sizes and which methods were most suitable for data collection and analysis (e.g. quantitative vs. qualitative). A summary of the evaluation approach and fieldwork conducted for each project-level evaluation is outlined in Appendix 1.

A long list of 30 projects was reviewed by DLUHC research and policy teams, in order to agree a final shortlist of 15 projects (contained in Appendix 1). One project (Tackling Rogue Landlords, led by Sandwell council) was replaced early on in the evaluation, due to lack of capacity to take part. Another project (Southampton Community Advice, led by Southampton City Council) was later removed due to a lack of capacity to engage with the evaluation, but was not replaced.

The project-level evaluations were conducted in two phases: i) a **design and planning stage** outlining the project-level theory of change (see Appendix 4), evaluation design, and cost-benefit analysis plan (where feasible) and ii) an **implementation stage** in which data collection and analysis took place. These two stages culminated in a final project-level evaluation report.

The possibility of implementing experimental evaluation designs, including Randomised Control Trials (RCTs), was explored and deemed not feasible at a fund level due to the broad range of projects across different regions and local contexts. This would have needed to have been built into the programme design from the outset. The feasibility of identifying local-level control groups was explored during individual project consultations.

However, it was not possible to identify any suitable control groups (explore further in limitations below).

Cost benefit and cost effectiveness analysis

In order to assess value for money, each of the 14 projects were initially assessed through the lens of an eight-step model (outlined in Appendix 1). The assessment involved a review of the availability and suitability of data collected at each of the 14 project sites. Consequently, each project was triaged to one of three methodological groupings:

- **Cost benefit analysis (CBA)**: Six projects were selected for which data was available to construct a counterfactual scenario and monetise net outcomes.
- **Cost effectiveness analysis (CEA):** Four projects were identified where quantitative measures for outcome(s) existed, but no data (primary or secondary) was available to monetize the outcomes. In these cases, cost effectiveness analysis was conducted.
- **No feasibility for quantitative analysis:** For four projects, there was no quantitative measure of outcomes available to the evaluation. Therefore, neither cost benefit analysis nor cost effectiveness analysis could be conducted.

Two models were developed:

- the CBA model calculated project costs relative to the monetizable benefits;
- the CEA model calculated project costs relative to the quantifiable outcomes achieved from each of the CMF interventions (without attempting to monetize these outcomes).

As there was in many instances no robust control (counterfactual) group against which to assess impact, measures of additionality were used to construct baseline values. Where possible, input from project leads were used to inform, validate and refine the assessment of the counterfactual. The detailed findings from the CBA and CEA are outlined in a separate report. Given the nature of the data used in the construction of CBA and CEA models, the accuracy of results produced should be interpreted with caution[12].

Capturing benefits to residents

In addition to project specific tools developed as part of the project level evaluations (outlined above), Ipsos MORI developed a **set of evaluation guidance documents and a**

[12] The Maryland scientific methods scale scores methods for counterfactuals construction on a scale of one to five (with five representing the most robust method). Due to the use of measures of additionally in the construction of the counterfactual, the approach taken for this analysis cannot be attributed a score. Therefore, the accuracy of results produced by the models should be interpreted with a high degree of caution. For more information, see: https://whatworksgrowth.org/public/files/Methodology/Quick_Scoring_Guide.pdf

questionnaire toolkit that could be distributed among CMF-funded local authorities not taking part in the evaluations to administer their own resident surveys. This was intended to capture how projects impacted residents in the local community (especially relating to their perceptions around reduced service pressures). It was beyond the scope of the evaluation to analyse data resulting from any research activities undertaken using the toolkit. The toolkit is included in Appendix 5.

Understanding the local migration data landscape: Data-only project consultations

The "data-only" project consultations aimed to identify best practice to develop new sources of intelligence and data that explore the interrelationship between migration and impacts on local communities. It intended to identify and assess the quality and effectiveness of project approaches to improve these data sources and to share intelligence.

11 projects were identified as 'data only' because their activities were either solely or primarily focused on improving the quantity or quality of data available to develop understanding of local communities, migration patterns, and service pressure points. The project sample was reduced to 10 projects following one project's decision to not engage with the evaluation. The following activities were undertaken:

- An interview at the start of the project with the project leads (10 projects)
- A follow-up interview at a later stage with the project leads (nine projects),
- A review of data collection tools, data analysis tools, and the project outputs that were made available to the evaluation team (10 projects).

A thematic content analysis approach was used to examine the evidence. The baseline and follow-up interviews were comparatively analysed with the aim to understand changes in project delivery between the two data collection points, as well as the project leads' perspectives about project outputs, outcomes and (to the extent possible) impact. Available project outputs, data collection and data analysis tools were collected from the project leads and then coded into a separate framework that examined the aspects relevant for understanding the projects' journeys to deliver activities, outputs, outcomes and disseminate findings. The coding framework focused in particular on the role, suitability and effectiveness of the data collection and/or analysis tools for the intended purpose of the project; the types and nature of the outputs produced; and the extent to which outcomes have been achieved and findings disseminated (in particular, with a view to improving data sources, quality and intelligence about the impact of migration locally). The analysis process involved the identification of themes, similarities, and differences across the projects selected for evaluation. The approach was iterative, in that the

evidence collected in interviews was systematically read and interpreted in conjunction with the coded outputs and tools.

Due to the reliance on evidence from interviews with a small number of participants in each local authority (project leads), the decision was taken not to name the local authorities taking part in data-only consultations in the reporting. This was due to the risk that views expressed could be attributed to specific individuals, even though no one would be mentioned by name in the report.

Identifying and sharing best practice

A key requirement of the CMF is to ensure that local authorities are able to share learning from their projects and to receive actionable insights related to best practice in delivering specific interventions.

Strong monitoring and evaluation of success is not only of benefit to policy makers nationally, but is also a key means of demonstrating to local service commissioners and delivery partners that an initiative is worth continuing to fund in the longer term, or making part of mainstream provision. It may also identify changes to local systems or practices that will lead to better outcomes. As such, it is important to capture and share good practice both in terms of delivery and evaluation.

There are three key ways in which the evaluation shared learning and supported the dissemination of good practice:

- **Developing and sharing the Common Outcomes Framework:** The Common Outcomes Framework was shared by DLUHC with all CMF-funded projects in April 2019;
- **Evaluation reporting:** Reporting outputs included 14 project-level evaluation reports providing a rich and detailed assessment of project delivery and progress towards CMF outcomes; two reports outlining the findings from the Cost Benefit Analysis for six projects and the Cost Effectiveness Analysis for five projects; and a data-only report synthesising findings from the data-only consultations.
- **Developing thematic learning pieces:** Various thematic learning pieces were developed for local authorities. These included a Common Outcomes Framework and questionnaire toolkit; and learning summaries based on the overall findings from the evaluation.

Methodological strengths and limitations

Methodological strengths

- A Theory of Change model underpinned all aspects of the data collection, analysis and reporting (e.g. the structure of research tools, including depth interview topic guides) to allow for effective triangulation and quantification of evidence;

- A variety of data collection methods were used to triangulate evidence against each evaluation question, including quantifiable and objective output and outcome measures where feasible;

- Aligning the project evaluation approaches with the overarching fund evaluation design through comparative analysis and an underlining theory of change enabled effective synthesis of findings;

- The evaluation team worked collaboratively with experts from the Oxford Migration Observatory and key policy stakeholders to validate and check the approach and emerging findings;

- The approach ensured limited evaluator bias by drawing on evidence review and analysis conducted by different members of the evaluation team;

- A diverse strategy technique was employed for the project level evaluations to exemplify a diverse set of characteristics in order to explore and confirm outcomes achieved and whether these have been achieved through the same or different causal mechanisms. While this approach may limit conclusions about replicating models elsewhere, it was possible to identify and map different combinations of delivery mechanisms against anticipated outcomes and whether these were achieved in order to unpick how different project components might interact to lead to a positive outcome.

- Project-level evaluations typically collected a range of qualitative data from different stakeholders, which contributed to a well-round analysis of the project's activities. This included project staff, wider stakeholders (such as third sector organisations or councillors) and beneficiaries (including traditionally hard to reach audiences including refugees and rough sleepers).

- Project-level evaluations typically involved strong communication between delivery staff and the Ipsos MORI Relationship Manager, which allowed for a transparent and honest relationship which further strengthens the credibility of the evaluation findings.

- A number of project-level evaluations considered a range of monitoring and secondary data, shared by the local authority, which provided further context and evidence on the achievement of CMF and project outcomes and some evidence of change over time.

Methodological limitations

- The CMF was not designed or implemented in a way that made it possible for the evaluation to capture the additional impact of the CMF as a whole (i.e. to compare what would have happened in the absence of the fund);

- Not every aspect of all projects were suitable to conduct cost benefit analysis (CBA). Some initiatives intended to achieve primarily social outcomes which lacked clear monetizable benefits (such as increasing social mixing). As a result, six projects were selected for a CBA;

- Projects were in varying stages of development depending on the progress and speed of implementation. This limited the ability to collect baseline measures from participants;

- Evaluation activities were only able to assess the impact of projects over a one to two-year period. This was due to the time-limited nature of the funding received, as well as the timing of the evaluation. Outcomes such as sustained behaviour change were out of scope of the project level evaluations as it is not possible to know if these outcomes will be sustained over such a short time frame. However, measures to capture intended/ current behaviour change were incorporated into the research tools in order to provide an indicative assessment;

- It was not possible to identify control groups for any project-level evaluation. Challenges included: the area-specific nature of many projects (meaning that it was not possible to identify comparable areas for suitable control groups); the vulnerability of many participants, meaning that restricting access to project activities in order to develop a control group was not considered appropriate (while eligible participants not already engaged in the project were not considered to be representative, as they may be unwilling to engage in activities); and the minority status of many participants, which made it challenging to identify comparable control groups. Project delays and changes to delivery approaches further compounded the evaluation's ability to identify control groups. The lack of a control group limited the ability of the evaluation to assess to what extent project outcomes related to project activities.

- Many projects did not have suitable monitoring systems in place to enable the evaluation to assess to what extent project outputs had been met or engage participants of one-off activities in subsequent evaluation activities. In some cases, this was due to a lack of capacity among project staff or commissioned delivery providers to collect monitoring information.

- In some cases, it was not possible for the evaluation to put in place data-sharing agreements between the local authority and DLUHC within the evaluation period. The local authorities were the data controllers for their projects, and it was not a requirement of the funding for them to share any personal data with the evaluation. Where possible, DLUHC set up data sharing agreements with the local authorities in the evaluation. Under the Data Protection Act, data can only be shared if the data subject is informed of this in a privacy notice. In circumstances where the project had already started, or where data was collected under the local authorities' existing privacy notice (which did not state that data may be shared for evaluation purposes with DLUHC), a data sharing agreement could not be reached. The process was also challenging due to the length of time required to agree individual agreements, the sensitivity of some of the data collected at a local authority level (including special category demographic information on ethnicity and gender). Where a data sharing agreement was not in place, it was not possible for projects to share personally identifiable information with the evaluation. In these cases, the evaluation relied on project staff to share information about the evaluation with project beneficiaries, to enable them to "opt in" to take part based on consent. In other cases, monitoring data was shared at the aggregate level (i.e. total numbers of participants).

- The evaluation lacked evidence of resident perceptions, due to limited evaluation activities with wider residents. In some cases, this was due to residents not being directly engaged in activities during the evaluation period. The evaluation lacked capacity to recruit residents not engaged with the project in evaluation activities. In other cases, projects lacked the capacity to administer surveys to participants, or suitable monitoring processes to follow up with wider resident participants (as above).

The methodology, including the risk register, is outlined in more detail in Appendix 1.

3. Key findings: Delivery

Introduction

This chapter provides an overview of the key findings related to project delivery. Data for this chapter draws primarily on the findings from the 14 project-level evaluations, with consideration also given to the 10 data-only project consultations. It starts with an overview of the delivery approaches, including how local needs were identified; how projects were designed and the different delivery approaches; and how staff, partners and beneficiaries were engaged and recruited into the project. It goes on to consider what delivery approaches appeared to work well and what the key challenges were. Individual project approaches are outlined in the project logic models, contained in Appendix 4.

Overview of project delivery approaches

Project rationale and identification of local needs

Motivation to apply for CMF funding was based on an assessment of local issues that local authorities intended to address through project activities. Across the 14 project-level evaluation projects, these can be grouped into three inter-related categories:

1. **Pressures on public services**, which local authority staff attributed to:

    - a lack of local capacity, expertise or infrastructure to support increases in local migrant populations. In some cases, this was a general increase or population "churn" (the number of people moving into and out of an area), while other projects identified specific populations (such as international new arrival pupils in schools or Unaccompanied Asylum-Seeking Children (UASC)) that were considered to place disproportionate or uneven pressure on specific services (such as schools; housing and homelessness services; and primary and secondary health services);

    - improper use of services by recent migrants (such as use of Accident and Emergency (A&E) services instead of General Practitioner clinics (GPs), late registration of children in schools, or improper waste disposal). Projects commonly attributed this to low levels of understanding about how to access or use services and/ or specific barriers to accessing services for certain groups (for example, due to migration status or nationality); and/ or

    - high needs identified among local migrant sub-groups related to specific services (such as homelessness, exploitation, English language needs, or specific health needs).

2. **Tensions between recent migrants and longer-standing resident communities,** which local authority staff considered to manifest in negative perceptions of and hostility towards recent migrants, increased hate crime incidents and/ or low levels of social mixing. Local authorities attributed these tensions to:

    - **Local issues perceived by residents to be caused or exacerbated by recent migrant arrivals** (such as environmental issues; anti-social behaviour; or pressures placed on local services);

    - Perceptions among longer-standing residents of **unfair treatment in relation to council or public services** compared to recently arrived migrants;

    - A **lack of understanding between recent migrants and longer-standing communities**. This was often linked to lack of opportunities for people from different backgrounds to come together in the local area, and/ or low levels of English language among recent migrant arrivals.

    - **Hostility among longer-standing resident communities towards more recent migrant communities** due to anti-immigration views.

3. **Poor accommodation standards** in the local area, which local authorities attributed to:

    - High turnover in private rental sector (PRS) accommodation as a result of transient migrant populations;

    - High levels of housing insecurity among migrant communities, due to a lack of understanding of their housing rights and responsibilities, as well as barriers to accessing secure housing;

    - Unscrupulous, or “rogue”, landlords exploiting migrants, due to their vulnerability and reliance on PRS accommodation.

As outlined in Chapter 2, the 10 data-only consultations were selected due to their focus on **improving the quantity or quality of data on local communities, migration patterns, and/ or service pressure points**.

Among the 14 projects selected to take part in a project-level evaluation, local authorities relied on a combination of data sources to evidence the local issues and needs outlined above. These included:

- Primary data sources (either internal local authority sources, or collected by wider agencies), including: data from residents’ surveys used as evidence of resident concerns or levels of community cohesion; data collected by local

schools (registration, attendance, attainment, new arrival pupils, children with English as an Additional Language (EAL)); local crime data; data on the geographic distribution of migrant subgroups (such as UASC or asylum-seekers); data collected by housing teams on local housing issues; hate crime data; waiting lists for services (such as schools or ESOL placements); data from hospitals and healthcare services (admissions, service access); and Census data on population change (including ethnicity, nationality and country of birth);

- Published studies evidencing local service pressures or needs among specific migrant communities (such as Roma), including: research studies by academics or third sector organisations; migrant needs assessments; evaluation reports for previous projects; and/ or local authority integration or cohesion reports (four projects).

- Resident complaints data, specifically regarding environmental issues (three projects);

- Anecdotal data evidencing either local service pressures or resident concerns, including views and experiences of local authority staff, councillors, public sector organisations, or third sector organisations (12 projects); and

- Secondary sources (such as media and newspaper articles) included as examples of resident concerns and/ or perceived tensions in communities (three projects).

Project delivery approaches

All projects planned to undertake a range of activities to address local needs, in part due to the range of (often overlapping) local issues identified. Almost all projects (12) included multiple activity strands addressing different, but related, issues[13].

In most cases, projects built on existing provision through extending projects or services. This took the form of building on a pilot project or extending existing services (such as ESOL classes) to reach a new audience. It also included projects adapting existing services to meet the specific needs of migrant groups (for example, by delivering activities aimed at increasing the accessibility of services among new communities). The effectiveness of different delivery approaches at contributing towards intended CMF-level outcomes is explored in the following chapters.

Where initiatives were entirely new to the area, this was often due to these projects identifying a specific gap or pressure related to recent migration (such as newly recognised

[13] The only exception was the LAASLO projects in Bradford and Greater Manchester, through which LAASLOs provided one-to-one support to newly recognised refugees.

refugees, Eastern European migrants or UASC) that was perceived to require new approaches or services.

The main project activities delivered by the 14 projects included:

- Delivery of training to local authority staff and/ or external stakeholders (six projects);
- Provision of direct support services for migrants and/ or wider residents (12 projects);
- Signposting or referring migrants and/ or wider residents to existing services (10 projects);
- Delivering awareness-raising activities (including on the local area, how to access services, or rights and responsibilities) (10 projects);
- Engagement events or “listening” activities with migrants or wider residents (five projects); and
- Enforcement activities (three projects).

Projects included localised (ward-level), local authority-wide and/ or regional approaches to activities:

- Localised, ward-level approaches focused on a small number of specific wards to address identified issues. This was often to pilot a new approach with a view to subsequently rolling out to a wider area. For example, the Community Harmony project focused project activities on a single ward in the city and the Community Development strand of the Our Liverpool project identified three wards for community development activities (four projects).
- Local authority-wide approaches involved activities across a city or borough, with activities often centrally coordinated by the local authority. For example, the Building Foundations project involved activities for UASC supported by Hackney Borough Council, coordinated by a specialised UASC Unit within the borough’s looked-after children’s services (eight projects).
- Regional approaches operated across multiple local authorities and involved central coordination from a regional body. For example, the Welcoming Young Refugees project and the South-East region UASC Training and Outcomes Star project engaged local authorities across Yorkshire and the South East respectively, and were both coordinated by staff in the regional Strategic Migration Partnership (SMP) (six projects).

While most of the 14 projects aimed to benefit both migrant communities and longer-standing residents, migrants were often the main target beneficiary group directly engaged in project activities. Projects defined target migrant beneficiaries in a variety of ways, including:

- Nationality and/ or ethnicity, such as Eastern European or Roma communities (four projects);
- Migration status, such as asylum seekers, refugees, UASC or European Economic Area (EEA) migrants (seven projects);
- Specific vulnerabilities or issues considered to be locally prevalent among migrant groups (such as vulnerability to exploitation by rogue landlords or low levels of English language) or where gaps in support provision were identified that affected specific migrant groups (such as support for alcohol misuse, homelessness or mental health) (10 projects); and/ or
- Linked to the above, a number of projects identified needs that were considered to be more prevalent among more recent migrant arrivals, including addressing specific information and support needs. For example, the Community Harmony and Our Liverpool projects included activities to provide information on recycling to more recent migrant arrivals, who were considered to lack this knowledge. However, no project excluded beneficiaries based on their length of time living in the UK. In some cases, needs considered to be prevalent among more recent migrant arrivals (such as English language needs, or low levels of understanding of local services) were found to also exist for residents who had lived in the area for a number of years (including some naturalised British citizens) (six projects).

In some projects, the above categories were not mutually exclusive, while other projects (or specific strands) had a clear focus on a specific group. Furthermore, length of time in the UK or local area was not a prerequisite for project participation for any project, with projects instead basing eligibility on need for the intervention.

For most projects, “residents” were broadly defined and not dependent on fixed eligibility criteria (such as length of time in the area or nationality), with the exception of the *Building Foundations* project, which sought to recruit residents from specific nationalities to become foster carers. Instead, it was generally conceived of as either all residents in an area (including migrants), “longer-standing” residents (i.e. people living in the area longer than more recent migrant arrivals) and/ or “wider” residents (i.e. not including the main migrant beneficiary group). Where the longer-standing or wider resident community was directly engaged through projects, this was through:

- Activities to capture local resident views or publicise project initiatives (e.g. events, door-knocking, community events or forums) (four projects);
- Events held in the community and open to all residents (five projects); and
- Employment or volunteering opportunities as part of the project (six projects).

Projects also aimed to reach the wider resident community indirectly. This included through activities that aimed to improve services or standards for all residents, or to increase social mixing in the longer-term by providing support, information or advice to recently arrived migrant residents. This is explored further in Chapter 5.

What were the key enablers and barriers to delivering projects?

This section outlines the key barriers and enablers to project delivery across the 14 project-level evaluations, taking into account the varied local contexts and delivery approaches. Enablers and barriers that impacted the contribution of projects towards CMF-level outcomes are explored in more detail in the following chapters.

Project design

A clear understanding of local needs, based on robust and up-to-date evidence of both local services and the views and needs of target groups (including migrant communities and wider residents) provided a solid foundation for projects to ensure activities were relevant and appropriate to the local area. Local authority level data (for example on homelessness and rough sleeping or educational attainment) enabled projects to identify high-need areas and/ or high-need populations (such as a rise in European Economic Area (EEA) rough sleepers identified by the Oxford *Rogue Landlords and Rough Sleeping* projects). The benefits and limitations of local-level data is explored in more detail in Chapter 4 and a separate report that includes findings from data-only consultations[14]. Where robust or suitably detailed data on local population or needs was not available (for example, data broken down by nationality, ethnicity or length of time in the UK), conducting consultations with local organisations or drawing on existing local research helped to address gaps. Examples included local Migrant Needs Assessments, often focused on health (the basis of the *Tackling Alcohol Misuse, Building Bridges* and *Healthy Communities* projects)[15], or Cohesion and Integration Needs Assessments (drawn upon in the design of the *Connected Communities* project)[16].

Undertaking local mapping or scoping exercises prior to project design also provided rich evidence of local needs, including for specific groups. For example, project staff on the

[14] Ipsos MORI (2020) Controlling Migration Fund Evaluation Data strategy findings
[15] Kent County Council Public Health (2015) https://www.kpho.org.uk/__data/assets/pdf_file/0019/43804/Gypsy-Roma-and-Traveller-IR-August-FINAL.pdf
[16] The Barking and Dagenham cohesion and integration strategy for 2019-2024 https://www.lbbd.gov.uk/cohesion-and-integration-strategy

Building Bridges project described working closely with internal local authority staff and third sector partners to understand local integration services available and the needs of local migrant communities. In addition, undertaking pre-engagement work helped local authorities to raise awareness of the project and secure buy-in from key partners (within the local authority and externally). This also saved time during delivery, enabling projects to get off the ground faster and run smoothly (explored in more detail below and in Chapter 4).

Projects that relied on limited or partial data were not always as relevant or appropriate to addressing local needs. For example, the *Rogue Landlords* strand of the *Rogue Landlords and Rough Sleeping* project relied on resident complaints data as evidence of the scale of the issue of beds-in-sheds (explored further in Chapter 5).

Where project approaches were new to an area, an in-depth understanding of existing local services and organisations ensured projects did not duplicate existing work. Where projects did not undertake scoping work prior to designing the project, or gaps existed in local-level knowledge, this could lead to duplication of work and potentially reduce the relevance of projects to target groups. For example, LAASLO project staff in Bradford found that some local charities already provided advice and support to newly recognised refugees, which initially caused confusion and reduced support for the project among local third sector organisations. Similar issues were experienced by the *Sheffield Community Investment Deal* project. Clear communication with local organisations delivering relevant services helped overcome these challenges (explored further in Chapter 4).

Ensuring project activities were suitably tailored to local contexts was more challenging for projects delivering activities across multiple areas with distinct needs. In some cases, this led to delays to delivering activities to beneficiaries. For example, *Tackling Alcohol Misuse* project staff took longer than expected to agree an area-specific approach, due to varied local needs in the two project areas (Peterborough and Wisbech) and different commissioned delivery partners. This delayed delivery of direct support to beneficiaries.

Ensuring activities were appropriate was also more challenging where projects aimed to engage a diverse range of beneficiaries. On the *Building Foundations* project, staff found that some female UASC were reluctant to take part in some activities where they made up the minority of participants. *Connected Communities* delivery staff initially struggled to engage Eastern European residents in ESOL classes and engaged an additional partner to deliver separate classes for this group to overcome barriers. On the *Community Harmony* project, staff highlighted how the diverse needs of different beneficiaries made it difficult to plan ESOL classes, as some beneficiaries required creche facilities or gender-matched teachers, while others did not (and in some cases found on-site childcare disruptive).

In-depth knowledge of the needs of target beneficiaries contributed towards ensuring planned activities were relevant and appropriate. This included tailoring approaches based on cultural considerations. For example, some projects found that some specific nationalities or ethnicities felt less comfortable in mixed-gender groups. A number of projects also encountered challenges engaging beneficiaries from particular nationalities and cultures in volunteering activities, which staff attributed to a cultural reluctance to undertake unpaid work and a lack of understanding of the wider benefits of volunteering among some groups (including Eastern European migrants, Roma and some UASC). Both the *Tackling Alcohol Misuse* project and the *Building Bridges* project found that group activities were not appropriate for some beneficiaries, due to the sensitive nature of the subject matter (specifically, advice on debts and alcohol misuse).

Recruitment and engagement

Identifying and recruiting project staff

The successful delivery of projects was closely related to identifying or recruiting staff with a specific, and often "niche", skill set and experience. Across multiple projects, common skills that facilitated smooth delivery of project activities included:

- Community engagement skills, including being approachable and showing empathy and understanding. These skills were considered particularly important for projects delivering face-to-face activities with migrant communities and/ or wider residents and to build trust with hard-to-reach groups (such as Roma or refugees) or in areas where trust in the local authority was considered by local authority staff and wider partners to be low.

- Language skills and cultural awareness and/ or understanding were important facilitators for projects seeking to engage people of specific nationalities and overcome barriers to participation in project activities (explored further below).

- Knowledge and experience of specific sectors (such as housing, welfare, health, or the local third sector). This was particularly important where projects sought to address a specific need among beneficiaries, such as reducing homelessness or health inequalities, and/ or where project approaches relied on joint-working with wider organisations or services.

For a number of projects, challenges recruiting staff with the right combination of skills caused delays to delivery or limited the perceived effectiveness of activities. In part, projects attributed challenges to requiring a specific combination of skills (particularly where specific language skills were required). This was compounded by the short-term nature of contracts on some time-limited projects, which staff felt made it more difficult to attract the small number of suitable applicants. For example, the *Rough Sleeping* strand of the *Rogue Landlords and Rough Sleeping* project took time to recruit staff with both

language skills and community development experience. This was an additional challenge where staff left mid-way through project delivery and a small number of projects struggled to replace staff, limiting delivery of project activities. Projects seeking staff with dual enforcement and community engagement skills also encountered challenges and reported mixed success. For example, stakeholders considered most Street Wardens recruited for the *Sheffield Community Investment Deal* project to be enforcement focused. This meant that elements of the role focused on behaviour change and education were less pronounced.

Projects that relied on volunteers or trainee staff to deliver project activities encountered challenges where they had insufficient training and/ or support in the role, and lacked the skills and experience required. Staff and wider stakeholders on the *Sheffield Community Investment Deal* project highlighted how trainee Community Development Workers lacked the skills to engage and build relationships in the community. Similarly, on the *Connected Communities* project, project staff suggested that some Community Amplifiers (who were all local residents) did not have the necessary professional experience (for example, in mediation or community work) to equip them to have difficult conversations with residents or facilitate activities required to address deep-set cohesion issues, such as racism and prejudice (explored further in Chapter 5).

Projects that were unable to identify or recruit staff with the desired skills or experience utilised a range of creative approaches:

- Engaging wider partners to supplement the skills and experience of staff. Staff on the *Rogue Landlords* strand of the *Rough Landlords and Rough Sleeping* project engaged a specialist local charity to signpost potential victims of trafficking to, when encountered during enforcement operations. As above, on the *Sheffield Community Investment Deal* project, most Street Wardens were widely considered to lack “softer” skills around community engagement, and therefore relied on delivery staff from the Community Development strand to conduct engagement work (however, joint working was limited as Community Development Workers felt the different ethos and approach to engagement were barriers to effective joint-working).

- Recruiting additional staff members with different complementary skills. On the Greater Manchester LAASLO project, areas with more than one LAASLO highlighted how each staff member brought different, complementary, skills (such as language skills, relationships with local third sector organisations or knowledge of housing policy), as they could support one another.

- Upskilling existing staff members through external training. On the Rough Sleeping strand of the *Rogue Landlords and Rough Sleeping* project, the external delivery partner, St Mungo’s, upskilled staff by identifying relevant training courses, including: eligibility and access to benefits for EEA migrants; the EU settlement scheme; and

providing immigration advice. Staff highlighted how the training led to a better understanding of needs and enabled staff to provide advice and support "in-house", rather than referring beneficiaries to another organisation. On the *Rogue Landlords* strand, Housing Enforcement team staff undertook training on identifying victims of trafficking, so that they could refer potential victims to specialised external support.

- Job-carving or sharing roles across a wider area. On the *Healthy Communities* project, staff used "job-carving" to utilise time from existing Kent Community Health Foundation Trust (KCHFT) core services staff to avoid delays to project delivery, as they were unable to recruit full-time staff. On the *Schools PEER Integration Accelerator Programme* project, Wolverhampton School Improvement Team staff built a network of Parent Ambassadors (who were trained to support international new arrival parents) with different backgrounds and skillsets, each of whom was employed by a specific school. Where schools in the area required support to communicate with international new arrival parents, but lacked a Parent Ambassador with suitable language skills or background, they could request to "borrow" a Parent Ambassador from another school.

Where staff were embedded within a local authority team related to project delivery, projects benefited from the existing knowledge and relationships within the local authority. For example, School Improvement Team staff running the *Schools PEER Integration Accelerator Programme* project were widely praised for their educational expertise, relationships with local schools and understanding of the needs of parents and children. In Bradford and Greater Manchester, placing LAASLOs within the local authority housing team was considered an important enabler for project delivery, as they could quickly mobilise housing support for newly recognised refugees.

Where internal skills or relationships were not well developed, some projects chose to outsource delivery to wider organisations with expertise in a particular area, and/or links to target beneficiary groups. The *Community Harmony* project utilised the pre-existing Voluntary and Community Sector (VCS) network providing support services to migrant communities and young people for youth and ESOL activities. The *Welcoming Young Refugees* project and the *South-East Region UASC Training and Outcomes Star* project both operated at a regional level and aimed to engage multiple local authorities. In both cases, appointing a regional coordinator (placed in the Strategic Migration Partnership) to lead the project was reported to help engage staff in different local authorities. Local authority staff involved with the *Welcoming Young Refugees* project reported that Migration Yorkshire acted as a fair and impartial coordinator, which was considered crucial due to the sensitive nature of the topic and aim to foster collaboration. Commissioning to external agencies also had benefits for engaging specific communities, explored in more detail below.

Recruiting and engaging project partners

Identifying and engaging partners before or during the bid development stage aided timely recruitment of partners to the project, as outlined above. For example, staff on the *Our Liverpool* project highlighted how a mapping exercise to identify potential partners and organisations working with target communities, or delivering relevant services, facilitated early engagement with local authority departments and increased buy-in for the project. This was also credited with facilitating the recruitment of staff to attend training once delivery started. Where pre-engagement did not take place, it was vital to incorporate the capacity and flexibility to engage new partners where the need is identified. Specific approaches to engaging partners are explored further in Chapter 4.

Clear communication of project objectives was key to engaging partners and securing support for project activities and approaches. Where projects were based on existing delivery, or tried and tested approaches, this helped staff to communicate the purpose and benefits of partnership work. Where there was confusion about the remit of the project among local organisations or local authority staff, this could limit buy-in and cooperation. Projects that lacked a clear plan or focus or had insufficient monitoring in place to provide evidence of delivery also found it more difficult to engage partners. Partnership working and coordination is explored further in Chapter 4.

The existing networks and relationships between staff and partner organisations helped facilitate communication and engagement. Stakeholders involved in the *Building Foundations* project highlighted how staff experience of working with UASC and in the third sector enabled them to identify suitable opportunities for joint working and referrals. *Our Liverpool* staff central project-team staff and Community Development Officers also had experience of working in the third sector, which was widely associated with building positive and collaborative relationships between the city council and local VCS organisations working with migrant communities. This willingness to cooperate was considered crucial to several project activities. Where pre-existing relationships did not exist, projects required significant lead-in time to identify and engage partners, which could lead to delays to project activities where delivery was reliant on these partnerships (explored further in Chapter 4).

Some projects encountered challenges engaging local organisations that lacked capacity to support project activities. For example, on the *Sheffield Community Investment Deal* project, staff suggested that the approach relied too heavily on the voluntary contribution of local third sector organisations as these organisations lacked the capacity to support activities without sufficient financial support. *Schools PEER Integration Accelerator programme* staff found that some schools were reluctant to engage with project activities (including committing to hire Parent Ambassadors and allowing staff to attend training) as budget cuts meant they could not justify the expenditure. On the *South-East Region UASC*

Training and Outcome Star project a lack of capacity among social workers was a key barrier to staff attending training.

An additional consideration in engaging partnerships was the geographic scale of the project. Where projects had a localised focus, it was vital to engage partners with local-level knowledge. For example, the *Sheffield Community Investment Deal* project encountered challenges promoting take-up of local Community Action Plans, widely attributed to a lack of established partnerships with local organisations. On the *Community Harmony* project, staff encountered issues recruiting young people in the target ward to take part in youth activities, as local academies had a wider geographic intake. As above, outsourcing delivery to regional bodies was highlighted as a key enabler for project activities for the *South East Region UASC Training and Outcomes Star* project and the *Welcoming Young Refugees* project, which both had a regional remit.

Recruiting and engaging project beneficiaries

Successful engagement and recruitment of beneficiaries to project activities was heavily reliant on a clear understanding of intended beneficiary needs, taking into account cultural considerations, as well as individual preferences. For example, project staff on the *Tackling Alcohol Misuse* project reported that promoting the project in multiple languages on service providers' and community centres' Facebook pages was a successful and cost-effective method for engaging Eastern European beneficiaries in lifestyle and behavioural change programmes. All focus group participants mentioned hearing about the lifestyle and behavioural change programme through Facebook posts shared by friends.

Multiple projects highlighted low levels of trust and engagement between target groups (including both migrants and longer-established residents) and public institutions, including the local authority, as a key barrier to engagement. For example, stakeholders involved with the *Schools PEER Integration Accelerator Programme* project felt that some parents were initially reluctant to engage in EU Settled Status advice sessions as they were anxious about revealing their citizenship status. Approaches that helped to overcome this barrier included:

- Outsourcing delivery to, or forming close partnerships with, third sector organisations that had relationships with target beneficiary groups and could act as a credible and trusted voice to publicise the project among their existing service users. For example, LAASLOs in Bradford held drop-in advice sessions at existing services attended by newly recognised refugees. On the Rogue Landlords and Rough Sleeping project, staff reported that vulnerable occupants of substandard accommodation were reluctant to engage with housing team staff, whose approach focused on enforcement, due to a fear of eviction. This was mitigated through joint working with a local specialist charity.

- Delivering activities from known and trusted locations. For example, on the Connected Communities project and the Community Harmony project, staff attributed their ability to recruit vulnerable and hard to reach beneficiaries for ESOL classes to holding the classes in community centres, which were often familiar to beneficiaries. Similarly, Community Development Workers on the Sheffield Community Investment Deal project reached new arrival parents by holding events in schools.

- Engaging intermediaries from target communities. The Schools PEER Integration Accelerator Programme and the Healthy Communities project recruited and trained staff (Parent Ambassadors and Lifestyle Facilitators respectively) from target communities. On both projects, staff reported this helped to engage hard-to-reach groups, particularly Roma. Conversely, staff on the Connected Communities and the Sheffield Community Investment Deal projects felt they were unable to engage Eastern European people and Roma respectively, as staff did not have the relevant connections or necessary language skills. Linked to this, some projects hired staff with relevant language skills and cultural awareness, which helped with recruitment from these communities, as outlined above.

- Building relationships over time through proactive, face-to-face engagement between project staff and beneficiary groups. On a number of projects, staff undertook regular street-level community engagement activities, either with all residents or with targeted subgroups (such as EEA rough sleepers, or people with alcohol misuse issues). For example, Bradford LAASLOs raised awareness of the project and increased engagement among newly recognised refugees through visiting faith institutions, local migrant support groups and areas where they knew asylum seekers were housed, to introduce themselves and explain how the project could support them. Similarly, in the Community Harmony project, housing team staff undertook street walks and house visits, which stakeholders reported helped to spread word among landlords that the local authority could be trusted to work with them and not against them, increasing engagement with the project. In all cases, staff becoming a visible and familiar presence in communities reportedly led to increased trust and engagement among target groups. On the Tackling Alcohol Misuse project and the Bradford LAASLO project, staff reported how, as communities became aware of the project, they shared information by word of mouth. Staff reported that this led to increased engagement over time. However, building trust in this manner could take significant time and risked delaying the delivery of activities when not undertaken alongside other recruitment methods.

Clear communication of project benefits and relevance to beneficiaries and partners was also important to engaging different groups. For example, *Community Harmony* project staff visited young people at home to explain youth activities to them and their parents, which staff felt reduced barriers to young Asian women attending activities, as they could explain that activities could be gender matched. The *Our Liverpool* project targeted recruitment materials at senior staff, explaining how the training could improve the performance of the department. Conversely, where projects did not have a clear "offer" or were unable to communicate the benefits to beneficiaries or partners, this presented a barrier to recruitment. On the *Building Bridges* project, staff reported that advice sessions were initially poorly attended because beneficiaries did not understand their purpose. Attendance increased when staff on another strand promoted the sessions at the end of ESOL classes. *Community Harmony* project staff encountered barriers to encouraging schools to refer a diverse range of pupils to youth activities as school staff saw the project as for children with additional needs or low English language ability.

Flexibility in the recruitment and engagement approach was also important for high-needs groups. For example, on the *Tackling Alcohol Misuse* project, a holistic and flexible approach to recruitment and engagement (including conducting street walks and holding drop-in sessions) helped service providers engage EEA migrants in alcohol treatments.

A number of projects encountered barriers to engaging wider residents in project activities due to the time and specific skills and experience required. This is explored in more detail in Chapter 5.

To what extent could project approaches be replicated?

Various project approaches would lend themselves to replication in other areas experiencing similar issues at a similar scale. As outlined above, undertaking detailed scoping work to understand the issue and needs in the area is a key factor in assessing the suitability of approaches in different contexts.

Project approaches that sought to increase local authority capacity to address a specific local issue would be amendable to replication in areas experiencing issues on a similar scale. Approaches included:

- Setting up specific teams within the local authority[17]. Given the resources and time required to set up, for approaches to be replicable this would require a sufficient level of need to justify the resource, or an assessment that the issue is a priority to address. Areas planning to set up new teams also need to ensure there is sufficient time for both set up and delivery. As a result, this approach

[17] Including the *Healthy Communities* project focusing on migrant health needs and the *Building Foundations* project supporting UASC

may be less suitable for short-term projects that are not planned to continue beyond the funded period.

- Where projects involved increasing capacity within an existing team to address or seek to understand a specific issue, this worked well when, as above, the scope and scale of the issue was well-defined prior to delivery.

Projects that adopted a multi-strand approach, with different activities (often focusing on different beneficiaries, issues and/ or needs) could be replicated in other contexts experiencing a similar range of interconnected issues.

- This approach worked particularly well with strong central coordination from the local authority (explored in more detail in Chapter 4).

- Where activity strands are reliant on one another for delivery (such as referring beneficiaries between strands), the model requires a clear set up plan (including procurement and recruitment of staff, where necessary) to avoid delays to delivery on specific strands and reducing joint working. This was more difficult where central coordination was lacking. Where specific skills are required from staff (making recruitment a more time-intensive process), or where partner organisations need to be recruited, this should be factored into the project plan, or take place prior to delivery.

Projects that developed physical outputs and/ or had a clear approach lent themselves well to replication in other contexts. This included:

- Developing materials for training sessions for local authority staff or practitioners working with a particular group. Three projects that developed training for local authority staff, drawing on the skills and expertise of the third sector, could be replicated in areas seeking to upskill staff or practitioners on similar issues. This included the Welcoming Young Refugees project and the South East Region UASC Training and Outcome Star project (training for social workers and other UASC practitioners on the needs of UASC) and the Our Liverpool project (training for local authority staff on the needs of refugees, asylum seekers and other vulnerable migrants). Areas seeking to replicate this approach should ensure training is easily accessible (free to attend and tailored to suitable times) and effectively communicated to relevant senior staff to secure buy-in, to improve attendance.

- Developing ESOL course content on local and British culture and norms and how to access local services could also be replicated in other settings where recent

migrant arrivals require information about the local area[18]. However, to ensure content is relevant and engaging, the specific content may require tailoring to the local context (for example, local recycling processes). This approach was used by the Our Liverpool project, the Building Bridges project and the Community Harmony project. A separate but related approach is the How Your Neighbourhood Works course delivered by the Sheffield Community Investment Deal project. Replication in other areas would require relationships with local ESOL providers and/ or community English language providers. Where needs are identified for a specific sub-group (such as South Asian migrant women, Roma or Eastern European migrants) replication would also require consideration of the needs of that group, and potentially suitable partner organisations.

Approaches were less easily replicable where:

- Projects were reliant on staff with specific skillsets, which were hard to identify and recruit for;
- Projects aimed to engage residents without a clear plan for how to do this (explored further in Chapter 5); and
- Projects were reliant on volunteers to deliver activities, without testing or scoping the approach to ensure volunteers had the sufficient skills to deliver activities or were willing to take part.

To what extent could project approaches be scaled up?

The key factors that influenced whether project approaches could be scaled up included:

- The geographic scale of the issue identified (whether the issue relates to a specific area, or covers a wider area);
- How reliant projects are on local level relationships to recruit beneficiaries and deliver activities; and
- Whether unmet need was identified among beneficiaries or among potential new audiences.

Many projects operating at a local authority level would not benefit from being scaled up further to cover a wider regional remit. Local authority-level projects generally worked well

[18] "British norms" were not defined by the Fund. Instead, local areas defined what constituted British norms in the context of their project and delivery. For example, the *PEER Integration Accelerator Programme* project defined British norms in relation to parents' responsibilities towards their children's education, while other projects that aimed to increase social mixing interpreted British norms in relation to tolerance and respect for others.

with central coordination and in-depth local knowledge of local services and needs (either existing or built up through the project). For example, in Bradford, LAASLOs benefited from close working relationships within the local authority, which may be more difficult to sustain with a regional remit.

Where projects operated at a ward-level, there was some evidence of the value of scaling projects up over a wider area where approaches were found to work well. For example, on the *Community Harmony* project, scalability was built into the design, with the intention to roll-out successful interventions beyond a single ward, to other parts of Wakefield. The housing enforcement and ESOL aspects of the project have since been expanded to cover other areas through funding from the local authority. In other cases, the focus on a single ward was found to limit the ability of projects to reach wider beneficiaries who may have benefited from activities. For example, both project staff and wider stakeholders on the *Our Liverpool* project acknowledged a need for community development work across the city. However, as above, many projects relied heavily on local relationships to engage beneficiaries and deliver relevant activities and would therefore not benefit from being scaled up further.

Regional projects were also reliant on existing relationships to facilitate coordination. For the *Welcoming Young Refugees* project, the evidence suggests that the region was an efficient geography over which to deliver the intervention, and that the role of the Strategic Migration Partnership was crucial in facilitating this. However, in light of engagement difficulties, delivery staff considered scaling down the project to work only with engaged local authorities. Delivery staff felt they had invested a high level of effort to engage some local authorities with mixed results. Therefore, they felt a project based on local authorities opting-in, rather than a blanket regional approach, may be more efficient. The risk to this would be to limit benefits from the project to local authorities which are already highly involved or have the capacity to be involved.

A number of projects identified unmet need, indicating that approaches could be scaled up, with additional resource, to reach a wider beneficiary group. These included:

- Staff on the Building Foundations project suggested the youth work activities could be scaled up to support UASC care leavers, as they had similar needs to UASC in care;
- On the Tackling Alcohol Misuse project, staff suggested they had not reached all people who would benefit from the project and therefore that additional outreach workers would reach a wider audience;
- Both LAASLO projects had considered extending support to asylum-seekers who had not yet received a decision, or who had received a negative decision;

- For the *PEER Integration Accelerator Programme* project, the project did not reach all the schools in the local area, suggesting there may also be scope for extending current project activities to more primary schools across Wolverhampton, or to include secondary schools and pre-schools;

- On the *Our Liverpool* project, training activities could be scaled up to include more teams and individuals within the council. Stakeholders and project staff also considered there to be scope to extend the training to sectors outside the local authority (such as healthcare workers). Migrant group representatives also suggested that public-facing services, such as bus drivers, would benefit from training. In addition, project staff intended to make the content for ESOL classes available to more ESOL providers, thereby reaching more learners across the city, as well as making the learning materials available online.

In most cases, scaling up approaches would require projects to establish partnerships with relevant organisations (such as schools, third sector partners, or local authority teams) in those areas, or who have relationships with target groups, in order to facilitate delivery.

4. Benefits to local authorities

Introduction

This chapter outlines progress towards the intended outcomes and impacts in the CMF Theory of Change intended to deliver benefits to local authorities. Intermediate and longer-term outcomes intended and/ or realised within the evaluation timescale have been grouped into four sections:

- **Evidence and dissemination**: this section considers the progress of projects towards outcomes related to building and sharing the evidence base of what works, identifying local issues and acquiring internal expertise about migration patterns, service pressures, community tensions and resident needs and concerns.

- **Capability and capacity:** this section considers the progress of projects towards outcomes related to expanding networks and increasing coordination and cooperation, in order to increase capacity.

- **Influencing policy and service provision:** this section considers the progress of projects towards outcomes related to improving internal processes and structures to deal with local issues, including developing and improving signposting and referral systems.

- **Value for money:** this section summarises the findings from the Cost Benefit Analysis (CBA) undertaken for six project-level evaluations. It considers the key project level costs and benefits underpinning the assessment of value for money.

Evidence and dissemination

Key findings

- Research activities undertaken by projects achieved the overarching aim of increasing local authorities' understanding of the local area and improved the knowledge, information and intelligence about the local migration landscape (albeit to varying degrees).

- Key outcomes included providing insights into service pressures and local needs (particularly related to health and housing); helping local authorities to understand local populations and challenges; and improving service delivery.

- There was little evidence that insights were generated regarding the concerns of longer-established residents or community tensions between groups. Some local

authorities felt that distinguishing between longer-term residents and recent migrant arrivals was unhelpful, while for others this was not a priority.

- A number of projects acknowledged the need for a data driven understanding of local dynamics between longer-established residents and recent communities, but this was considered beyond the scope of project activities. Projects also typically lacked the capacity to conduct large-scale research activities (such as consultations or surveys) with residents.

- Factors that helped to increase insight into local migration patterns included: having clearly defined objectives and a focus on specific local issues (such as a specific service or population); methodological expertise and capacity to undertake research; and buy-in from stakeholders, which facilitated access data (for example from other services or departments) and relationships with relevant communities.

- A lack of suitable data identifying migrants at a local level and difficulties and delays obtaining data due to General Data Protection Regulations (GDPR) requirements presented a barrier to projects increasing local insights about migration.

- Methodological weaknesses, including poor quality assurance processes on the reliability and validity of data collected and poor documentation of methods, made it more difficult to verify or replicate similar exercises in future.

Building and sharing the evidence base of what works

This section outlines the contribution of CMF-funded projects to intermediate and longer-term outcomes related to *increased insight into local migration patterns*, including insight into how population changes might put pressure on specific services, and how these insights can help shape future service delivery. This section draws predominantly on the evidence gathered from the 10 ‘data-only’ project consultations, which focused on CMF-funded projects that focused on improving data and intelligence on the composition of communities that have seen changes in their population due to migration. Contribution of project-level evaluations towards these outcomes is also considered where relevant.

The 10 data-only projects used a combination of approaches to generate insights and to improve their intelligence on the local population, including:

- Reviewing existing data sources (including census data, GP registrations and National Insurance Number (NiNo) registrations);

- Conducting secondary analysis of data sets (such as using Council Tax registration data); and

- Primary research, mainly using qualitative techniques (such as focus groups) but also surveys of some stakeholder groups (e.g. local employers and third sector organisations).

Some project-level evaluations also built their understanding of local needs through conducting resident engagement exercises; surveying local residents; and sharing learning from delivering project activities with senior staff. Other projects commissioned external agencies to conduct research activities.

Project objectives varied in relation to increasing insight into local migration patterns, broadly aligning to the following groups:

- Gathering insights on specific migrant groups and/ or their experiences in the area.

- Gathering intelligence on identified issues to inform service delivery or enforcement activity. Issues included the extent of overcrowding in housing and identifying rogue landlords.

- Focusing on a broader picture of the migration landscape, such as how local populations had changed over time.

- Understanding wider resident perspectives about migration or the local area. For example, conducting ward-level residents surveys, consultations with neighbourhood resident groups or analysis of resident complaints data.

The evaluation found evidence that the 10 data-only projects achieved the overarching outcome of increasing local authorities' understanding of their local area and contributed towards improving knowledge, information and intelligence about the local migration landscape. However, the extent to which these outcomes were achieved varied. For example, one project discovered a mismatch between service provision and demand among a specific population; one identified barriers to accessing services among a particular group; and another identified vulnerable residents that had not previously been considered at risk. These projects provided insights on service pressures and needs and helped to support local authorities to better understand local populations and challenges to help improve their service delivery.

There was little evidence that greater insights were generated about the concerns of longer-established residents or community tensions between groups. Most projects did not focus on, or identify, issues or tensions perceived to have arisen between migrants or more recently arrived groups and longer-established residents. Instead, projects tended to focus on a particular group. This was in part because local authorities did not always feel it was helpful to classify residents in this way, but also because this often needed to be part of a bigger exercise (e.g. large-scale consultations or representative surveys of the local

population). The projects generally acknowledged the need for a better (data driven) understanding of the local dynamics and relations between longer-established and more recently arrived communities, however this was considered beyond the scope of their activities.

Findings from the evaluation found evidence that projects improved understanding of housing issues, such as overcrowding and substandard provision, which helped to inform future service delivery. For example, one of the data-only projects looked to identify the prevalence of overcrowding and rogue landlords. The *Rogue Landlords and Rough Sleeping* project and the *Community Harmony* project built intelligence on property conditions and rogue landlord activity through undertaking proactive enforcement activities.

Across projects, factors that helped contribute towards increasing insight into local migration patterns included:

- Projects that had clearly defined objectives or addressed very specific issues, such as understanding the views of users towards a particular service. Projects of this nature tended to have greater engagement within the local authority, as staff were better able to understand the direct relevance and utility of research activities.

- Projects that had methodological expertise and capacity within the local authority to undertake research activities. Gaining greater insights into specific issues requires expertise (e.g. ensuring the research questions are clearly defined and that research tools are fit for purpose). Projects that had expertise (internal or external) and dedicated resource to undertake this therefore tended to be more effective.

- Projects that had buy-in from internal and external stakeholders tended to be more successful. Internally, this buy-in was important particularly where projects were relying on accessing data and insights from different departments within the local authority. Externally, building relationships and gaining buy-in from relevant community groups helped projects reach the right target audience, particularly those who traditionally may be harder to reach.

In addition, several barriers were identified that limited the contribution of projects towards increasing insight. These included:

- The lack of availability of suitable data sources identifying migrants at the local level. This was often more limited than project had anticipated, and the data were not always able to provide the nuance that projects sought (for example, there was often no information on ethnicity, country of origin or place of birth in the data, or definitions were inconsistent across sources).

- Unanticipated difficulties and delays in obtaining data due to General Data Protection Regulation (GDPR) requirements and the need for data sharing agreements between different departments or with external agencies. Projects found it was necessary to invest significantly more time in preparing ethics documents and data sharing agreements before undertaking research activities. In some cases, data that project staff had expected to analyse from partner organisations could not be made available because they could not obtain the necessary permissions to allow data sharing.

- Methodological weakness. In some cases, there was little quality assurance on the reliability and validity of the data being collected (e.g. biases in sampling). Some projects did not document the processes undertaken or research methods used systematically, making it difficult to verify or replicate exercises in the future.

While the evaluation found evidence that all the data-only projects and some wider projects had contributed towards increasing insight into local migration patterns in the intermediate term, it is difficult to measure the longer-term impact, particularly as many of the activities were one-off exercises. That said, most projects indicated that the findings would be used to inform policy and services in the future, ensuring longer-term value from the work (explored further in section 4.4 below). Some also saw the funded project as a "pilot", which they planned to repeat to generate additional insight in the future (although most projects had no concrete plans to do this after the end of the project).

Capability and capacity

Key findings

- Most local authorities felt that project activities had resulted in stronger and larger networks. This was often cited by project staff as a key success of project activities to date.

- Creating new teams within the local authority, or increasing the capacity of existing teams, helped to create a trusted 'focal point' for communication and coordination on a particular issue. Having a dedicated point of contact within the local authority enabled stakeholders to find out about available services and improved their ability to signpost and refer clients.

- Local authority staff with knowledge and experience of different sectors (such as housing or the voluntary sector) helped promote collaboration with wider partners, as staff were able to tailor delivery appropriately. However, where key relationships relied on individual project staff this could threaten the sustainability of networks beyond the funded period.

- Building trust between organisations was key to establishing successful networks and promoting collaborative working. This was particularly the case in areas where staff and stakeholders highlighted “historic mistrust” between third sector organisation and the local authority. Trust was established through engaging stakeholders early on, involving them in project delivery and/ or design, and hiring staff with experience of relevant issues or sectors. Where projects had not developed trusting relationships, engagement from third sector services suffered.

- Organising meetings and training sessions promoted coordination and cooperation by bringing relevant stakeholders together. This was most successful when projects engaged attendees with the ability to act on decisions and take learnings forward.

- Commissioning delivery to third sector organisations promoted collaboration with the local authority and helped local authorities to build relationships and networks with the third sector. In these cases, local authorities reported that network building was often an unintended by-product of working together through project delivery.

- Linking projects to an existing local authority strategy or policy facilitated communication and understanding regarding project objectives and helped establish buy-in from senior local authority stakeholders and external stakeholders.

- Clear communication of project objectives also helped projects promote collaboration and joint working, as partners and stakeholders could work together towards a common set of goals. Where projects had multiple strands delivered by different partners, this helped ensure strands operated complementarily.

This section outlines the contribution of CMF-funded projects to intermediate and longer-term outcomes related to increasing capability and capacity to address local issues, including: *expanding and/ or strengthening networks and partnerships; increasing coordination and/ or cooperation;* and *improving signposting and/ or referral mechanisms.* Related activities undertaken by projects included:

- Hiring internal staff or creating new teams within the local authority to work with specific groups or on identified issues;

- Organising multi-agency meetings, bringing together local authority departmental staff and/or external organisations (such as third sector organisations or service representatives);

- Organising training sessions for internal and/ or external staff;

- Developing strategic local-authority-wide approaches to address local issues, including project branding; and

- Establishing processes to coordinate external partner organisations commissioned to deliver or support project activities, for example, holding regular meetings between delivery partners.

Project-level evaluations found evidence that most local authorities experienced network strengthening or growth of existing networks as a result of project activities. This was often cited by project staff as a key success of project activities. Networks developed or strengthened included those between local authority teams and other local authority departments, and between the local authority and external stakeholders and organisations. It was also widely reported by project staff and partners that projects led to increased coordination and cooperation between agencies, through relationship building and joint-working on project activities.

For a number of projects, networks were strengthened and coordination improved through creating new local authority teams, which acted to bring together different local authority departments and/ or wider services to work towards a particular identified issue. For example, the *Healthy Communities* project combined services that were initially separate (such as health visitors and school nurses) into a specialised team within Kent NHS Community Health Foundation Trust (KCHFT), to focus on migrant and Roma health needs. According to project staff and programme leads, this improved staff's ability to identify health issues and allowed for better targeted signposting of patients to wider services. Further, staff on the *Building Foundations* project reported that the creation of a specialist Unaccompanied Asylum-Seeking Children (UASC) unit improved the management, oversight and reporting on the support provided, and progress of, UASC in the borough. Wider stakeholders considered that having dedicated and experienced staff working on UASC cases within the local authority had improved joint-working with other organisations in the borough (for example, signposting UASC to relevant activities in the local area). Staff reported that the additional capacity had also strengthened networks and coordination between the team and other boroughs supporting UASC (for example, when liaising with the Home Office about age disputes).

Strengthened networks and improved coordination were particularly apparent where teams became a trusted 'focal point' for communication and coordination on a particular issue, or in relation to a specific group. Stakeholders described how having a dedicated point of contact within the local authority enabled them to find out more about what services were available for specific groups. This improved their ability to signpost and refer their clients to the most appropriate services. For example, stakeholders both within and external to the local authority in Liverpool reported that the *Our Liverpool* project team were knowledgeable and readily available for advice on where to signpost refugees, asylum seekers and other vulnerable migrants and linked up services so that they could provide

more effective support for these groups. The team was also considered to represent a coordinated voice between different statutory and third sector services.

Identifying and recruiting project staff with relevant professional backgrounds and skills (for example in the voluntary, housing or education sectors) also facilitated network building and improved coordination between services, teams, and organisations. Where staff had knowledge of the relevant sector (including constraints and pressures on organisations), they were able to tailor delivery more appropriately. For example:

- On the Our Liverpool project, Community Development Officers had previous experience working in the third sector and with vulnerable groups. Staff and stakeholders reported that the skills and understanding the officers brought to the project improved relationships with the third sector. Third sector representatives also reported feeling more valued, as their work with vulnerable migrants was more acknowledged by the local authority. Stakeholders suggested that this fostered higher levels of trust with the local authority and was especially as important in the context of historic mistrust between the local authority and the voluntary sector.

- School staff in Wolverhampton noted that the educational background of School PEER Integration Acceleration Programme project staff (based within the Wolverhampton School Improvement Team) gave them confidence in the advice the team provided. School staff and project staff felt this had helped to strengthen relationships between schools and the local authority and fostered engagement of local schools with project activities.

- In Bradford and Greater Manchester, staff and stakeholders reported that LAASLOs previous experience working in the housing sector enabled effective relationship building with stakeholders (for example, within the private rental sector). Staff said this helped them come up with and implement creative solutions to housing shortages (a key barrier to preventing homelessness among newly recognised refugees).

However, where relationships relied on the skills and networks of key individuals, staff turnover represented a threat to maintaining networks. Where staff left during the project, early groundwork to establish relationships was not always followed through and potential networks were lost. Similarly, the dependence of projects on specific staff members could have an impact on the sustainability of networks beyond the timeframe of projects. The short-term nature of the funding meant that, in a number of cases, project staff were unsure whether their roles or teams would exist in the longer-term (explored further in Chapter 3). This presented a risk to sustainability of project outcomes, particularly where project staff were seen as a focal point for networks.

Building trust between organisations was key to establishing successful networks and promoting collaborative working. Building trust facilitated successful project delivery (as stakeholders could work more effectively together) and made it more likely that networks established through the project would be maintained after projects ended. For example, representatives from third sector organisations in Liverpool reported that being invited by the Our Liverpool team to co-deliver training to local authority staff (for example, on barriers faced by vulnerable migrant families to accessing local authority services) had opened up a dialogue with staff. They felt this helped overcome distrust between the sectors and promoted mutual understanding. Stakeholders felt this would lead to more joined-up working that would last beyond the timeframe of the project. Where projects had not developed trusting relationships, engagement from third sector services suffered. For example, on the Sheffield Community Investment Deal project, staff attributed low levels of engagement with the project from some local third sector organisations to historic distrust and negative perceptions of the local authority. Project staff were not able to overcome these challenges and network building was not as successful as intended. On the Connected Communities project, staff felt that the focus on learning and flexibility in delivery built trust and allowed partner organisations to have honest conversations. Staff also suggested that the emphasis on learning gave them the mandate to explore challenges, which they would not have been able to do if the focus had been on hitting targets. However, flexible approaches could also hamper coordination, causing delays and impeding delivery of project outputs. Flexibility in the approach, or the lack of a clear delivery plan, also made some the project activities vulnerable to the shifting priorities of the local authority, meaning that some activities or strands could be dropped or shift out of focus.

Establishing buy-in for the project from senior local authority stakeholders was as an important enabler to building effective relationships, particularly where project activities relied on engagement from different local authority departments. Linking the project to an existing local authority strategy or policy helped establish the necessary buy-in from senior, strategic staff and facilitated communication and understanding between networks. For example, in Liverpool, the CMF-funded project formed part of the wider *Our Liverpool* strategy[19]. Project staff reported that this helped raise the profile of the project and its objectives. As a result, staff felt that managers were more willing to encourage attendance of departmental staff at internal training sessions organised by the project. Similarly, in on the *Connected Communities* project, staff and stakeholders reported that linking the project to the objectives of an existing cohesion strategy and a planned structural reorganisation of frontline services increased awareness of and buy-in for the project among local authority staff. Conversely, projects that did not secure this senior buy-in encountered barriers to delivery and taking learnings forward. For example, staff on the

[19] Liverpool City Council, *Our Liverpool Refugee Strategy 2019-2022,* available at: https://liverpool.gov.uk/media/1357622/our-liverpool-refugee-strategy-web.pdf

Sheffield Community Investment Deal project reported that the project lacked strategic leadership and alignment with a broader strategy. In this case, project staff felt that because the project had not received approval at the senior strategic level, they lacked the support needed to further the project's objectives.

Holding events to bring relevant stakeholders together helped promote coordination and cooperation across a number of projects. For example, staff and delivery partners on the *Connecting Communities* project credited quarterly evaluation meetings with helping to build relationships and promote shared learning, as well creating a neutral space to explore challenges and solutions faced by different partners. Across projects, meetings were most successful where they engaged individuals with the ability to act on decisions and take learnings forward. For example, staff on the *Sheffield Community Investment Deal* project reported that local meetings on anti-social behaviour organised by a Community Development Worker meant that all agencies working with a high-need family were aware of each other and attendees were able to take action where issues were raised. On a more strategic level, staff and stakeholders on the *Welcoming Young Refugees* reported that inviting local authority managers meant that attendees were able to act on high-level decisions made during discussions. On the other hand, where project staff or stakeholders did not have sufficient authority to act on decisions, concrete changes could not be followed through. Organising professional training on specific issues also provided opportunities to bring relevant stakeholders together and form relationships and networks (including local authorities, statutory organisations and third sector representatives). For example, the majority of UASC practitioners who attended training as part of the *Welcoming Young Refugees* project reported that the training sessions had made them more aware of which services were operating in the area. As a result, staff felt they were better able to signpost or refer UASC in their care to appropriate services.

Commissioning delivery to third sector organisations also helped local authorities to establish new relationships and networks, particularly where delivery partners were organisations that had not previously worked closely with the local authority. In these cases, local authorities reported that network building was often an unintended by-product of working together through project delivery, rather than a specific intended outcome of the project activities themselves. Nonetheless, project staff often highlighted that these relationships were a key successful from projects, as well as being important to successful delivery of the project and the achievement of intended outcomes for the community (including migrants and wider residents) (outlined in Chapter 5).

Clear communication of project objectives helped projects promote collaboration and joint working, as partners and stakeholders could work together with a clear focus on a common set of goals. One example was the use of clear project branding. This emerged as a key enabler for some projects to promote joint-working between partners and strengthen networks with internal and external stakeholders. For example, on the *Building Bridges* project, stakeholders and project staff felt that bringing partners under a clearly

branded programme had instilled sense of shared purpose and overcame mistrust between partners who historically had viewed partners as competition for funding. Further, *Our Liverpool* staff reported that having a strong, clear brand had facilitated project delivery in encouraging engagement among wider stakeholders and would continue to do so beyond the project as the brand would continue to be used by the local authority.

Developing clear project objectives and effectively communicating them was especially important in cases where projects had multiple strands delivered by different partners. This helped to ensure strands operated complementarily, rather than acting as separate projects with distinct aims and objectives. In cases where communication of project objectives was less clear, challenges arose in working with partners. For example, the *Sheffield Community Investment Deal* project faced significant challenges communicating the project's aims and objectives, both with a project advisory group and with wider stakeholders and residents. Staff felt that this was a result of a lack of clear project plan.

Clear communication of project objectives was impeded by reluctance among some projects to publicise CMF funding, particularly to external stakeholders. Some staff raised concerns that mistrust towards the objectives of the fund within the third sector (due to the focus of part of the fund on enforcement) as well as negative connotations regarding the name of the fund (due to connotations of "controlling" migration, rather than supporting migrants) would negatively impact network building and coordination. This seemed to be particularly evident in cases where projects focused on bringing different groups together to encourage integration of migrants into the wider community, or supporting migrants to access services. This challenge was mitigated in some cases where projects had a strong project branding under which different partners or stakeholders could come together, as well as linking the funded project to a wider strategy or area of work (outlined above).

Influencing policy and service provision

Key findings

- While most projects aimed to influence service provision and policies in the longer-term (beyond the project period), direction of travel was generally positive.
- Where projects delivered training for staff and stakeholders, these activities provided staff with knowledge and skills enabling improve services in the longer term (with some early evidence of this already occurring).
- Multi-agency meetings provided an opportunity to highlight gaps in service provision and problem-solve between agencies. In the longer-term, these conversations may lead to improvements to services.
- Improved networks and joint-working was intended to lead to improved signposting and referral systems between agencies (both within the local authority and externally), with some early evidence of this occurring.
- Hiring staff or establishing new teams within the local authority increased expertise regarding local populations or issues, leading to service improvements.
- Gathering and communicating evidence of project outcomes was key to securing buy-in (both within the local authority and among external organisations) to embed project activities and take initiatives and learning from projects forward.
- External political factors and competing local authority priorities presented barriers to projects influencing policy and service provision.

This section examines contribution of projects towards influencing wider policies and/ or service provision. This includes consideration of the extent to which project contributed to the CMF intermediate outcomes of *acquired expertise and structures in place to deal with local issues* and *improved signposting and referral mechanisms* and the CMF longer-term outcome of *evidence for future service planning and resourcing*. Key barriers and enablers to projects achieving these outcomes is also considered. Projects aimed to influence service provision through:

- **Applying insights gained through project activities to improve service provision**; and
- **Embedding new delivery approaches into wider service provision**.

In most cases, projects aimed to influence service provision and policies in the longer-term, beyond the project period. However, there was some evidence of this occurring

already, particularly at a small, localised level, as well as positive direction of travel, outlined below.

A number of projects increased their internal expertise (through hiring staff or establishing new teams) led to service improvements. For example, on the *Rogue Landlords and Rough Sleeping* project, staff felt that the additional focused resource of staff hired into the Private Sector Safety Team had provided wider team with a more robust understanding of how to address the issue of substandard properties, illegal encampments and “beds in sheds” more effectively. Through providing support to tenants as part of the project, *Connected Communities* delivery staff identified that the existing housing team referral system left tenants vulnerable to exploitation and eviction. As a result, staff mapped the system between organisations and created a new referral pathway. According to project staff, this new pathway helped identify where tenants were ‘slipping out’ of the support system and where neither criminal nor civil law would help them address their housing issue. As a result of the new referral system, staff felt that these vulnerable tenants were more likely to be identified and adequately supported.

There was early evidence of staff using the knowledge gained through project training activities to make changes to service provision. For example, as a result of attending training as part of the *Our Liverpool* project, staff in one department reported that they started accepting age assessment referrals from third sector organisations. Staff described how the applied knowledge of third sector partners helped them to understand the value of broadening their approach to age assessment referrals. In addition, teachers who had attended the masters level course as part of the *School Peer Integration Acceleration* project in Wolverhampton described how they had changed the initial assessment process for pupils with English as an Additional Language (EAL) needs. Staff described how the improved process ensured EAL pupils were no longer incorrectly assessed as having Special Educational Needs, which in the past had resulted in EAL pupils being separated from their peers at the detriment of their educational attainment.

Multi-agency meetings represented an opportunity for stakeholders to highlight gaps in service provision and specific needs, which staff reported would improve services in the longer-term. For example, on the *Our Liverpool* project, thematic sub-groups were set up to bring together stakeholders from statutory and voluntary services. Staff highlighted how attendees were able to discuss issues, problem solve, and work more effectively together as a result. Stakeholders felt that in the longer-term, this would reduce duplication of services and lead to more effective signposting between organisations and services, ultimately meaning that vulnerable migrants would get more effective support.

There were some examples of projects influencing service provision through embedding delivery approaches in the local authority. For example, some local authorities committed to maintaining roles established through projects beyond the CMF funded period. For example, senior KCHFT staff were considering maintaining the Lifestyle Facilitators role

due to their success over the course of the project. However, in many cases, while projects hoped that approaches would continue and embed, a lack of certainty around funding meant this was not guaranteed. For example, on the *PEER Integration Acceleration Programme* project, school staff were positive about the contribution of Parent Ambassadors to the integration of international new arrivals families into the school community. However, schools were not able to guarantee whether they would be able to keep the role in place following the end of the funding due to competing priorities and limited school budgets.

There was also some early evidence that the *Welcoming Young Refugees* project resulted in increased regional coordination across local authorities to support UASC, with local authorities accepting transfers of UASC from other areas. Strategic meetings between stakeholders were also planned to continue, in order to promote coordination beyond the project.

In the longer-term, a number of projects suggested that improved networks and joint-working would lead to improved signposting and referral systems. Staff reported that this would be achieved through greater collaboration and awareness of local services among different stakeholders and within the local authority. As discussed above, network building activities, such as training sessions and multi-agency meetings, increased stakeholder knowledge of the different services available in the local area. It was suggested by project staff in several areas, that this knowledge would mean that both statutory and third sector services would develop better signposting and referral procedures in the future. Much of the evidence available at the time of the evaluation was anecdotal. Nonetheless, the direction of travel towards this outcome in the longer-term was positive, albeit reliant on coordination and joint-working being sustained beyond the lifecycle of the projects.

Being able to communicate the impact of project approaches helped secure the necessary buy-in to take forward initiatives. In some cases, projects struggled to embed new approaches due to a lack of evidence of the success of project activities, meaning that the value of these approaches could not be communicated to those with decision-making power. For example, in Sheffield, project staff highlighted how insufficient monitoring processes meant that they were unable to adequately evidence the community development work undertaken, or how engagement with residents fed into community action plans. As a result, project delivery stalled and new structures influencing service provision were not implemented or sustained. On the other hand, where senior buy-in was gained, implementation of planned structures could be more easily facilitated and project approaches incorporated into mainstream service provision. For example, on the *Sheffield Community Investment Deal* project, the Street Warden role was deemed a success and gained the support from senior staff within the local authority. As a result, it was decided that the role would be sustained beyond the project funding. Similarly, stakeholders on the *Welcoming Young Refugees* project emphasised the importance of having the ‘right

people' (including managers) in the room in multi-agency meetings, in order that any decisions made could be acted upon.

As outlined above, project approaches that built on wider policy recommendations were more likely to secure buy-in and engagement from external partners and service changes made as a result of projects were more likely to be sustained in the longer-term.

External political factors were a barrier for some projects to influencing policy and service provision. For example, on the *South East Region UASC Training and Outcome Star* project, some local authorities were reluctant to engage with the project, which staff attributed in part to UASC not being seen as an immediate priority. In some cases, stakeholders were concerned that funding targeted at specific groups would be controversial or politically sensitive. For example, in Wolverhampton, school staff hoped that they would be able to continue funding the role of Parent Ambassadors once project funding had come to an end. However, some felt that they could not be seen to be spending money on Parent Ambassadors when they had recently had to make Teaching Assistants redundant due to budget cuts.

Direction of travel was also positive where projects sought to build sustainability into the project model. For example, on the *Rogue Landlords and Rough Sleeping* project, staff felt that the proactive approach implemented as part of the project had been successful and that the resulting learning regarding how to address housing issues would embed within the Private Sector Safety Team. Therefore, improvements would be sustained without the need for a continued dedicated resource. Similarly, on the *PEER Integration Acceleration Programme* project, staff felt that knowledge and expertise on integrating new international arrival pupils and parents, and activities to support families, were embedding into schools. As a result, staff felt there was no longer a need for a dedicated role within the local authority School Improvement Team.

Direction of travel was also positive: evidence of projects increasing their evidence base, acquiring expertise and developing relationships (explored in more detail in the preceding sections), suggest that if these outcomes are sustained, projects may influence policy and service provision in the future.

Value for money

Key findings

- Based on the cost benefit analyses (CBA), two out of the six projects analysed were estimated to represent value for money (adjudged by a cost-benefit ratio greater than one) at the time when analysis was undertaken.

- Value for money was most apparent among projects that aimed to improve health and wellbeing or housing outcomes through direct activities in the community.

- Value for money also tended to be greater where projects reached larger numbers of beneficiaries, as benefits accrued to each individual.

- For many CMF projects, intended benefits related to a vulnerable minority population. From a social perspective, the intervention may be acting to address the specific needs, or to reduce inequality. As such, these interventions may be preferred to an alternative intervention with a marginally higher cost-benefit ratio, but where the benefits accrue to a less vulnerable population.

- Value for money tended to be lower among projects that did not reach delivery targets for specific strands.

- For some projects, benefits should be expected to accrue over an extended time horizon. In this instance the 'true' or realised value for money may be greater than the estimated CBA ratio suggests.

- For a number of projects where it was not possible to conduct a CBA, this was because impact could not be robustly evidenced or monetary values could not be attributed to outcomes. In many cases, projects lacked quantifiable outcomes data, or appropriate control/comparator groups, which meant it was not possible to conduct a CBA.

This section outlines evidence of value for money from different project approaches. It also considers the key barriers and enablers for projects seeking to achieve value for money. Evidence is drawn from cost benefit analyses (CBA) conducted for six CMF-funded projects, secondary data analysis based on intended CMF project outcomes, and exploration of perceptions of value for money drawn from qualitative consultations with project staff and stakeholders. Given the nature of the data used, findings should be interpreted with caution. The full results from the economic analysis conducted as part of the evaluation are presented in two separate reports[20] [21]. The methodological approach is outlined in Chapter 2 and Appendix 1.

Based on the analysis, two of the six projects selected for a CBA represented value for money, (represented by a cost-benefit ratio greater than one[22]). Two of the remaining three CBA projects, consisted of project stands or activities which represented value for money. One project did not represent value for money for any strand. The CBA results are summarised in table 1.4 below.

[20] CMF Cost Benefit Analysis Report (2020)
[21] CMF Cost Effectiveness Analysis Report (2020)
[22] A cost-benefit ratio greater than one indicates that for every £1 spent, the project returns at least £1 in monetizable benefit to society. For example, a cost benefit ratio of 1.5 indicates that for every £1 spent, the project returns a social benefit of £1.50.

Table 1.4: Overview of cost-benefit results

Project name	Estimated project costs	Estimated monetizable benefits	Cost benefit ratio
Tackling Alcohol Misuse (Cambridgeshire)	£283,347	£418,972	1.48
LAASLO pilot project (Bradford)	£125,000	£177,044	1.42
Building Bridges (Coventry)	£580,000	£569,473	0.98
LAASLO pilot project (Greater Manchester)	£300,000	£249,103	0.83
Rogue Landlords and Rough Sleeping (Oxford)	£416,546	£265,324	0.64
Building Foundations (Hackney)	£288,998	£119,723	0.41

It is important to note that this assessment only accounted for benefits that could be monetised (based on quantifiable outcomes). Where projects could not evidence value for money, this does not mean they lacked social value. It is plausible that projects may accrue hard to estimate, intangible and/ or indirect social benefits not captured by the analysis, including longer-term benefits that go far beyond the evaluation period and therefore subject to high degrees of uncertainty in estimates of value. For example, a number of projects aimed to increase social mixing and improve community cohesion and perceptions regarding the local area, for which there is currently a lack of reliable secondary data necessary to quantify benefits.

Value for money[23] was most apparent among projects that aimed to improve health and wellbeing or housing outcomes through direct activities in the community. In part, this is because of the available data on outcomes and secondary data sources that enabled a change in health or housing status to be quantified and monetised[24]. There is strong secondary evidence relating to the social benefits of tackling unhealthy behaviours (such as alcohol misuse in the case of the *Tackling Alcohol Misuse* project, as well as obesity and smoking), for projects which were able to evidence this type of behaviour change there was an estimated reduction in future costs of healthcare provision as a result of a fall in chronic conditions (both mental and physical).

Value for money also tended to be greater where projects reached larger numbers of beneficiaries, as benefits accrued to each individual. Therefore, projects that are able to mobilise delivery faster (for example, where teams already exist or delivery is commissioned to external agencies to extend existing services) are more likely to show tangible evidence of value for money in the short-term. For example, the Bradford LAASLO pilot project supported 271 individuals to secure permanent accommodation over the five quarters of the project for which data was available to the evaluation. This resulted in estimated monetizable benefits of £138,324. In comparison, the *Rough Sleeping* strand of the *Rogue Landlords and Rough Sleeping* project provided housing support (rehousing or signposting) to 23 individuals, resulting in estimated monetizable benefits of £28,888. Furthermore, where projects had not completed delivery at the time of the evaluation or were in an early stage of delivery, estimated CBA ratios may not reflect a mature state of delivery in which processes are functioning efficiently. For example, in the case of the Greater Manchester LAASLO project, time required to set up the project meant that only 30 individuals were supported over three areas during the first quarter of the project (the only period for which data was available to the evaluation). Based upon observations of the relationship between the first quarter and subsequent quarters of data from the Bradford LAASLO project, uptake of service figures for Greater Manchester were expected to increase substantially in subsequent quarters. As such, the estimated cost-benefit ratio would also be expected to increase over time. Consequently, assumptions were built into the Manchester CBA model to demonstrate an estimated increase. However, given the lack of data available over time, this uplift was intentionally conservative and may underestimate actual delivery[25].

Attention must be paid not just to the ratio itself, but to whom the benefits and costs are accruing. For many CMF projects, intended benefits related to a vulnerable minority population (for example, refugees, rough sleepers, or UASC). From a social perspective,

[23] Represented by a cost benefit ration greater than 1
[24] Secondary data sources are outlined in Appendix 1.
[25] While this goes some way to explaining the differential cost benefit ratios between the Bradford and Greater Manchester LAASLO projects, despite their similar delivery models. However, the differences in the data available to the CBA (one quarter for Greater Manchester and five quarters for Bradford) and project-specific assumptions built into the CBA model mean that the CBA ratios should be interpreted with a high degree of caution.

the intervention may be acting to address the specific needs, or to reduce inequality. For example, the *Rough Sleeping* strand focused on EEA rough sleepers in Oxford (a population estimated at less than 50 individuals). As such, these interventions may be preferred to alternative interventions with a marginally higher cost-benefit ratio, but where the benefits accrue to a less vulnerable populations.

Value for money tended to be lower among projects that did not reach delivery targets for specific strands. For example, despite funding spent on a Foster Carer Recruiter as part of the *Building Foundations* project, delivery challenges meant that no foster carers were ultimately recruited. This reduced the overall value for money of the project, as there were no monetizable benefits from this strand.

In addition, for some projects, benefits should be expected to accrue beyond the lifetime of the project. For example, employment or educational benefits for participants may be expected to translate into improved job opportunities. In these instances, economic benefits are estimated to accrue for a certain period of time:

- Monetary benefits from individuals supported to enter work (for example, through peer mentoring or support to find work) are capped at one year. This assumes that, as a result of the intervention, individuals would secure employment one year earlier than they would in the absence of the intervention[26].

- Monetary benefits from education (such as qualifications gained) are capped at five years. This assumes that individuals continue to benefit from increased skills and qualifications over the first five years after receiving their qualification, as they apply these skills in their employment.

In these examples, the benefit to the individual from the intervention may be greater or lower than the CBA suggests.

For a number of projects where it was not possible to conduct a CBA, this was because impact could not be robustly evidenced or monetary values could not be attributed to outcomes. Where projects aimed to influence service provision indirectly (for example, through education to increase recycling rates or reduce inappropriate access to services) these undoubtedly provide social value, but this was not possible to robustly measure relative to a control or counterfactual scenario. Furthermore, projects that aimed to influence the behaviour of recent migrants through educational activities (such as providing information about services and how to access them) showed positive impact from a qualitative perspective, but this had not yet translated into quantifiable evidence of more appropriate service use.

[26] There is excess capacity in the labour market, and any employment outcomes achieved by the programme are not additional jobs to the local economy (in line with Green Book). Therefore employment outcomes are noted and monetised, but not included in the BCR.

In many cases, **projects lacked quantifiable outcomes data, or an identifiable control group, which meant it was not possible to conduct a CBA**. Where projects seek to evidence value for money, this should be taken into account during the project design phase and prior to delivery. This includes consideration of:

- the intended outcomes from the project, including whether these outcomes are monetizable, based on existing data sources and comparable approaches;
- whether suitable monitoring processes have been built in, to ensure that quantifiable data on relevant outcomes is collected at an individual level (such as numbers of individuals receiving a treatment or securing housing);
- whether a counterfactual group can be identified prior to delivery, in order to assess the contribution of the project towards relevant outcomes, where possible (limitations to identifying suitable counterfactual groups are explored further in Chapter 2).

5. Benefits to communities

Introduction

This chapter outlines progress towards the intended outcomes in the CMF Theory of Change related to local communities (including recent migrants and longer-established residents). It explores outcomes for project beneficiaries as well as wider community benefits. Intermediate and longer-term outcomes related to the community (intended or realised within the evaluation timescale) have been grouped into two sections:

- **Adequate and relevant public services:** this section considers progress towards outcomes related to increasing access to and understanding of public services and improving wellbeing and living standards;
- **Resident perceptions of migration:** this section considers progress towards outcomes related to addressing local resident concerns and promoting successful social mixing between migrants and wider residents.

Adequate and relevant public services

Key findings

- A clear understanding of beneficiary needs and gaps in relation to accessing services enabled projects to design tailored and appropriate activities that increased beneficiaries' understanding of, and access to, services. This included ensuring delivery was flexible for beneficiaries in transient situations and ensuring communication about available support was clear and consistent.
- Having staff with relevant language skills helped beneficiaries with low levels of English understand services and how to access them.
- Staff with cultural awareness and experience of working with specific nationalities helped beneficiaries overcome cultural barriers to accessing services (such as reluctance to claim benefits, or access mental health support), although overcoming these issues took time.
- Building trust was key to working with marginalised and vulnerable groups and facilitating access to services. Projects built trust through working with individuals and/ or organisations that had existing relationships with target beneficiaries; and/ or promoting regular, face-to-face engagement between staff and beneficiaries.

- Interactive and less “formal” approaches to delivery (e.g. visits to public services and games) helped to engage beneficiaries with information about local services, leading to improved understanding about how to access them.
- Creative and interactive ESOL approaches increased beneficiaries’ self-esteem and confidence to interact in English and access services.
- External barriers to facilitating access to services included: immigration legislation restrictions (such as No Recourse to Public Funds conditions); the time needed to set up bank accounts and access benefits; the 28-day move-on period for refugees to access housing; and, wider housing shortages in local areas limiting the availability of permanent housing options.
- Improving beneficiary wellbeing was often a longer-term objective, through increasing access to relevant and appropriate services.
- Creating a safe environment to foster trusting relationships helped encourage social interactions and supportive relationships (including with peer mentors).
- Structured and professional one-to-one support helped projects identify and address health needs.
- A collaborative approach focused on mediation and support appeared to be more effective at resolving housing issues and improving the wellbeing of tenants than activities focused on legal enforcement.
- Sourcing appropriate permanent housing was considered key to improving beneficiaries’ living standards, as well as their mental health, through providing a stable basis to establish life in the UK.

Increased access to public services

This section considers progress of projects towards the outcomes of *increased understanding of and access to public services*, *increased access to ESOL provision* and *increased access to housing*. It also highlights key enablers and barriers to achieving relevant outcomes. Evidence draws on 13 projects that aimed to increase understanding of or access to: health services; education; English language provision (including ESOL and EAL provision, as well as informal community provision); housing (including rights and responsibilities related to housing); and frontline local authority services. Some projects did not identify increasing access to specific services as an intended outcome during the consultation phase of the evaluation, however evidence showed that this was an unintended outcome of project activities.

Project approaches to increasing understanding of or access to services included:

- running workshops and classes to provide information or improve skills (such as English language skills, or information on how to access services);

- arranging informal drop-in sessions or undertaking street-walks in the community to provide information on local services; and

- providing more intensive one-to-one support to specific groups (such as newly recognised refugees, or EEA rough sleepers).

Projects commonly aimed to address service pressures perceived to be caused by recently arrived migrants not accessing or using services appropriately. They also looked to understand and address social tensions perceived to have arisen between longer-standing residents and more recent arrivals related to service pressures or inappropriate use of services by migrants. Projects also attributed exploitation (particularly in relation to housing) to a lack of understanding of rights and entitlements among recent migrants in relation to services. For example, the *Connected Communities* project delivery model was designed on the assumption that low English language ability among some tenants meant that they were more at risk of exploitation from unscrupulous landlords, as they were not aware of their rights in relation to tenancies. Lastly, barriers to accessing English language provision were considered to limit the progress of recent migrants in learning English and thereby impede their access to services, as well as reducing opportunities for social mixing (explored further in section 5.3.1 below).

Clear identification of beneficiary needs in relation to accessing services, matched with tailored activities, was a key enabler for projects intending to increase understanding of and access to services. For example, a number of projects identified barriers to specific groups accessing existing ESOL provision and sought to overcome these with tailored approaches.

- The *Building Foundations* project identified barriers of low confidence, mental ill-health and arrival in the UK during the school term which prevented UASC from accessing education (including college and ESOL classes). The project promoted access to education through partnering with a virtual (rather than classroom-based) education provider. The project also arranged one-to-one tutoring for UASC struggling to access or progress with their education.

- The *Community Harmony* project identified migrant women's social isolation as a barrier to attending formal ESOL provision in the city (including women who had lived in the UK for a number of years). The project increased access to ESOL for this group through extending provision in local community centres. Community centres were considered to be familiar and trusted venues, increasing the confidence of migrant women to attend, and provided additional relevant support (such as creches and wider services). Project staff encouraged beneficiaries to

attend through visiting their homes and providing face-to-face information. Staff felt this worked well as it helped beneficiaries overcome their social isolation and reluctance to leave the home and established trust and rapport between project staff and beneficiaries early on.

- The *Building Bridges* project recognised the potential barrier of caring responsibilities to attending ESOL and therefore established on-site creches, which staff reported increased the attendance of women.

Nevertheless, both the *Community Harmony* and *Building Bridges* projects experienced higher than anticipated beneficiary drop-out and erratic attendance at ESOL classes. This was attributed to transport costs to attend classes, long working hours and caring responsibilities, suggesting that these barriers were not fully overcome.

A tailored and flexible approach also helped beneficiaries in transient positions (such as newly recognised refugees and homeless people) overcome barriers to accessing services. LAASLOs in both Greater Manchester and Bradford tailored their approach for the busy and changeable schedules of beneficiaries (newly recognised refugees) through offering flexible modes of interaction, including telephone and face-to-face contact and drop-ins in a range of locations. Staff considered this to improve refugee beneficiaries' access to services, as support provided by LAASLOs could fit around their other commitments. Similarly, staff on the *Rogue Landlords and Rough Sleeping* project initially struggled to support homeless beneficiaries to register with GPs due to their lack of a permanent address. To overcome this barrier, project staff identified and built a relationship with a GP surgery that accepted people without a home address.

A less clear identification of beneficiary needs led to perceived duplication of effort and/ or less relevant services, which could reduce the contribution of projects towards relevant outcomes. For example, evidence from the *South-East Region UASC Training and Outcomes Star* project and the *Building Foundations* project indicated that some beneficiary UASC already understood and were able to access services due to existing advice and support from their foster carers and social workers. Similarly, the *LAASLO pilot* project in Bradford was perceived by some stakeholders as duplicating the work of an existing third sector service. The other organisation subsequently moved their services to another area.

Clear and consistent messaging about the support available and how to access it helped ensure beneficiaries understood the support they were entitled to. Beneficiaries of the *LAASLO pilot* projects did not always understand the role of LAASLOs or how to request support. This resulted in some beneficiaries receiving less support, or not receiving support relevant to their needs. In some cases, beneficiaries expressed reluctance to ask for support, as they were worried about burdening staff members.

Project staff members' language skills facilitated understanding of and access to services where intended beneficiaries had low levels of English language. Both the *Community Harmony* and *Rogue Landlords and Rough Sleeping* projects initially struggled to encourage Eastern European beneficiaries to attend ESOL classes. They overcame this challenge through engaging partner organisations that were run by and for people from an Eastern European background. Similarly, evidence from the *Healthy Communities* project, the *Rogue Landlords and Rough Sleeping* project, the *Tackling Alcohol Misuse* project and the Bradford *LAASLO pilot* project found beneficiaries trusted and better understood staff who spoke their first languages and were from a similar background.

Cultural barriers to accessing services persisted for some projects. For example, staff reported that some beneficiaries of the *Tackling Alcohol Misuse* and *Rogue Landlords and Rough Sleeping* projects were reluctant to engage with alcohol-reduction treatments. Staff attributed this to cultural differences among some Eastern European beneficiaries of what constituted an acceptable and healthy alcohol intake. In addition, *Rogue Landlords and Rough Sleeping* staff highlighted challenges encouraging Eastern European beneficiaries to apply for benefits, due to reluctance to accept state support. Greater Manchester *LAASLO pilot* project staff highlighted communication challenges to discussing mental health with refugee beneficiaries, due to cultural stigma surrounding poor mental health.

Working with individuals and/ or organisations with existing expertise and relationships with target beneficiary groups helped projects ensure delivery was appropriate and facilitated trusting relationships. This helped beneficiaries to improve understanding of and access to public services. For example, the *Community Harmony* and *Healthy Communities* projects involved third sector partners from the project design stage, which built trust and rapport with beneficiaries. *Community Harmony* facilitated access to ESOL and youth services for migrant beneficiaries by hosting activities in local community centres run by staff and volunteers from similar backgrounds to the beneficiaries. The third sector partner for *Healthy Communities* assisted the project team with recruitment, ensuring that staff had the necessary language skills to increase the Roma communities' access to health services (see 1.2.2/ below).

Regular, face-to-face engagement enabled trust between project staff and beneficiaries and facilitate understanding of, and access to, complex systems or sensitive services (such as mental health support or health services). This helped beneficiaries understand and navigate the complexities of the UK immigration, legal, health and welfare systems. For example:

- The School Aid Hub information classes (part of the *Building Bridges* project) and the Parent Ambassador programme (part of the *Schools PEER Integration Accelerator Programme* project) were reported by staff and school stakeholders to have increased pupil attendance. This was attributed to project staff and

volunteers building relationships between parents and the school over time, thereby increasing understanding of school attendance requirements.

- The *Building Bridges* project and the *Community Harmony* project built trust between beneficiaries and law enforcement agencies through organising talks from police officers in venues considered by beneficiaries to be "safe" and "trusted" (such as community centres). These sessions included content about how to report hate crimes. On the *Community Harmony* project, staff recounted a specific example in which young refugee beneficiaries who attended a talk with police subsequently reported a hate crime they had experienced on public transport.

Interactive and less "formal" approaches helped to engage beneficiaries with content about local services, thereby leading to improved understanding. For example, the *Connected Communities* project, the *Our Liverpool* project, the *Building Bridges* project and the *Community Harmony* project used ESOL classes to share content on accessing local services. Beneficiaries commonly reported that they valued that classes were less 'academic' (e.g. not focused on learning grammar) and with more emphasis on 'everyday life' and conversational skills, with some beneficiaries crediting the sessions with improving their understanding of how to access services. Relevant content included: how to communicate with a private landlord and housing rights and responsibilities; how to make a GP appointment and in what circumstances; talking to school teachers about a child's progress; how to correctly dispose of waste and use recycling services; and asking for directions and buying train/ bus tickets. Interactive approaches also worked well. For example, the *Building Bridges* project made a 'game' for ESOL participants about the NHS, which aimed to "bring the lessons to life". As part of the *Community Harmony* project, ESOL teachers took students to cafes to test conversation skills in action. Related to this, staff from the *Healthy Communities* project recognised that they needed to find more creative, interactive and engaging ways to present information about health services to increase beneficiaries' understanding. However, some stakeholders involved in the ESOL component of the *Connected Communities* project felt that the focus on speaking and listening at the expense of writing and reading skills limited the progress of learners, including their ability to access housing and understand housing rights and responsibilities (a key aim), as they may not be able to read and understand a tenancy agreement or make a written complaint to a landlord.

External barriers to projects contributing to increased access to services included:

- LAASLOs reported that the **28-day "move-on" period for newly recognised refugees to identify housing** limited their ability to identify suitable permanent accommodation and provide holistic, individualised support. Staff also highlighted how this meant that they could not spend as much time preparing project

beneficiaries to move out of their National Asylum Support Service (NASS) accommodation into permanent or temporary housing.

- **No Recourse to Public Funds (NRPF)** conditions for some beneficiaries meant they were not eligible for many public services;

- **Wider housing shortages** limited the ability of both LAASLOs to identify suitable permanent accommodation for newly recognised refugees due to a shortage of affordable housing stock. Another issue was landlords' refusal to accept benefit claimants. LAASLOs used some creative approaches to overcome these barriers, including building relationships with private landlords in order to persuade them to accept refugees and identifying temporary solutions, including utilising student accommodation.

Some of the projects indicated that, in the longer-term, they would increase access to public services for the whole community due to an increase in service capacity. For example:

- the *Welcoming Young Refugees* project expected that by increasing the capacity of local authorities to effectively support UASC (through staff training and recruiting additional foster carers) this would lead to increased capacity of local authorities to support a wider range of looked after children;

- the *Healthy Communities* project expected project activities to result in cost-savings to NHS and increased availability of services in the longer-term through more appropriate use of health services (including uptake of preventative services and early presentation for health issues at the GP as opposed to presenting at A&E); and

- staff on the *PEER Integration Acceleration Programme* project expected the integration of international new arrival pupils in the school, through buddying up with pupil New Arrival Ambassadors and Young Interpreters, to increase the capacity of teachers to support other pupils.

Many of the project activities hoped that improved access to services would lead to increased wellbeing and living standards in the longer-term, as a result of health or other needs being addressed, with some evidence of this already occurring during the evaluation period (outlined in section 5.2.2 below).

Improved wellbeing and living standards

Projects intended to contribute to the CMF outcomes related to improved wellbeing and living standards (*increased wellbeing, housing issues resolved, increased living standards* and a *reduction in exploitation*) through a range of approaches, including:

- One-to-one mentoring and advice sessions;
- Youth groups;
- Staff training on identifying and/ or mitigating exploitation; and
- Housing enforcement action to improve standards (often through a combination of mediation and legal action).

Projects that sought to improve beneficiaries' wellbeing and/ or living standards commonly aimed to address homelessness and poor standards of accommodation arising from 'rogue landlords' operating in the private rental sector (of which migrants were considered particularly vulnerable). Some projects also aimed to improve mental and physical health conditions perceived to be prevalent among particular migrant groups, attributed to their lack of access to services, cultural factors, as well as social isolation and trauma.

Some projects aimed to increase wellbeing through encouraging social interaction and supportive relationships, either between beneficiaries and volunteers or peer mentors, beneficiaries and staff, or beneficiaries themselves. A key enabler for this approach was creating a safe environment to foster supportive and trusting relationships. For example, the *Building Foundations* project partnered with local third sector organisations to create the 'UASC Committee' for UASC to share their concerns and experiences associated with loneliness, living in a foreign country and learning a new language, as well as events and trips for UASC in the borough. Project staff noted a reduction in mental health issues and an increase in happiness among beneficiaries, which they attributed to UASC taking part in group activities. On the *Community Harmony* project, beneficiaries, project delivery staff and internal stakeholders described how the group activities (such as cooking and crafts) and pastoral support provided at the youth club fostered a familial support network for young migrants. However, the *Welcoming Young Refugees* project struggled to broker mentoring relationships between former and newly arrived UASC, due to a reported lack of interest from former UASC. Project stakeholders attributed this to poor communication of the personal benefits of mentoring (such as fostering a sense of responsibility, mutual satisfaction and support skills). As a result, staff shifted the emphasis to a less formal approach whereby they encouraged connections and friendships between current and former UASC independently of the project, which staff reported had begun to create lasting relationships.

Creative and interactive ESOL approaches (explored further at 5.2.1 above) were also widely reported by both staff, stakeholders and beneficiaries to increase beneficiaries' self-esteem and confidence to communicate in English. In the longer term, there was evidence that these approaches would reduce social isolation through increased interactions between beneficiaries and the wider community (explored further in section 5.3.2).

For projects that aimed to increase wellbeing through improving physical and/ or mental health of beneficiaries, this was often a longer-term goal through the intermediary outcome of increasing access to relevant services. For example, UASC and young migrants received sexual health advice through the *Building Foundations* and *Connected Communities* projects, including information and practical support (e.g. access to condoms). For these projects, direction of travel towards these longer-term outcomes was generally positive.

There were also some positive signs that projects contributed towards improved physical and/ or mental health during the evaluation timeframe. This was particularly apparent where projects delivered direct and structured support to beneficiaries to improve identified health needs. For example:

- beneficiaries of the *Healthy Communities* project reported that project activities encouraged them to consider preventative healthcare options (e.g. attending a GP rather than A&E, or accessing smoking cessation treatment). Roma beneficiaries felt that the involvement of a Lifestyle Facilitator (fellow Roma community members trained to provide peer support) helped them make lifestyle changes by taking the time to communicate and explain the benefit of health services.

- The *Tackling Alcohol Misuse* project increased beneficiaries' understanding of alcohol harms and helped them to reduce their alcohol intake through combining structured treatment with wraparound advice and guidance. Some beneficiaries reported that they had fewer suicidal ideations as a result of this support.

A number of projects intended to improve beneficiary wellbeing by addressing housing issues, including homelessness and exploitation by rogue landlords, thereby improving living standards in the longer-term (both directly for beneficiaries and indirectly for wider local residents through improved local housing standards). Newly recognised refugees were identified as at particular risk of homelessness by LAASLO projects, due to the 28-day move-on period for sourcing alternative accommodation following a positive decision on their asylum claim. Approaches that contributed to this outcome commonly included providing one-to-one advice and support to identify suitable housing and identify and address housing issues. Both LAASLO projects found that identifying and facilitating access to permanent housing for newly recognised refugees had reduced beneficiaries' risk of homelessness.

Sourcing appropriate permanent housing was also considered key to improving beneficiaries' living standards, as well as their mental health, through providing a stable basis to establish life in the UK following a grant of refugee status. While there were positive signs of progress through the LAASLO support model, evidence of contribution towards addressing housing issues in the longer-term was limited by the lack of suitable

permanent housing options. As a result, many beneficiaries remained in short-term, temporary accommodation during the evaluation period. Some beneficiaries in temporary accommodation remained stressed about the risk of future homelessness. The collaborative partnership approach between the local Citizen's Advice Bureau and local authority housing team staff to address housing issues, taken by the *Connected Communities* project, resulted in a streamlined referral system for individuals facing homelessness, as well as additional capacity to provide advice and mediation between tenants and landlords. This advice facilitated timely property repairs and staff reported that evictions had also been avoided as result of mediation. Staff reported that this approach (which included informing both parties of their rights and responsibilities) was often more effective than using legal enforcement as the first course of action, as it was faster and could resolve issues before an unlawful eviction took place.

Similarly, *Community Harmony* project staff built trust with landlords to encourage them to resolve housing issues. This involved sharing information about a landlord's responsibilities, rather than treating landlords as knowingly non-compliant. Staff involved in the project felt the term 'rogue landlord' was unhelpful and heightened tensions between landlords, tenants and local authorities. In contrast, the *Rogue Landlords and Rough Sleeping* project took an enforcement-led approach. While considered successful at identifying non-compliant landlords and addressing issues with substandard properties, project staff believed that some landlords may have temporarily moved tenants out of properties following the issue of a notice of inspection. Housing officers also found that tenants they encountered were often reluctant to cooperate or share their details, due to fear of being evicted. This suggests that a collaborative approach focused on mediation and support may be more effective at resolving housing issues with a view to improving the wellbeing of tenants.

Increasing wellbeing through reducing the exploitation of migrants was most apparent through projects that sought to tackle substandard housing and rogue landlords, including the *Connected Communities, Community Harmony* and *Rogue Landlords and Rough Sleeping* projects (as outlined above). Another common route taken by projects to indirectly contribute towards reducing exploitation was through referrals of identified, or suspected, victims to specialised support. For example, the *Rogue Landlords and Rough Sleeping* project staff referred potential victims of Modern Slavery and human trafficking, while *Community Harmony* project staff identified and signposted young people at risk of labour exploitation, sexual exploitation and homelessness. There was no evidence collected on the result of these referrals, due to a lack of data collected by projects to allow for follow-up. The timing of activities was also considered important to reducing exploitation: Wakefield project staff suggested that classes for year 7 secondary school pupils on internet safety and substance abuse were delivered too late and should be provided to primary school aged pupils, as there was evidence that year 7 pupils may have already been exposed to risk[s].

A number of other projects intended to contribute towards reduced exploitation in the longer-term, often through training. For example, the *Our Liverpool, Welcoming Young Refugees, South East Region UASC Training and Outcomes Star* and *PEER Integration Acceleration Programme* projects provided training to practitioners on how to identify and signpost those at risk of sexual exploitation, trafficking and radicalisation.

Resident perceptions of local migrants

Key findings

- Projects that clearly identified and evidenced resident concerns were more successful at addressing them. Reliance on a partial or incomplete understanding may have led to a misleading picture of resident concerns.

- Directly engaging residents in activities to understand their concerns through resident meetings and consultations or community research activities helped ensure activities were relevant and appropriately targeted.

- Some projects encountered barriers engaging a representative group of residents beyond those typically engaged. This could lead to a narrow perspective on local issues and limited the ability of projects to understand and address resident concerns.

- While some projects made tangible and visible improvements to the local area, this was rarely directly communicated to residents. Therefore, there was limited evidence that these changes would result in improved perceptions among residents regarding migrants or the local area.

- Projects that engaged migrants and longer-term residents in joint-activities were able to demonstrate improved understanding of different cultures and interaction between people of different backgrounds. Where projects clearly communicated the benefits of taking part in a social mixing activity, this served to facilitate engagement.

- Barriers to engaging a diverse or representative group of residents and migrants in social mixing activities included: limited project staff capacity or experience in community engagement (including on sensitive topics); little communication regarding the benefits of taking part; difficulties challenging entrenched negative perceptions amongst residents; and low levels of trust in the local authority.

- Providing education and advice to more recent migrant arrivals showed positive direction of travel towards encouraging social mixing with longer-standing residents in the longer-term. This was particularly successful when projects then signposted beneficiaries to opportunities to mix with others, such as volunteering.

Addressing resident concerns

This section considers progress of CMF-funded projects towards achieving outcomes related to addressing residents' concerns. This includes the following CMF intermediate outcomes: *increased confidence among residents that their concerns are listened to and addressed*; *perceived reduction of pressure on public services and private facilities*; and *improved quality of public space.* It also considers direction of travel towards longer-term outcomes: *reduced public concern on access to public services*; *reduced crime and anti-social behaviour*; and *improved perceptions of recent migrants to local area*. Wider outcomes are also considered where projects identified resident concerns as a rationale for developing the project approach and sought to address these concerns through resolving issues, but where residents were not directly engaged in, or necessarily made aware of, project activities. Key enablers and barriers to projects contributing to relevant outcomes are also considered.

Project approaches to addressing resident concerns included:

- Directly engaging residents in consultations, research activities or through community engagement work to understand their concerns and/ or come up with solutions to local issues;
- Undertaking enforcement action to address specific local issues (such as housing or environmental issues) considered by the local authority and/ or by residents to be caused or influenced by recent migration; and/ or
- Providing information, advice or support to migrant communities to encourage behaviour change to address resident concerns (typically related to environmental or housing issues, a perceived lack of social mixing, or pressures on local services).

As outlined in chapter 4, projects rarely employed a fixed definition of "wider residents". In relation to understanding and addressing concerns, project either considered residents to be everyone within an area outside of the identified migrant group, or residents who had or raised concerns (for example, through making a complaint).

Projects that sought to address resident concerns benefited from identifying a problem or localised issue with a well-evidenced link to the concerns of local residents. For example, Cambridgeshire identified resident concerns about street drinking from residents' surveys, local press and social media and a Migrant Needs Assessment[27]. Concerns identified in the bid included residents feeling uncomfortable using local parks and open spaces due to the high number of street drinkers and the number of alcohol containers found on the

[27] Cambridgeshire County Council & NHS Cambridgeshire and Peterborough Clinical Commissioning Group (2016), "Migrant and Refugee Joint Strategic Needs Assessment for Cambridgeshire", available at: https://cambridgeshireinsight.org.uk/wp-content/uploads/2018/09/Cambs-Migrant-JSNA-full-v12_0-FINAL.pdf

streets. The Needs Assessment and engagement with local services, conducted prior to the project, identified high alcohol use and street drinking among the local Eastern European population, and a lack of appropriately tailored services to meet their needs. The report also identified pressure on public services and reduced quality of public space as a result of littering due to street drinking, based on local authority data. As a result, the *Tackling Alcohol Misuse* project sought to address alcohol misuse among the local Eastern European population.

Conversely, reliance on partial or incomplete data on resident concerns could provide a misleading picture of local issues. On the *Rogue Landlords and Rough Sleeping* project, some project staff and stakeholders found that the prevalence of rogue landlords and beds in sheds was lower than the number of resident complaints had suggested. Staff on the *Community Harmony* project similarly felt that resident perceptions of overcrowded properties may have been exaggerated or unfounded as they were not borne out from housing enforcement data on inspected properties. Wider studies have found evidence that people's perceptions of migration are informed by wider influences beyond their experiences in the local area, including national and international media[28]. Due to these wider influences, resident perceptions may not be expected to change as a result of local-level activities. As a result, while staff and stakeholders on both projects considered activities to address housing issues were beneficial and achieved positive outcomes for tenants and the local authority, activities were unlikely to have had a noticeable impact on resident concerns.

Directly engaging residents in activities to understand their concerns helped to ensure subsequent activities were relevant and targeted. Successful approaches included:

- Organising residents' meetings: Based on feedback from residents during group meetings organised as part of the project, staff on the Sheffield Community Investment Deal project tailored the hours of Street Wardens to increase evening and weekend working. A stakeholder reported that Street Wardens were better able to engage with residents and address their concerns. Furthermore, feedback from residents' groups suggested that Street Wardens were regularly visible in the neighbourhoods covered by the project.

- Undertaking community research: As part of the Connected Communities project, Community Amplifiers (recruited from the local community) undertook research activities with residents to listen to their views and present this as feedback directly to the local authority. The insight gathered was used by the Community Amplifiers to design co-creation sessions and storytelling events with residents

[28] See: Ipsos (2014) *Perception and Reality: Public Attitudes on Immigration,* available at: https://www.ipsos.com/sites/default/files/publication/1970-01/sri-perceptions-and-reality-immigration-report-2013.pdf and Ipsos (2017) *Shifting Ground: Attitudes towards immigration and Brexit*, available at: https://www.ipsos.com/ipsos-mori/en-uk/shifting-ground-attitudes-towards-immigration-and-brexit

(intended to take place beyond the evaluation period). Project staff reported that the local authority also intended to use the research to inform the creation and design of the "Citizen Alliance Network" as part of the borough's corporate plan. This was described by project staff as a community-based platform for activism with online and physical meeting spaces (in development at the time of the evaluation).

- Face-to-face community engagement work: Through undertaking community engagement work in three target wards, Community Development Officers on the Our Liverpool project identified waste management issues (including littering and inappropriate waste disposal) as heightening tensions between recent migrants and longer-standing residents. Community Development Officers found that longer-standing residents frequently attributed these issues to more recent migrant arrivals and asylum-seekers. Investigating the issue further, Community Development Officers identified that recent migrant arrivals needed further information about appropriate waste management (such as how to recycle or order a recycling bin). As a result, the content of ESOL classes was changed to incorporate these issues. Beneficiaries interviewed said they had found the content useful and planned to apply the knowledge they had gained. Staff felt that in the longer-term, improved waste management practices among recent migrants would reduce concerns among wider residents about the impact of migrants. However, at the time of the evaluation it was too early to see any change in resident perceptions.

When undertaking scoping work with residents, sufficient time needs to be factored in to ensure insights generated can be applied within the project period, or additional resource secured to ensure that activities can be taken forward. For example, by the end of the *Sheffield Community Investment Deal* project, it was unclear whether or how activities contained in Community Action Plans (developed by Community Development Workers through engaging local residents to understand their concerns) would be taken forward without additional resource.

Some projects encountered barriers engaging a representative group of residents in activities to understand local concerns. Project staff highlighted that limited engagement could result in a narrow perspective on resident concerns and local issues. Barriers included limited capacity to undertake large-scale consultations or quantitative research activities (explored further in Chapter 4); staff lacking links in the community to encourage attendance at events; and a perceived lack of interest among some residents to engage in consultation events, potentially due to a lack of interest in the topic. For example, on the *Sheffield Community Investment Deal* project, some stakeholders raised concerns regarding the representativeness of the resident sample for a Neighbourhood Barometer survey, as many of those responding to the survey were already known to the Community Development Workers administering the survey. In addition, on the *Rogue Landlords and*

Rough Sleepers project, the planned annual meetings and member forums with residents' groups (intended to facilitate and improve the dialogue between the local authority and wider residents regarding their concerns about poor housing and anti-social behaviour) did not take place due to poor attendance from residents, as well as a lack of capacity to organise the meetings. On the *Connected Communities* project, staff reported barriers to engaging migrant communities in research activities, as staff lacked relevant links to communities and language skills.

Projects that focused on making improvements to the local area, often through enforcement action, provided visible and tangible evidence that resident concerns had been addressed. For example, on the *Rogue Landlords and Rough Sleeping* project, monitoring information showed there were public complaints about 33 homeless encampments and the PSST contributed to the removal of all of them through enforcement action. Project staff also reported that the Community Safety team (who received resident complaints) followed up with residents to let them know that action had been taken. On the *Sheffield Community Investment Deal* project, project stakeholders attributed a significant improvement in the relationship between residents and environmental services to the work of Street Wardens. This was attributed in large part to the additional capacity afforded by the three additional Street Wardens posts to both listen to and swiftly address environmental concerns through enforcement activities (issuing fines and notices, and organising street cleaning activities). However, action taken did not necessarily translate into a change in resident perceptions. For example, on the *Tackling Alcohol Misuse* project, police incident reports and CCTV data showed a decrease in street drinking activity in three central wards of Wisbech where street drinking was identified as an issue[29]. However, resident surveys conducted by the local authority during the project indicated that street drinking remained one of the top four resident concerns.

While a number of projects sought to address issues that had been identified as a concern to local residents, only a small number intended to directly communicate the actions that had been taken to address concerns to residents. Examples of direct engagement included *Rogue Landlords and Rough Sleeping* staff conducting a publicity exercise highlighting the housing enforcement work undertaken as part of the project, including publicity in local print media, national print and online media, and local radio. Project staff also shared actions that had been taken by complaints team staff, with residents, as well as with local councillors. Other approaches to communicating with residents that their concerns had been addressed included publicising activities to councillors and complaints teams, who passed this information on to residents.

Projects did not always publicise project activities due to concerns that making residents aware of support provided to a specific group of people (such as recent arrivals) could

[29] Data for Peterborough was requested but could not be provided by the project.

cause resentment among the wider resident population. For example, on the *Healthy Communities* project, staff did not intend to advertise project activities for fear of negative repercussions from the resident community stemming from perceptions that more resources were being allocated to migrant community members (despite an aim of these activities being to reduce service pressures). Other projects raised concerns that publicity could further stigmatise migrant communities by perpetuating narratives blaming migrants for local issues, thereby exacerbating tensions. There was some evidence of this from comments posted under an article based on a press release about the housing enforcement work undertaken against landlords as part of the *Rogue Landlords and Rough Sleeping* project[30].

There was some evidence that projects had contributed to reducing pressure on public services, but no clear evidence that residents were, or would be made, aware of this. Typically, evidence was anecdotal and there was little robust evidence from services showing a sustained reduction attributable to project activities. For example, the *Healthy Communities* project promoted more appropriate service use and positive health behaviours among some more recent migrants and Roma community members, which staff expected would reduce service pressures (including attending GPs instead of A&E). Similarly, teachers involved in the *PEER Integration Acceleration Programme* project reported that activities had reduced pressures on teaching assistants. There was also some evidence that the *Welcoming Young Refugees* project had resulted in local authorities in Yorkshire accepting UASC cases from local authorities experiencing service pressures with higher caseloads, through activities promoting coordination. While these outcomes were positive, there was no evidence of wider residents being made aware of these activities. It was therefore unclear whether these outcomes would result in a noticeable change in perceptions among residents, unless the reduction in pressure could be evidenced and publicised by the local authority.

Furthermore, in a number of projects, project activities initially intended to increase access to services among migrants (as explored above) in order to promote more appropriate access, which they hoped would then lead to reduced service pressures in future. Based on this logic, it may be expected for wider residents to initially experience an increase in pressure before any decrease in the longer-term.

Successful social mixing

This section considers the extent to which projects promoted successful social mixing. Relevant CMF intermediate outcomes include: *increased involvement in community-led integration activities*; *increased opportunities for social mixing*; *increased understanding of*

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[30] Mail Online (29 August 2019) "Rogue landlords are caught keeping tenants in appalling conditions - including some living in SHEDS - as pictures reveal how vulnerable people are forced to live in squalid and dangerous housing", available online: https://www.dailymail.co.uk/news/article-7406533/Rogue-landlords-caught-keeping-tenants-appalling-conditions-including-living-SHEDS.html

British culture and social norms; and *increased civic society participation.* Specific project activities that sought to contribute towards these outcomes included:

- Holding community events that sought to engage a diverse mix of residents, including recent migrants and longer-term residents;
- Delivering English language provision to residents with English language needs (including ESOL and EAL provision) to improve English language and encourage social interaction;
- Providing information or advice to more recent migrants about the local area and social norms, to facilitate positive interactions in the community; and
- Promoting volunteering activities for migrants and/ or wider residents, either as part of a wider project or as part of a volunteering programme.

It is important to note that, for all project-level evaluations, primary data from wider residents was limited. Reasons for this are explored in more detail in Chapter 2.

A number of projects experienced barriers to engaging a diverse and representative group of residents and migrants in activities that aimed to promote social mixing. Project staff on the *Building Bridges* project highlighted how approaches that did not engage wider residents made it more difficult to promote positive social mixing, as integration is a two-way process between more recent arrivals and longer-term residents, and should not be solely the responsibility of migrant community members. Barriers included an absence of existing opportunities or venues (such as youth clubs) that provided an opportunity for different groups to mix; linked to this, a lack of capacity among staff to organise events and encourage attendance; poor links between project staff and wider resident communities due to the focus of project activities on more recent migrants; as well as a lack of interest among target beneficiaries to take part in activities. For example:

- Staff of the Environmental Volunteering strand of the *Community Harmony* project attributed low levels of trust in the local authority among some recent migrant communities as a barrier to engagement. Among wider residents only a small cohort of committed and active individuals showed interest in project activities. For the Eastern European community, stakeholders cited long working hours and transience in private rented housing as barriers to engagement. According to local authority stakeholders, it was these barriers, rather than any specific reluctance towards community activities aimed at social mixing, which made volunteer recruitment difficult. Local authority stakeholders also described the short-term funding as a limiting factor and felt that bringing together migrant communities and wider residents was a process that would take longer than the two-year project period.

- Staff on the Community Harmony project struggled to recruit longer-established residents in youth activities due to the recruitment approach and miscommunication regarding the aims of the project among young people. Most of the youth club attendees were recruited from the local college's existing ESOL classes. As a result, a local authority stakeholder reported that young people perceived the youth club as "for migrants" and, therefore, "not for them". The stakeholder also believed that the area's limited youth provision acted as a barrier to tapping into wider networks of young people.

- On the Our Liverpool project, staff acknowledged challenges overcoming entrenched negative views held by residents about migrant communities. Project staff attributed these challenges in part to the influence of negative political rhetoric around migration, especially against the backdrop of a divisive "Brexit" debate. Furthermore, staff felt the overtly positive narrative surrounding the Our Liverpool project and wider strategy may have discouraged some residents with deep-set negative views about migration from engaging with the project. Project staff felt that there was no "one-size fits all" approach to engaging wider residents, meaning that work with this group required a long lead-in time to understand the tensions within and between communities and ensure that effective activities were designed and implemented. As a result, the project team planned to organise "community conversations" to allow residents to air issues they felt affected their communities in a 'safe space', as well as to try and encourage community-led local solutions to these issues.

- On the *Connected Communities* project, staff suggested that some Community Amplifiers did not have the necessary professional experience (for example, in mediation or community work) to have difficult conversations with residents or facilitate activities required to address deep-set cohesion issues, such as racism and prejudice. Instead, staff felt that Community Amplifiers were better placed to focus on the "softer" side of community cohesion (such as addressing environmental concerns through litter picking activities).

In a number of projects, activities to facilitate social mixing were subsequently dropped due to lack of capacity among staff. For example, on the *Healthy Communities* project, planned community cohesion events to build connections between parents from minority communities and wider residents were not delivered. Due to a lack of time and reduced staff capacity (in part due to recruitment challenges leading to delays to delivery, explored further in Chapter 3), these events instead focused on recruitment and engagement days for the migrant community. In addition, LAASLOs in Bradford initially planned to deliver community events to promote social mixing between residents and newly recognised refugees. Due to reduced staff capacity as a result of long-term absence, these were not delivered.

Where projects successfully engaged migrants and wider residents in joint activities, there was evidence of improved understanding of different cultures and increased confidence interacting with people from different backgrounds. However, these activities tended to be on a small scale (with the exception of inter-faith week events organised in schools as part of the *Connected Communities* project, which reached 540 pupils). Examples included:

- The Community Harmony project, where youth activities provided the opportunity for longer established residents and more recent arrivals to mix. Staff described how longer-established resident pupils found it challenging to communicate with migrant pupils because of their lower English ability, but later learnt to empathise with how they must feel being in a new country. Delivery staff also described how the young people enjoyed making and sharing food from different cultures (such as Latvian potato pancakes) and the beneficiaries described learning about different customs (such as not shaking hands as a greeting and dietary restrictions). In addition, beneficiaries described youth-led community clean-ups as diverse and including both residents and migrants (however, although photographic documentation of the 'clean-ups' gives a sense of the diversity of participants, attendance at the sessions based on nationality or length of time in the UK was not consistently recorded by the project).

- On the Connected Communities project, four of the five beneficiaries who attended the "Celebrating Faith, Diversity and Harmony" Interfaith Week event and filled in a questionnaire said they has met someone at the event from a faith, belief or community that was new to them. Furthermore, quantitative evidence gathered from questionnaires filled in by 540 pupils who attended inter-faith week workshops showed that workshops contributed to increasing social mixing and interfaith understanding, through meeting people from different faiths to themselves (93% of pupils), and learning something they weren't expecting from another faith or belief (92% of pupils). The majority of pupils (77%) also felt the event made them feel more confident speaking to people of different beliefs.

Projects that clearly communicated the benefits of taking part worked well to facilitate engagement with activities. For example, the *PEER Integration Accelerator Programme* project encouraged a "whole school" approach to integration, highlighting that pupils could learn valuable life skills, including understanding, empathy, tolerance and respect. Conversely the *Community Harmony* project encountered challenges engaging a diverse mix of pupils to attend youth activities, which staff attributed to teachers considering the project to primarily benefit children with English language needs, as opposed to native English-speaking pupils. In addition, on the *Connected Communities* project, delivery staff included content in ESOL classes on the benefits of volunteering and sought opportunities for learners based on their individual interests. Monitoring information showed that over 23 participants were registered to undertake volunteering activities, while 18 volunteered to support or co-deliver ESOL classes.

Where projects aimed to increase social mixing in the longer-term through providing education and advice to more recent arrivals to improve English language skills or understanding of British culture and social norms, direction of travel was generally positive. A number of projects also showed evidence of beneficiaries applying the knowledge and skills they had learned to engage more in the community. For example, on the *PEER Integration Accelerator Programme* project, staff noted that improved confidence and English language skills among international new arrival parents as a result of taking part in Chatter Groups would lead to increased relationships between migrant parents and wider residents, helping to overcome social isolation. One resident parent in a participating school described how they had established friendships with other migrant parents, which they attributed to the confidence and English language skills gained as a result of the latter's increased confidence in socialising in English as a result of taking part in Chatter Group sessions. On the *Community Harmony* project, local authority stakeholders and project delivery staff described how, as a result of their newly increased English ability, pupils had joined clubs and societies (such as sewing and computer club) in school, attended local events and also encouraged family members to take part in these activities. This was particularly the case where project held activities at venues that provided further opportunities for mixing and engagement, or signposted beneficiaries to wider volunteering opportunities. For example, on the *Connected Communities* project, "Creative English" classes were delivered at a community centre where staff were able to signpost learners to a volunteer coordinator to help identify volunteering opportunities. Delivery staff reported encouraging learners to volunteer at the community centre's creche or kitchen, as well as suggesting to opportunities outside of the community centre.

6. Conclusions and recommendations

What works within different local areas and contexts to relieve pressure on local services due to migration?

Among the 14 project-level evaluations undertaken, projects sought to alleviate locally identified service pressures benefited from a clear and evidence-based understanding of the underlying causes of pressures and how they relate to migration. Projects commonly aimed to address service pressures perceived to be caused by recently arrived migrants not accessing or using services appropriately, or due to a services supporting a particular migrant population (such as refugees or UASC). They also looked to understand and address social tensions perceived to have arisen between longer-standing residents and more recent arrivals related to service pressures or inappropriate use of services by migrants. An evidence-based understanding helped to ensure a proportionate and realistic project design, with a logical link between activities and intended outcomes. This includes consideration of the specific pressures experienced by services (such as pressures on GP appointments or teaching assistant time in schools), and how this relates to migration (for example, does the pressure relate to the needs of a particular group, or does it relate to wider population churn or increases?). Activities that enabled projects to develop a suitable evidence base included:

- Analysis of service-level data on service use over time, including data disaggregated by ethnicity, nationality and/ or length of time in the UK (e.g. hospital admissions, GP registrations);
- Supplementing quantitative data with detailed feedback from service staff, gathered through multi-agency meetings, working groups or consultations; and
- Undertaking local Migrant Needs Assessments.

Projects that undertook these or related activities prior to delivery benefited from a clearly evidenced and logical link between planned activities and desired outcomes. Where projects undertook these exercises as part of delivery, sufficient time needed to be factored in to account for data collection and analysis, prior to designing and delivering activities.

Where identified service pressures related to a specific service, it worked well to engage local authority departments and agencies in the project before delivery and during the design stage. This ensured that data and views on the nature of service pressures and the relationship to migration could be considered, and that necessary partners were engaged from the outset of projects.

Where projects aimed to relieve service pressures through activities to influence the behaviour of a specific migrant population, projects benefited from engaging staff or partner organisations or hiring staff with expertise, cultural understanding and language skills to build trust and effectively work with target groups and ensure delivery approaches were appropriately tailored to their needs. Projects that engaged members from target communities in project delivery (either in a staff or “mentoring” role) worked well to build trust and add value to project teams. This also tended to increase engagement of target beneficiaries with the project. As above, projects should give consideration to engaging partners prior to delivery, including in the design of projects, and factor in sufficient time for recruitment and training where required.

Educational activities to provide recent migrants with information about local services and individual rights and responsibilities in relation to services worked well to address service pressures related to inappropriate access to services (for example, late presentation at A&E instead of attending a GP; unauthorised school absences; or inappropriate waste disposal). Effective approaches included:

- Designing area-specific content on local services, rights and responsibilities. Interactive and creative approaches, taking into account the level of understanding and specific needs of target groups, worked well (for example, visits to local services such as council offices and incorporating information into local ESOL classes including role-play exercises on how to access services). Utilising local and trusted venues (such as Children’s Centres, charities or community centres) helped engage a diverse group in activities, including hard-to-reach audiences;

- Providing information through trusted intermediaries who built relationships with target groups over time and understood their needs; and

- Combining information provision with direct support from staff to help beneficiaries both understand and access services.

As above, a good understanding of the target population ensured approaches were culturally appropriate. For example, projects need to take into account potential stigma in communities surrounding physical or mental health conditions, fear of social services, or reluctance to claim benefits, and adapt their approach accordingly. Approaches that focused on enforcement were considered less effective at engaging groups and building trust and there was limited evidence that such approaches led to sustained behaviour change.

Projects that hired new staff, or established new teams, increased capacity of the local authority to take a proactive approach to addressing an identified issue related to service pressures caused by migration. This worked well where projects sufficiently assessed local

demand and need, drawing on a robust evidence base (as above). This ensured that teams had sufficient resource to address beneficiary needs early on. Due to the set-up required to establish new teams, and the short-term nature of project funding, projects benefited from factoring in sufficient lead-in time prior to delivery, or ensuring a contingency plan was in place to continue funding posts or teams beyond the project period.

It is important to note that activities to reduce service pressures often aimed to increase appropriate access to services in the short-term. This may *increase* service initially (for example, GP registrations), before leading to longer-term reductions through reducing uneven, inappropriate or disproportionate service use. For example, projects that aimed to increase the skills and confidence of staff to appropriately engage and address the needs of migrant new arrivals (such as tailoring service delivery, recognising needs or improving signposting and referral systems for specific migrant groups) showed positive direction of travel towards increasing access to services. In the longer-term, these activities may reduce service pressures if, as a result, services become more efficient and effective at addressing needs proactively and better targeting and coordinating local services (reducing duplication of work). Professional training and holding multi-agency meetings on migrant needs worked well to increase knowledge and skills among relevant staff.

Where regional inequalities in pressures on services were identified, project approaches demonstrated the benefits of regional coordination (for example, upskilling social workers across local authorities to work with UASC on the *Welcoming Young Refugees* and *South East Region UASC Training and Outcome Star* projects, and LAASLO support for refugees to prevent homelessness among Greater Manchester LAASLOs). Regional approaches rely on sufficient buy-in and engagement from local authorities, which can be resource-intensive.

What is the cost effectiveness of different approaches implemented in different contexts?

Two out of the six projects selected for a cost benefit analysis were estimated to represent value for money (adjudged by a cost-benefit ratio greater than one) at the time analysis was undertaken. Value for money was most apparent among projects where:

- Outcomes could be robustly evidenced, through quantifiable outcomes data (for example, the number of individuals benefiting from a particular activity and how they benefited). Projects undertaking direct activities in communities, and that had monitoring processes in place to capture the numbers of people taking part in activities, were more amendable to cost-benefit analysis. For some projects, benefits were expected to accrue over an extended time horizon (for example, gains from increased education accrue over a lifetime as individuals apply their knowledge and qualifications to their future careers). In this instance the ‘true’ or

realised value for money may be greater than can be estimated through a CBA based on the available data at the time of the evaluation.

- Monetary values could be attributed to outcomes, as there was robust secondary data available to monetise outcomes. As such, projects that aimed to improve health and wellbeing or outcomes related to housing tended to be more amendable to cost-benefit analysis. However, where projects could not evidence value for money, this does not mean they lacked social value. It is plausible that projects may accrue hard to estimate, intangible and/ or indirect social benefits not captured by the analysis, including longer-term benefits accruing far beyond the evaluation period and therefore subject to high degrees of uncertainty in estimates of value. For example, a number of projects aimed to increase social mixing and improve community cohesion and perceptions regarding the local area, for which there is currently a lack of reliable secondary data necessary to quantify benefits.

- Projects reached larger numbers of beneficiaries, as benefits accrued to each individual. Conversely, value for money tended to be lower among projects that did not reach delivery targets for specific strands. However, for many CMF projects, intended benefits related to a vulnerable minority population. From a social perspective, the intervention may be acting to address the specific needs, or to reduce inequality. As such, these interventions may be preferred to an alternative intervention with a marginally higher cost-benefit ratio, but where the benefits accrue to a less vulnerable population.

What is good practice for developing new sources of data and intelligence on the relationship between migrant groups and local communities?

Good practice that emerged from the 10 data-only consultation projects in relation to developing new sources of data and intelligence included:

- Having clearly defined objectives and a focus on specific local issues (such as a specific service or population). This includes having a pre-defined research questions or areas of interest and understanding the evidence gap projects are seeking to address;

- Ensuring sufficient methodological expertise among staff to design and undertake robust research and ensure methods are appropriate to provide the desired insight and intelligence – either through hiring staff or commissioning research to external organisations. This would also ensure there is sufficient capacity and resources to conduct robust and representative research, rather than relying on anecdotal evidence or the “loudest” voices to contribute;

- Strong quality assurance processes on the reliability and validity of data collected, and clearly documented methods undertaken, ensured findings could be verified and confidently communicated, as well as enabling replication of similar exercises in future (for example, to test findings or measure change over time);

- Acknowledging the limitations of some national data sets in relation to migrant populations and local-level trends and planning accordingly (for example, through triangulating different data-sets, or obtaining service-level data).

- Securing buy-in from stakeholders to facilitate access to data (for example from other services or departments) and relationships with relevant communities, through ensuring the objectives of the research are understood and endorsed;

- Mapping any data required during the project design phase and ensuring necessary data sharing arrangements are in place between departments or with external services early on to avoid delays.

- Engaging staff, volunteers or stakeholders who understand the local resident population (including recent migrants and longer-term residents) and can bring knowledge and expertise on needs, as well as facilitating access to hard-to-reach groups. In some instances, conducting research at arms-length through an external agency may be preferable to safeguard the anonymity of research participants (due to the sensitivity of the data collected, difficulties anonymising data where target populations are small, or distrust about how data may be used).

- Undertaking a proactive approach to gathering intelligence as part of project delivery (for example, through conducting observations, street walks and surveys);

- Factoring in sufficient time to conduct baseline, pre- and post exercises where projects are interested in measuring change over time (as opposed to a snapshot at one point in time).

What issues or tensions are perceived to have arisen between recent migrants and longer-standing residents in areas of particularly high migration?

Overall, data on tensions between recent migrants and longer-standing residents collected or relied upon by projects tended to be of poor quality among evaluated projects, including a heavy reliance on anecdotal accounts or perceptions or experiences a small number of residents, service representatives or councillors. More reliable approaches included direct

research and consultation activities undertaken by some projects (although these tended to be at a small scale and not necessarily representative of the wider resident population).

Among the 10 ‘data only’ projects, there was little evidence that insights were generated regarding the concerns of longer-established residents or community tensions between groups. Some local authorities felt that distinguishing between longer-term residents and recent migrant arrivals was unhelpful, while for others this was not a priority. A number of projects acknowledged the need for a data driven understanding of local dynamics between longer-established residents and recent communities, but this was considered beyond the scope of project activities. Projects also typically lacked the capacity to conduct large-scale research activities (such as consultations or surveys) with residents that could shed light on perceived local tensions.

Evaluated projects encountered challenges to drawing on existing data sources to understand tensions. For example, it was difficult to attribute changes in rates of hate-crime to increased reporting or prevalence. Furthermore, prejudice based on perceived or actual nationality or migration status may not be recorded as a hate crime where it is not considered to be motivated by a person’s ethnicity or race. Resident complaints data often provided an incomplete and potentially unrepresentative picture of local issues, including whether complaints relating to new arrivals were evidence-based (for example, newly arrived migrants living in houses of multiple occupation) or due to wider grievances (such as the frequent rate of population change in an area). Due to changes in the reporting and monitoring process for complaints, it was also often not possible to measure any change over time. Projects also questioned whether complaints data was representative of the wider community. A number of projects attributed tensions to the divisive media and political rhetoric surrounding the Brexit referendum. While these views were generally based on anecdotal accounts by staff, increases in hate crime during the referendum campaign and following the result was presented as evidence in some areas.

Across a number of evaluated projects, complaints data and consultation exercises (for example, with residents’ groups) showed resident concerns regarding recent migrants were commonly linked to reduced quality of public space, including waste management (for example, low levels of recycling, fly-tipping and littering and street homelessness). The causation between recent migration and local issues was largely unproven or considered to be overstated. Exceptions included the *Our Liverpool* project (which identified low levels of awareness of local waste disposal processes among asylum-seekers due to a lack of access to relevant information) and the *Tackling Alcohol Misuse* project (which used resident complaints, local resident surveys, litter surveys, CCTV and anti-social behaviour statistics to identify a link between street drinking, poor quality of public space and resident concerns).

Project staff and stakeholders often attributed resident concerns to wider factors, including deprivation, and residents feeling disadvantaged as areas change. This included

anecdotal or second-hand reports of residents feeling they were treated unfairly compared to migrants in relation to accessing public services, including social housing. Furthermore, some projects revealed views among residents that recent migrants didn't contribute to the local area . As above, it was not clear whether these concerns related to high migration, or instead related to wider factors, including low regulation of private housing; low English language ability among some communities; and high population churn.

How have resident concerns been identified and addressed?

Directly engaging residents to understand their concerns through resident meetings and consultations or community research activities helped ensure activities were relevant and appropriately targeted. Other projects sought to identify resident concerns through staff engaging with residents as part of wider activities, such as local events.

Evaluated projects typically struggled to engage a representative group of residents, beyond "usual suspects" already engaged in similar activities (for example, resident's groups or volunteering activities). This could lead to a narrow perspective on local issues and limited the ability of projects to understand and address resident concerns. Barriers to engaging a diverse or representative group of residents and migrants in social mixing activities included: limited project staff capacity or experience in community engagement (including on sensitive topics); ineffective communication regarding the benefits of taking part; difficulties challenging entrenched negative perceptions amongst residents; and low levels of trust in the local authority. Project staff acknowledged that there was no "one-size fits all" approach to engaging residents and this was often a longer-term objective (beyond the evaluation period) or an area of focus that was subsequently discontinued.

While projects that focused on reducing littering (through environmental volunteering or behavioural change) or removing illegal encampments on public land (through enforcement), were considered to have made tangible and visible improvements to the local area, this was rarely directly communicated to the wider community. Therefore, while some activities were likely to benefit residents, there was limited evidence that these changes would result in improved perceptions among residents regarding migrants or the local area.

Projects that engaged migrants and longer-term residents in joint activities were able to demonstrate improved understanding of different cultures and interaction between people of different backgrounds. This may lead to improved social mixing and community cohesion in the longer-term. Where projects clearly communicated the benefits of taking part in a social mixing activity, this served to facilitate engagement.

Providing education and advice to more recent migrant arrivals showed positive direction of travel towards encouraging social mixing with longer-standing residents in the longer-term. This was particularly successful when projects then signposted beneficiaries to opportunities to mix with others, such as volunteering.

Wider studies have found evidence that people's perceptions of migration are informed by wider influenced beyond their experience of the local area. In these cases, residents' perceptions may not be expected to change as a result of local-level activities, particularly in the short-term.

What are the benefits of different approaches to local communities impacted by the interventions? What is the relationship between the contents of a project and benefits to local communities?

Among the evaluated projects, benefits to wider residents (as opposed to recent migrants directly engaged in project activities) tended to be indirect and intended to be realised in the longer-term. Benefits therefore relied on outcomes from project activities being sustained (for example, beneficiaries applying the knowledge or skills gained through project activities). This presented a barrier to robustly capturing evidence of outcomes during the evaluation period. Evidence of wider community/ resident benefits covered the following domains:

- Activities to increase opportunities for social mixing, through ESOL opportunities and events. Beneficiaries of ESOL classes demonstrated increased understanding of social norms and confidence to access local services and interact socially, including through volunteering. These activities intended to benefit residents in the longer-term, through improving social cohesion.

- Linked to the above, other projects aimed to encourage community cohesion through creating a welcoming and inclusive environment for all residents. The Our Liverpool project and the Schools PEER Integration Acceleration Programme project both aimed to benefit wider residents through promoting positive messages of tolerance and inter-community understanding. In schools, stakeholders highlighted positive impact on pupils, including increased understanding of cultures and empathy. However, the Our Liverpool project highlighted how explicitly positive messages may be less effective at reaching people with entrenched negative views towards multi-culturalism or migrants. Other projects also struggled to engage or reach residents with activities aimed at improving social cohesion, due to the skills and time required.

- Activities to improve the quality of public space, through environmental volunteering, sharing information with more recent migrant arrivals, and environmental enforcement activities. Enforcement activities generally showed the most tangible benefits in relation to public space, through addressing environmental issues such as littering or substandard housing. However, it was not clear at the time of the evaluation to what extent these benefits would be sustained once the project ended. Activities that aimed to increase the knowledge and skills of new arrivals, for example to improve waste disposal

practices, generally showed positive direction of travel as beneficiaries intended to use the skills they had learnt and share knowledge gained with the wider community. However, as above, benefits from these activities to the wider community in relation to improve public space were yet to be realised.

- Activities to increase the capacity of services to support all residents, through creating more efficient and effective services (for example, by upskilling staff, improving signposting, and addressing local issues related to service pressures caused by migration) and addressing issues affecting migrants.

Benefits to longer-standing residents directly engaged in project activities included the skills, qualifications and experience gained by volunteers (including Parent Ambassadors, Community Advocates and One You Lifestyle Facilitators).

Recommendations

Recommendations for local authorities

- In order to design project approaches with a logical and well-evidenced link to outcomes related to relieving pressures or tensions in communities, local authorities should take steps to scope and understand the available data on local issues. Relevant data to consider includes the composition of local migrant communities, and local service-level pressures and to what extent these relate to the behaviour of specific populations, more general population increases or churn, or other external factors.

- Where gaps in data are identified, local authorities should give consideration to how to collect better and more complete data on migrant populations locally (for example, at a service-level). This may involve putting in place data sharing arrangements to collate service-level data from different local authority departments or external agencies, and/ or bringing together internal local authority staff and external stakeholders to discuss relevant topics in a multi-agency format.

- The first step for projects seeking to address resident concerns should be seeking to understand the root of these concerns and to what extent they are held among local residents. This includes whether concerns are held by a specific group, or more widely within the community, and to what extent (if at all) these concerns relate to recent migration or specific communities. Beneficial exercises include resident consultations, listening exercises or survey exercises, with a focus on obtaining a representative mix of views.

- To minimise potential duplication or work, build an understanding of gaps in support, and establish relationships with relevant external agencies (including

third sector organisations) or local authority departments, local authorities should conduct scoping exercises of existing support available and key agencies or third sector organisations working with populations. Where projects seek to increase social mixing, mapping existing local infrastructure (such as Children's Centres or youth clubs) can save time and resources in outreach work to engage populations.

- Where projects seek to work with specific migrant populations or nationalities, local authorities must factor in sufficient time to identify/ recruit staff or partners with the right skills and expertise (including existing connections and/ or language skills).

- Local authorities experiencing local service pressures or other issues linked to particular types of migration should give consideration to whether issues could be addressed through regional coordination with other local authorities. This could involve engaging in regional networks, such as Strategic Migration Partnership meetings.

- Projects seeking to influence resident perceptions must have a plan about how to engage residents, either directly through project activities or through communicating project activities and outcomes. However, any communications approach must recognise sensitivities involved in explicitly linking local issues to particular populations. Furthermore, local authorities should acknowledge the difficulties of influencing perceptions during a short period of time, meaning time-limited approaches may not be most suitable.

- Depending on the scale and timeframe of the project, local authorities should consider whether establishing teams (a resource intensive exercise requiring a long lead-in period prior to delivery suitable to ongoing issues) or outsourcing funding to extend or adapt existing initiatives or services is more appropriate.

- Where projects rely on key staff members, local authorities should make contingency plans for staff turnover. This could include sharing responsibilities between multiple staff members and taking steps to embed knowledge, expertise or networks in the wider team. For projects seeking to evidence value for money, consideration must be given to:

    - the intended outcomes from the project from the outset, including whether intended outcomes are monetizable, based on existing data sources and comparable approaches;
    - whether suitable monitoring processes have been built in, to ensure that quantifiable data on relevant outcomes is collected;

- whether a counterfactual group can be identified prior to delivery, in order to assess the contribution of the project towards relevant outcomes, where possible; and
- whether intended monetizable outcomes are short-term (and therefore possible to evidence within the project period), or longer-term (and therefore unlikely to be measurable within the project period, requiring follow-up with beneficiaries).

- Projects should communicate the value of establishing output targets and implementing clear monitoring processes to all project team members and embedded in projects during the design and set up period. In some cases, this may require additional administrative resource. This ensures project objectives can be clearly communicated, as well as evidencing the added value of projects to commissioners and stakeholders.

Recommendations for government

If a similar fund were to be implemented in future, consideration should be given to:

- striking a balance between ensuring flexibility for local authorities to address local issues and establishing clear monitoring requirements that can be built into projects from the outset. This includes communicating the benefits of clear monitoring process and establishing requirements to assess value for money;

- providing local authorities with centralised advice and guidance about how to conduct robust and representative research with residents to capture their views;

- conducting a review of existing central government data on access to services to assess whether they contain sufficient demographic data necessary to provide insight on migrant populations at a local level. Consideration should be given to whether national data sets can be further harmonised to allow for triangulation;

- funding the feasibility of value for money research on the social and economic benefits from better integration of migrants into local communities (such as the benefits and costs of improved social cohesion and mixing), with a view to making available reliable and robust secondary data required to quantify economic benefits for this type of project;

- the types of outcomes projects are seeking to address and the extent to which these are measurable or quantifiable in the short-term. While certain types of activities may be more amendable to providing robust evidence of outcomes in the short-term, “softer” outcomes (such as increasing opportunities for social mixing) should not be discounted;

- whether the fund objectives tally with the wider objectives of local authorities to benefit all residents (including new arrival communities). Activities seeking to address gaps in youth services, improve public space or housing standards, may benefit from a community-wide approach, rather than an explicit link to a migration agenda; and

- Opening up funding to direct applications from the voluntary and community sector, given the central importance of the third sector in delivering project activities (including their established relationships with migrant communities and skills and expertise in addressing issues faced by migrants). Attracting applications from the third sector may require a revised branding approach, in order to communicate the benefits to communities (including migrant communities).