Controlling Migration Fund evaluation

Project-level evaluation report

Lead local authority: Coventry City Council
Project name: Building Bridges
Date: August 2022

August 2022
Department for Levelling Up Housing and Communities

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Executive Summary

This project-level evaluation report presents the key findings relating to the delivery and outcomes for the Building Bridges project led by Coventry City Council.

Project overview and objectives

The Building Bridges project received a Controlling Migration Fund grant of £872,472. The project aimed to address three priority issues in Coventry: a lack of affordable housing for migrants; high numbers of pupils with English as a second language; and high levels of unemployment among migrants stemming from low English skills. The project planned to address these issues by partnering with local organisations to deliver four strands: a *Learn* strand, focusing on delivering English for Speakers of Other Languages (ESOL) courses; a *Give Back* strand, focusing on providing employment opportunities; a *Youth* strand, focusing on youth integration activities; and a discontinued Independent Living strand, which aimed to establish a private lettings agency for migrants. These activities aimed to contribute towards the Controlling Migration Fund outcomes listed in Table 1.1.

Ipsos MORI undertook an evaluation of the Building Bridges project between January 2018 and December 2019. A theory-based approach was taken to the evaluation, with the aim of reviewing and testing the outputs and outcomes intended through the project activities.[1] Evaluation activities included: a scoping phase to develop a logic model and suitable evaluation activities; interviews with project leads, stakeholders and beneficiaries; analysis of pre- and post-surveys designed and administered by the project; and a review of monitoring information collected and collated by project staff.

Progress towards intended outcomes

Progress towards intended Controlling Migration Fund-level intermediate and longer-term outcomes is summarised in table 1.1 below. Of the 13 outcomes, the evidence suggests that the project contributed towards 11 outcomes, however evidence was inconclusive as to whether the project contributed towards the two remaining outcomes, in part due to a lack of available data on resident perceptions.

[1] 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

Table 1.1: Summary of project outcomes

Intended Outcome	**Assessment of progress made by December 2019**
Intermediate outcome 1: Increased insight into local migration patterns and community impact, and Intermediate outcome 2: Acquired expertise and structures in place to deal with local issues	The evidence suggests that the project was taking the necessary steps towards increasing insight into local migration patterns, but had not fully achieved this to the extent expected at the time of the evaluation. As delivery planned to continue beyond the evaluation timeframe, the evidence suggests that the project will contrbute further to this outcome in future.
Intermediate outcome 3: Expanded and strengthened networks and partners, and Intermediate outcome 4: Increased co-ordination and co-operation between agencies	The evaluation found evidence that project activities strengthened pre-existing partnerships, by improving communication and coordination between delivery partners and instilling a shared sense of purpose. The evaluation also found evidence of expanded networks through the *Learn* and *Give Back* strands.
Intermediate outcome 5: Improved signposting and referral systems	The evidence suggests that the project improved referral pathways between partner organisations on all strands. However, there was less evidence of improvements to wider referrals as a result of the project.
Intermediate outcome 6: Increased understanding of and access to public services	Evidence from all strands indicates that the project contributed to this outcome for project beneficiaries, including raising awareness of available services and how to access them.
Intermediate outcome 7: Access to ESOL provision	Evidence from all strands shows increased availability of, and access to, ESOL provision.
Intermediate outcome 8: Increased understanding of British culture and social norms	Evidence from all strands indicates that the project contributed towards improving beneficiaries' understanding of British culture and norms.
Intermediate outcome 9: Increased civic society participation	Evidence from all strands indicates that the project contributed towards increased civic

	society participation through encouraging volunteering (particularly on the *Give Back* strand) and contributed to a sense of belonging to the wider community among beneficiaries.
Intermediate outcome 10: Access to labour market skills, training and accreditations	Evidence across all strands indicates that the project contributed towards beneficiaries gaining knowledge and confidence to prepare them for employment.
Intermediate outcome 11: Perceived reduction of pressure on public services	The evaluation found little direct evidence of perceived reduction in pressure among residents, in part due to a lack of evidence of resident views. However, evidence from the *Youth* strand suggested some reduced pressure on schools. Project activities undertaken suggest that the project may contribute further to this outcome in future.
Intermediate outcome 12: Increased opportunities for social mixing	Evidence suggests that the *Learn* and *Give Back* strands contributed towards increasing social mixing among the diverse beneficiaries of the programme. However, there was less evidence of social mixing with wider residents beyond the *Youth* strand.
Intermediate outcome 13: Increased confidence that their concerns are listened to and addressed	Despite some positive findings in the *Youth* strand, due to the overall lack of data available to the evaluation on resident perceptions, the evidence is inconclusive as to whether the project contributed towards this outcome.

Based on the contribution towards intermediate outcomes for the local authority, this suggests the project is likely to contribute towards the longer-term outcomes of building the evidence base of “what works locally” and evidence for future service planning and resourcing and reducing costs on public services. There is also some evidence to suggest that the project is already contributing towards the longer-term CMF migrant outcomes of increased English proficiency and labour market skills, increased contribution to British society and increased well-being, and this may increase as the project progresses. Assuming that migrants and residents take advantage of the opportunities provided by project activities, the project is also likely to contribute towards the intended longer-term CMF outcome of increased levels of social mixing between migrants and wider residents. However, in part due to the lack of available evidence on resident perceptions, it is difficult to determine whether the project will contribute towards the longer-term CMF outcomes, improved perceptions of recent migrants to the local area and reduced crime and anti-social behaviour.

What works?

- The initial groundwork undertaken by the local authority (including conducting a Needs Assessment and identifying delivery partners prior to receiving the Controlling Migration Fund grant) facilitated the project identifying relevant activities and delivery methods, ensuring successful achievement of outputs.

- The partnership approach to delivering activities enabled the successful recruitment and engagement of beneficiaries, as well as ensuring that project activities that had clear links to intended outcomes.

- The project encountered difficulties establishing a private lettings agency for migrants, mainly stemming from a lack of partnerships within the council, logistical issues, and difficulties managing beneficiary expectations. This strand was subsequently discontinued.

- A cost benefit analysis of monetizable project outcomes related to ESOL qualifications gained and improved health and wellbeing estimates that for every £1 of CMF funding returned on average £0.98 of monetizable economic benefit to society.

For whom?

- The local authority benefited through strengthened partnerships with third sector partner organisations, which facilitated a more co-ordinated approach between agencies.

- The project successfully delivered various courses to migrant beneficiaries, including English for Speakers of Other Languages courses, employment courses, and youth-focused programmes, thereby increasing the English language ability, skills for employment, and British cultural knowledge of migrants. The project did not restrict participation based on length of time in the UK.

- Although there was a lack of evidence available to the evaluation on outcomes for residents, social mixing activities and cohesion events will likely contribute towards changing residents' perceptions of migrants in the longer-term.

In what circumstances?

- The project would not have been possible without initial networking and partnership building by the local authority.

- The partnership approach could be replicated given a strong third sector presence and capacity within the local authority; however, certain contextual factors would be required to replicate each strand.

- The project is likely to sustain the strengthened partnerships due to the improved service integration and communication built through the project. Furthermore, skills related to English language and employment are likely to be sustained by beneficiaries and may lead to further improvements and employment in the future.

1 Introduction

The Department for Levelling Up, Housing and Communities (DLUHC) then known as the Ministry of Housing, Communities and Local Government commissioned Ipsos MORI alongside the Migration Observatory at the University of Oxford to conduct an independent evaluation of the Controlling Migration Fund (CMF) in May 2018. Launched in November 2016, the Controlling Migration Fund (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. DLUHC provided funding to local authorities to deliver projects that aim to address local service pressures, tailored to their context and needs. 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 can also focus on gaining a greater understanding of the local migration data landscape where there is currently a lack of accurate local data.

Project-level evaluations of 14 CMF-funded projects were conducted as part of the CMF evaluation. The project-level evaluations aim to assess the effectiveness of various project approaches in delivering against their local-level objectives and those of the wider fund.[2] They seek to build an understanding of what works, for whom and in what context to relieve pressure on local services due to recent or unexpected migration. This project-level evaluation report presents the key findings relating to the delivery and outcomes for the ***Building Bridges*** project led by Coventry City Council.

The area context

Coventry is a city with both historic and recent high levels of migration. Since 1999, the city has housed asylum seekers through the asylum dispersal scheme[3] and is a designated City of Sanctuary. As of December 2018, the city supported 523 asylum seekers (the 40th highest in the UK[4]), and resettled an additional 462 Syrian refugees under the Syrian Resettlement Programme (the 5th highest in the UK[5]). In addition to this, the city experienced some of the highest rates of population growth of any UK city outside of London, with the population increasing from 300,000 to 360,000 (20% growth rate) between 2005 and 2017.[6]

Migration had been identified as the key driver for this growth, with 26% of Coventry's population made up of people born outside the UK in 2016, an increase from 16% in 2005. This growth was compounded by considerable geographic division; data from Coventry City Council outlined how no ward in the west of city was composed of more than 20% of migrants, while all wards in the east of the city are composed of 20% or higher (notably, Foleshill 72.8%, St Michael's 55.5%, Upper Stoke, 36% being some of the highest).

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[2] An overall Theory of Change, created during the scoping stage, outlines the intermediate and longer-term fund outcomes (see Appendix 1).
[3] Process by which the Home Office moves destitute asylum seekers to specific local authority areas across the UK.
[4] Briefing Paper: Asylum Statistics, House of Commons Library, 2019.
https://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN01403
[5] Of 343 total local authorities.
[6] Data from Coventry City Council CMF bid.

Coventry City Council felt that this was contributing to increased negative perceptions by the host community towards the migrant community. A survey undertaken by the local authority's bid-partnership team found that 43% of respondents felt negatively or indifferently towards migrants5, while the number of hate crimes increased by 7% between 2015 and 2018. Although this increase in hate crimes was not high compared to the increase seen across the West Midlands for the same period (22%), this was considered concerning by the local authority.[7]

Coventry City Council considered that the population growth caused by migration was contributing to increased pressure on local services such as education and housing. For example, the number of school pupils increased by 2,645 between 2014 and 2016,[8] which the local authority claimed was due to in- migration to the city, as the birth rate had not changed significantly during this time. Additionally, the waitlist for social housing in Coventry was much higher than similarly populated areas such as Northumberland and Shropshire5. Again, the local authority attributed this to higher levels of migration, due to the lower proportion of migrants in Northumberland and Shropshire.

Coventry City Council undertook a Migrant Needs Assessment in 2018 to understand the impact of recent migration and associated needs of migrants.[9] The Needs Assessment identified areas of concern for migrant communities and provided recommendations for shaping more effective service provision5. From this, the following four 'priority areas' were identified:

1. **Housing:** Interviews with stakeholders indicated that there was a lack of affordable and appropriate housing in the city for migrants,[10] with concerns related to overcrowding, overuse of hostels and hotels, and difficulties accessing housing benefits for those with no access to recourse to public funds. Furthermore, the Needs Assessment found that around 12 to 16% of the most affordable private sector rent (the bottom quartile) was not covered by the Housing Benefit. This was ultimately thought to have contributed to increased levels of homelessness in Coventry.

2. **Education:** The Needs Assessment identified that Coventry had the second highest proportion of school pupils with English as a second language in the region after Birmingham (34% in primary schools, 31% in secondary schools). This was suspected to act as a barrier to academic success. The assessment found that "transient students" (defined as children joining schools at a point other than the usual age at which children start or finish their education) performed worse than other pupils[11] at achieving Level 4 or above at Key Stage 2. Although the term "transient student" does not only relate to international new arrival pupils, the Needs Assessment identified a significant overlap between these two groups.

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[7] Coventry's Hate Crime Strategy and Action Plan (2019 – 2021), Coventry Police and Crime Board. https://edemocracy.coventry.gov.uk/documents/s42669/Challenging%20Hate%20Crime%20strategy%20V6.pdf
[8] School Population and Capacity, Pupil Numbers, Education Data Team, Key Statistics Report, Coventry City Council.
[9] Coventry City Council had access to data from the Needs Assessment prior to the report being published.
[10] Defined by the Needs Assessment as *"someone who moves somewhere else for a significant period of time – the term includes economic migrants/students, asylum seekers, refugees, and irregular/undocumented migrants."*
[11] Note: While transient students are not necessarily migrants, the assessment indicated that "a significant proportion of transient students were estimated to be migrants" (Coventry City Council, 2018).

3. **Employment and skills:** The assessment found that 59% of EU migrants[12] and 49% of non-EU migrants aged 16 – 64 were in paid employment compared to the national average of 70%. Interviews found that English language problems were a significant challenge towards finding employment as well as the fact that qualifications from other countries were often not recognised in the UK.

4. **Health:** Overall, health of migrants was found to be good and better than in other local authorities. However, some long-term conditions were reported as more prevalent among particular groups, including diabetes in Asian groups, and hypertension in African groups.

Coventry City Council developed two projects as a result of these findings: the Building Bridges project and the MiFriendly Cities project. Both the projects aimed to address the priority areas outlined in the Needs Assessment, with Building Bridges specifically aiming to address points one, two and three, and the MiFriendly Cities attempting to address point three[13]. However, this report will only cover the Building Bridges project, while the MiFriendly Cities project is out of the scope of this evaluation.

The CMF-funded project

Coventry City Council was awarded £872,472 for the Building Bridges project from July 2017 to October 2020. The overarching aim of the project was to improve community integration and relieve demands on services by delivering four activity strands which would address the housing, education, and employment/skills areas of concern identified through the Migrant Needs Assessment. Across all activity strands, the local authority did not differentiate between different nationalities or ethnicities of migrants. While the project referred to "new arrivals", in practice, activities were delivered to individuals based on level of need rather than length of time in the city. The activity strands were developed and delivered together with pre-established partner organisations that had been identified and engaged by the local authority prior to submitting the bid:

- **Coventry Refugee and Migrant Centre (CRMC),[14]** a local charity offering support for migrants and refugees through a range of services including English classes, social support group meetings, and immigration advice;

- **Church of Assisi (CoA),[15]** a local charity offering employability and volunteering services, free community lunches, and integration programmes for migrants and refugees; and

- **Positive Youth Foundation (PYF),[16]** a local non-profit organisation working with vulnerable young people via provision of leadership and support services across Coventry, including newly arrived young migrants.

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[12] Defined by the Needs Assessment as *"someone whose country of birth or nationality is an EU member state, and has crossed an international border and become resident in the UK."*
[13] MiFriendly cities project received three year funding in 2017 from the European Union Urban Innovative Actions fund https://mifriendlycities.co.uk/our-journey/
[14] https://www.covrefugee.org/
[15] https://www.stfranciscoventry.org/?fbclid=IwAR2GP0qD0O-pmngUSQa3fhqoiqirtQFFPjkToMOLedhpQm4x_tfey1e8z8U
[16] https://www.positiveyouthfoundation.org/

- Additional partners included the **West Midlands Police**, who provided resident and crime data to help develop the bid, and **Foleshill Women's Training**, who also helped develop the bid and provided venue space for delivering women's only classes in the *Learn* strand (see below).

While the activity strands were newly developed, all organisations had prior experience working with refugees and other migrant communities. The activity strands are outlined below.

1. **Learn:** Delivered by the CRMC and CoA (October 2018 – October 2020). This strand aimed to improve English language skills among new arrivals and migrants and provide general information regarding local services and support in Coventry through the following planned activities:

- Deliver a total English for Speakers of Other Languages (ESOL) classes to 200 individuals including:

- Classroom-based ESOL classes for new arrivals;

- Conversation classes for wider residents ("host groups") and migrants;

- Women-only classes focused on everyday communication and interacting with school staff and other parents, shops and health services;

- Deliver 400 one-to-one and 80 group 'Information, Advice and Guidance Sessions' (IAGs) for newly arrived migrants on topics such as housing, mental health, and equality, to help address gaps in knowledge related to local services;

- Train-the-trainer programme, to train current beneficiaries to deliver 1458 hours of future English classes as volunteers and create volunteering opportunities for refugees and migrants.

- Development of a mobile phone application (app) with information about available support services in the city relevant to migrant communities.

These activities were expected to be delivered by a paid ESOL coordinator, funded through the project, with support from volunteers.

2. **Independent living:** delivered with support from CRMC (discontinued in July 2019). This strand intended to create a private lettings agency focused on addressing the lack of affordable and appropriate accommodation for migrants and refugees. It included the planned recruitment of a dedicated lettings officer at a private lettings agency to work with local landlords to support migrants and refugees into private rented accommodation. However, this strand was discontinued after a review of how well it was working by project leads. The decision was based on barriers encountered by the recruited lettings officer in attempting to set-up the strand. Learnings are explored in Chapter 3.

3. **Give back:** Delivered by the CoA (July 2018 to July 2020). This strand aimed to provide migrants with volunteering skills and opportunities with local organisations in Coventry. It consisted of:

- Delivery of a 'Structured Volunteering Program' for 15 migrants, including a 10 week 'ESOL for Employability' course focusing on English language skills for employment, as well as 15 hours of volunteering per week.

- Following completion of the course, the project aimed for more than 80% of beneficiaries to be supported into volunteering placements of at least seven hours per week.

4. **Youth:** Delivered by the PYF (July 2018 to July 2020). This strand aimed to improve English language skills and facilitate the integration of young migrants in schools and the community.[17] It consisted of the following planned activities:

- Providing support to 1,000 school-aged migrant pupils across two to three 'School Aid Hubs' via courses delivered in schools covering topics such as accessing local services, understanding school structures and codes of practice, building friendships, and ESOL support.

- Promoting integration through 'Community Aid Hubs' open to both resident and migrant youths. The hubs included sessions focused on sports and arts activities; developing leadership skills; signposting to volunteering and work experience opportunities; creating 'social action' initiatives within the community; and health and wellbeing.

- PYF also planned to deliver events, including two to three family and youth events, three social media campaigns, and one youth forum.

Project objectives

Project objectives were identified following a review of project documentation and a consultation between the Ipsos MORI Relationship Manager and Building Bridges project staff. Following the consultation, the Ipsos MORI Relation Manger developed a logic model, which was reviewed and agreed with project staff (see figure 1.1).[18] The logic model outlines planned activities and outputs and how these relate to project and CMF fund-level outcomes.[19] How the project aimed to contribute to CMF intermediate outcomes is outlined below (including longer-term CMF outcomes where contribution of the project towards these outcomes was expected or seen within the evaluation time frame).

Through the planned project activities and outputs, the Building Bridges project aimed to contribute towards the **following intermediate CMF fund-level outcomes for the local authority and project partners:**

[17] Local authority did not specify age of young migrants; officially the PYF does not provide services to individuals less than 18; however, in practice attendees of the community aid hub sessions were between 12 – 28 years old.
[18] A logic model is a diagrammatic representation of a project which depicts the various stages required in a project that are expected to lead to the desired outcomes. The logic model in turn is used to inform the evaluation approach; specifically, what needs to be measured to determine whether outcomes are being met, and how.
[19] CMF fund-level outcomes are outlined in the Theory of Change in Appendix 2.

- **Expanded and strengthened networks and partnerships,** the project aimed to develop new relationships with relevant local institutions (local charities and schools) and strengthen existing relationships between partner organisations (CRMC, CoA, and PYF).

- **Increased co-ordination, and co-operation between agencies:** the project aimed to achieve this by bringing different organisations working with migrants and refugees under one programme to provide increased opportunities for collaboration.

- **Increased insight into local migration patterns and community impact and acquired expertise and structures to deal with local issues:** the project aimed to increase understanding about "what works locally" in addressing the needs identified in the assessment among migrant populations by partnering with local organisations already working directly with migrants and refugees to deliver activity strands. This was expected to further improve information and insights into the needs of migrants and refugees in Coventry. Through this partnership working, the local authority also aimed to acquire expertise from these organisations regarding their specific areas of work with migrants and refugees.

- **Improved signposting and referral mechanisms:** the project aimed to build a referral network of different organisations providing support services to migrants and refugees (including ESOL provision, employment support, and youth activities). Development of the "Welcome to Coventry" app further aimed to assist newly arrived migrants with accessing services available to them.

Project activities and outputs also aimed to contribute towards the following **intermediate CMF fund-level outcomes for migrants[20]:**

- Increased understanding of and access to public services:

a) the *Learn* strand aimed to improve local service knowledge through ESOL classes and IAG sessions, by providing information on local services;

b) The *Give Back* strand aimed to increase understanding of job-seeking resources among beneficiaries;

c) The *Youth* strand aimed to provide information about local services through School Aid Hub courses.

- **Access to ESOL and English as an Additional Language (EAL) provision:**

a) the *Learn* and *Give Back* strands aimed to contribute to this outcome through delivering ESOL classes, including conversation classes, and women-only ESOL classes (*Give Back* strand) and ESOL for employability classes (*Give Back* strand).

[20] For all outcomes, the project did not differentiate between different nationalities, ethnicities, or length of time in the city.

b) The *Youth* strand aimed to contribute towards increased ESOL provision by providing support to young migrants with low levels of English.

Through these activities, the relevant strands aimed to contribute to the CMF longer-term outcome of **increased English proficiency and labour market skills.**

- **Increased understanding of British culture and norms:**

a) the *Learn* strand aimed to contribute to this outcome through delivering IAG sessions on topics such as housing, mental health, and equality;

b) the *Give Back* aimed to increase understanding of British working culture and norms through ESOL for employability classes;

c) the *Youth* strand aimed to contribute to this outcome through providing information to beneficiaries on school norms and expectations.

- **Increased civic society participation:**

a) The *Give Back* aimed to identify volunteering opportunities for migrants;

b) The *Youth* strand aimed to signpost beneficiaries to volunteering and work experience opportunities and create social action initiatives.

- **Access to labour market skills, training and accreditations:**

a) The *Give Back* strand aimed to increase relevant skills by delivering ESOL for employability classes and the 'Structured Volunteering Program';

b) The *Youth* strand aimed to signpost beneficiaries to volunteering and work experience opportunities.

Project activities and outputs also aimed to contribute towards the following **CMF intermediate outcomes for longer-established residents:**

- **Increased opportunities for social mixing:** The project aimed to encourage social mixing between migrants and long-term residents through shared activities, as opposed to events marketed as cohesion focused.

a) the *Give Back* strand aimed to encourage migrants and refugees to interact with local residents through volunteering opportunities;

b) the *Youth* strand aimed to increase social mixing through Community Aid Hubs (open to both migrants and residents), as well as community events with migrant and host communities.

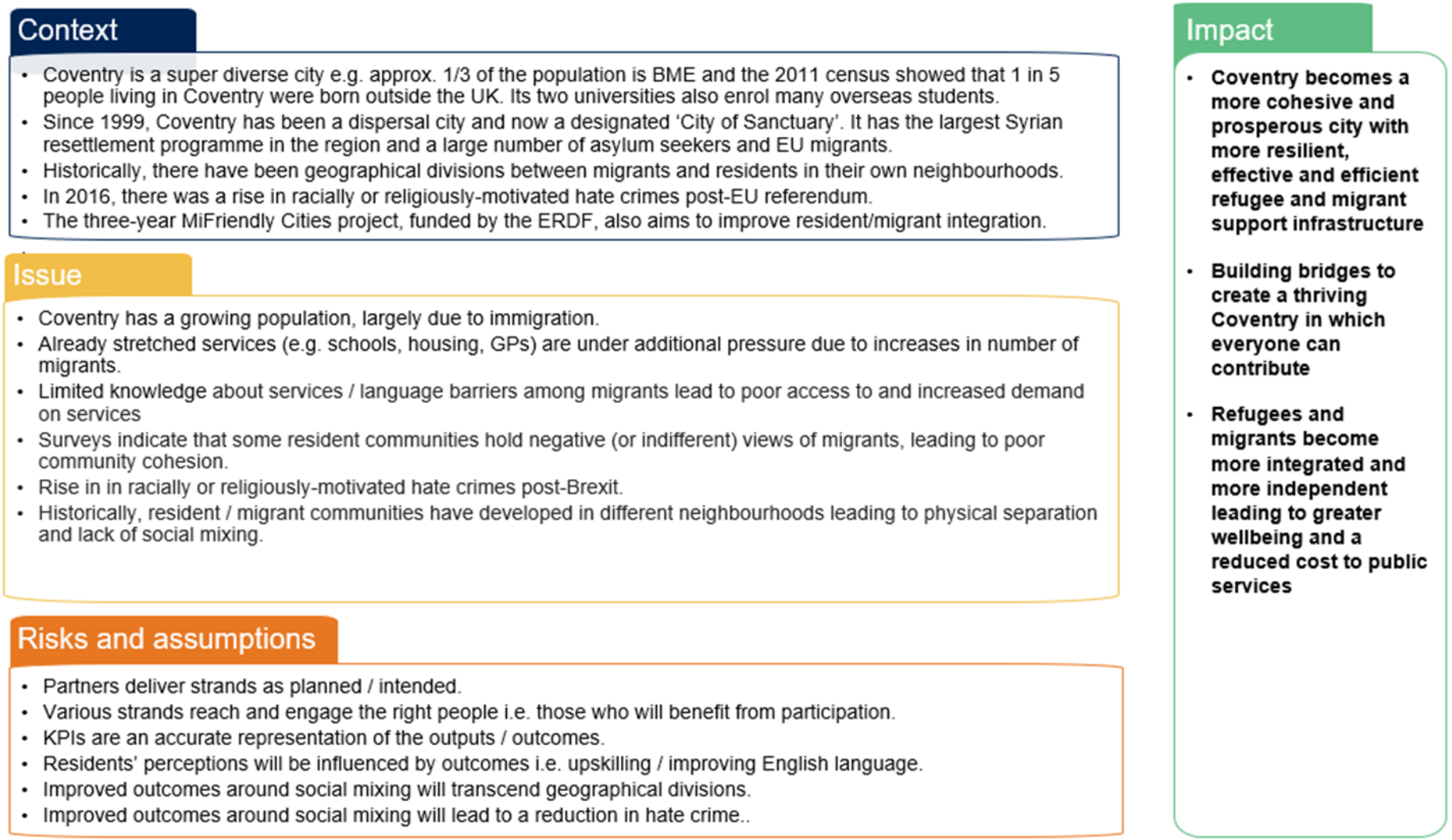
- **Perceived reduction of pressure on public services and private facilities by the resident community:** The project aimed to address this outcome by improving residents' understanding of migrants through social mixing activities, which was expected to improve residents' perceptions of the migrant community. Additionally:

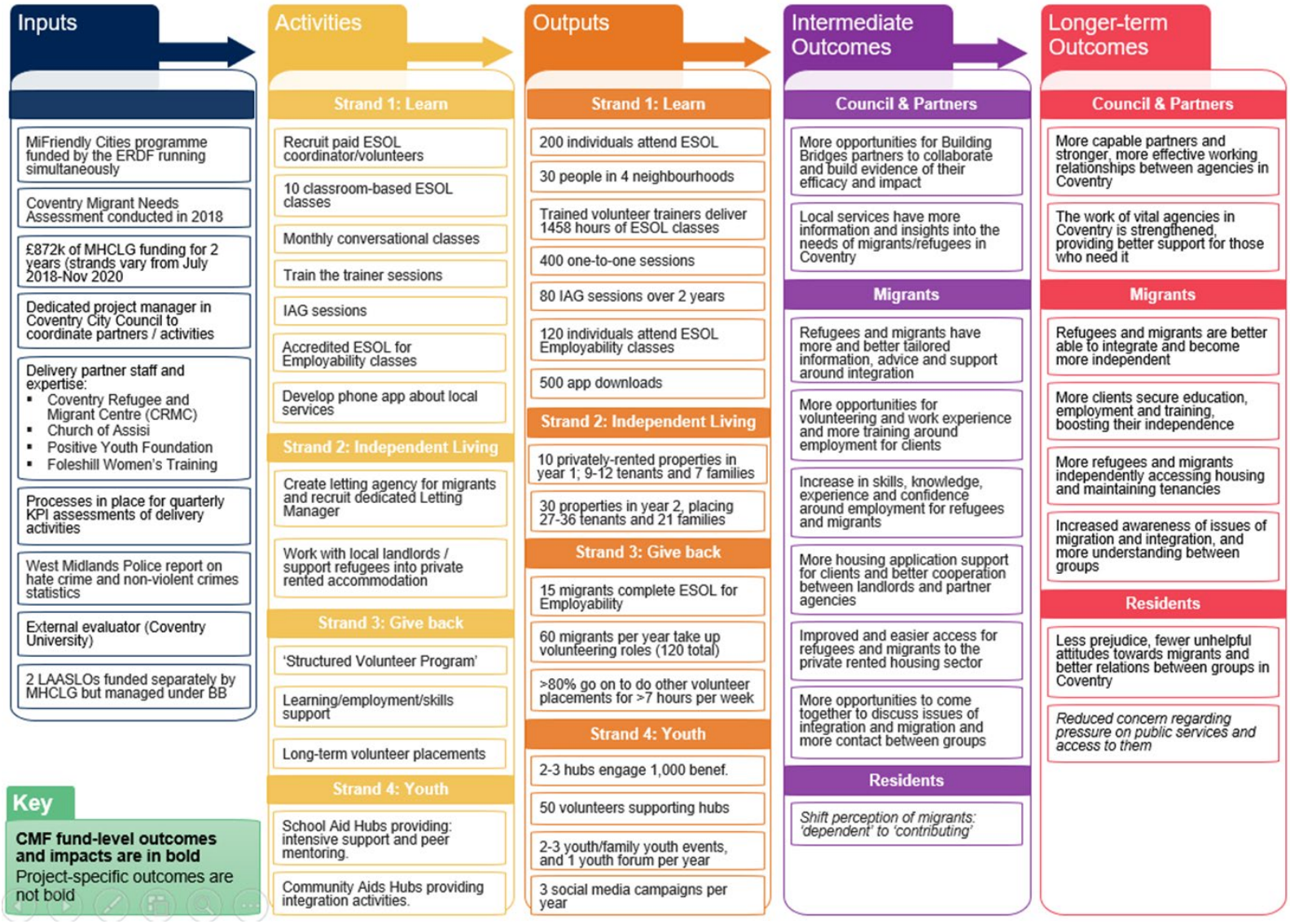
a) The *Give Back* strand aimed to reduce the perceived pressure on public services through migrants and refugees contributing to local services through volunteering placements;

b) the *Youth* strand aimed to relieve pressure on school services by providing additional support for pupils and students with lower levels of English.

- **Increased confidence that their concerns are listened to and addressed:** through the Youth strand by providing support for schools that had experienced an increase in pupil numbers and pressure in recent years.

Figure 1.1: Building Bridges logic model




Inputs
MiFriendly Cities programme funded by the ERDF running simultaneously
Coventry Migrant Needs Assessment conducted in 2018
£872k of MHCLG funding for 2 years (strands vary from July 2018-Nov 2020
Dedicated project manager in Coventry City Council to coordinate partners / activities
Delivery partner staff and expertise:
Coventry Refugee and Migrant Centre (CRMC)
Church of Assisi
Positive Youth Foundation
Foleshill Women's Training
Processes in place for quarterly KPI assessments of delivery activities
West Midlands Police report on hate crime and non-violent crimes statistics
External evaluator (Coventry University)
2 LAASLOs funded separately by MHCLG but managed under BB
Activities
Strand 1: Learn
Recruit paid ESOL coordinator/volunteers
10 classroom-based ESOL classes
Monthly conversational classes
Train the trainer sessions
IAG sessions
Accredited ESOL for Employability classes
Develop phone app about local services
Strand 2: Independent Living
Create letting agency for migrants and recruit dedicated Letting Manager
Work with local landlords / support refugees into private rented accommodation
Strand 3: Give back
'Structured Volunteer Program'
Learning/employment/skills support
Long-term volunteer placements
Strand 4: Youth
School Aid Hubs providing: intensive support and peer mentoring.
Community Aids Hubs providing integration activities.
Outputs
Strand 1: Learn
200 individuals attend ESOL
30 people in 4 neighbourhoods
Trained volunteer trainers deliver 1458 hours of ESOL classes
400 one-to-one sessions
80 IAG sessions over 2 years
120 individuals attend ESOL Employability classes
500 app downloads
Strand 2: Independent Living
10 privately-rented properties in year 1; 9-12 tenants and 7 families
30 properties in year 2, placing 27-36 tenants and 21 families
Strand 3: Give back
15 migrants complete ESOL for Employability
60 migrants per year take up volunteering roles (120 total)
>80% go on to do other volunteer placements for >7 hours per week
Strand 4: Youth
2-3 hubs engage 1,000 benef.
50 volunteers supporting hubs
2-3 youth/family youth events, and 1 youth forum per year
3 social media campaigns per year
Intermediate Outcomes
Council & Partners
More opportunities for Building Bridges partners to collaborate and build evidence of their efficacy and impact
Local services have more information and insights into the needs of migrants/refugees in Coventry
Migrants
Refugees and migrants have more and better tailored information, advice and support around integration
More opportunities for volunteering and work experience and more training around employment for clients
Increase in skills, knowledge, experience and confidence around employment for refugees and migrants
More housing application support for clients and better cooperation between landlords and partner agencies
Improved and easier access for refugees and migrants to the private rented housing sector
More opportunities to come together to discuss issues of integration and migration and more contact between groups
Residents
Shift perception of migrants: 'dependent' to 'contributing'
Longer-term Outcomes
Council & Partners
More capable partners and stronger, more effective working relationships between agencies in Coventry
The work of vital agencies in Coventry is strengthened, providing better support for those who need it
Migrants
Refugees and migrants are better able to integrate and become more independent
More clients secure education, employment and training, boosting their independence
More refugees and migrants independently accessing housing and maintaining tenancies
Increased awareness of issues of migration and integration, and more understanding between groups
Residents
Less prejudice, fewer unhelpful attitudes towards migrants and better relations between groups in Coventry
Reduced concern regarding pressure on public services and access to them
Key
CMF fund-level outcomes and impacts are in bold
Project-specific outcomes are not bold

2 Methodology

The evaluation was delivered using a mix of quantitative and qualitative data collection methods, as well as evidence collection from secondary sources, outlined below.

Overview of evaluation approach

A theory-based approach was taken for the project-level evaluations, which focused on reviewing and testing the outputs and outcomes within the project's logic model.[21] The suitability of different approaches was explored in an evaluation scoping phase. 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 that have funded 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. Options were explored to identify a small comparison group of refugees and migrants not engaged in project activities via a project partner. However, this was deemed inappropriate due to high risks of contamination, anticipated baseline differences in characteristics and small sample sizes.

For each project-level evaluation, project-level outcomes were "mapped" onto relevant CMF-fund level outcomes contained in the overall CMF fund-level Theory of Change (see Appendix 2). The evaluation approach was designed in consultation with project staff, including the development of an evaluation framework (contained in Appendix 1).

In order to assess value for money, each of the 14 projects were initially assessed through the lens of an 8-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:

1. **Cost benefit analysis (CBA):** Projects for which data on quantitative and monetizable outcomes was available met the higher threshold for Cost benefit analysis.

2. **Cost effectiveness analysis (CEA):** Where quantitative measures for outcome(s) existed, but no data (primary or secondary) was available to monetize the outcomes, cost effectiveness analysis was conducted.

3. **No feasibility for quantitative analysis:** Where there was no quantitative measure of outcomes available to the evaluation, neither cost benefit analysis nor cost effectiveness analysis could be conducted.

Two models were developed: the CBA model calculated costs relative to the monetizable benefits, while the CEA model calculated costs relative to the quantifiable outcomes

[21] 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

achieved from each of the CMF interventions (without attempting to monetize these outcomes).

As there was no robust control (counterfactual) group against which to assess impact, artificial baselines were constructed. Where possible, input from project leads or secondary data was used to inform the assessment of the counterfactual. In the cases that this was not available, conservative estimates were made. Given the nature of the data used in the construction of the cost benefit and cost effectiveness models, the accuracy of results produced by the models should be interpreted with caution.[22]

Further information on the methodological approach, including the evaluation framework, is contained in Appendix 1. Appendix 2 outlines the CMF fund-level Theory of Change. Appendix 3 outlines the qualitative and quantitative research tools.

QUANTITATIVE DATA COLLECTION

Quantitative data is drawn from pre- and post-beneficiary questionnaires designed by project staff for two activity strands (*Give Back* and *Youth*). *Give Back* questionnaires were designed and delivered by CoA project staff to beneficiaries mid-way through the course, mid-way through the placement, and at the end of the overall programme. Youth questionnaires were designed by PYF project staff and delivered to beneficiaries before and after completing courses delivered via the School Aid Hubs. The low sample number from the *Youth* strand was due to limited staff capacity in delivering questionnaires to students during courses and inputting the results into an aggregated format.[23] Templates for all questionnaires can be found in Appendix 3.

Table 2.1: Quantitative Data Sources

Strand	Pre-Questionnaires	Mid-Questionnaires	Post-Questionnaires	Total Beneficiaries Engaged (n)
Give Back strand	50	40	27	68
Youth strand	54	n/a	24	1,160

Qualitative data collection

Qualitative data was collected through interviews and focus groups with project staff, beneficiaries and wider stakeholders (see table 2.2 below). Relevant staff and stakeholders were identified by the project leads. Beneficiaries were identified through the corresponding strand leads. Owing to the challenges in getting informed consent from

[22] 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

[23] There is the possibility that more questionnaires have been completed, however these were not shared with the evaluation.

pupils, the methodology had to be revised and therefore a proxy indicator of pupil impact was required. This took the form of perceptions of teachers regarding the impact generated.

Table 2.2: Qualitative Data Activities

Strand	Beneficiaries	Stakeholders	Project and Strand Staff
Overall Project			1 mini-group with 3 participants
Learn strand	1 "ESOL courses for new arrivals" joint interview with 2 participants 1 "ESOL for hairdressing course" mini focus groups with 3 participants 1 "women only" interview 1 "Train-the-trainer"[24] mini group with 3 participants		1 focus group with 4 participants
Give Back strand	1 focus group with 8 participants		2 interviews
Youth strand		4 interviews	1 interview

MONITORING INFORMATION AND SECONDARY DATA SOURCES

The evaluation draws on secondary data shared by project staff, including aggregated client data for each of the three strands, detailing their age, gender, nationality, language(s) spoken, and status in the UK. Project staff also provided monitoring data for the "Welcome to Coventry" app, the Exit Report to the Letting Officer for the discontinued Independent Living strand, and a report detailing Key Performance Indicators (KPIs). A summary of monitoring information received is included in Appendix 1.

[24] Beneficiaries who were trained to deliver ESOL classes through the Learn strand; considered beneficiaries and delivery staff.

VALUE FOR MONEY ASSESSMENT
Based on the available data on quantifiable and monetizable outcomes, the Building Bridges project was selected for a CBA. In addition to the cost-benefit analysis, a secondary data search was made to further inform the value for money assessment in the case where benefits could not be monetized. Perceptions of project costs and benefits were also explored through qualitative consultations with staff, and delivery partners. This analysis acts to supplement the quantitative value for money assessment.

APPROACH TO ANALYSIS AND SYNTHESIS
Qualitative data was coded and analysed using an analytical framework designed across all project-level evaluations. Findings were coded based on the local context and need for the project, project delivery, intermediate outcomes (for the local authority, migrant communities and wider residents), economic insights, unintended outcomes, and other/ long-term outcomes where relevant. Data was synthesised using a second analytical framework; this framework triangulated data based on project outputs and outcomes and assessed the relative strength of each finding based on the types of supporting data. An example of both these frameworks can be found in Appendix 1.

Methodological strengths

- The **breadth and depth of the qualitative data**, including beneficiaries, project staff across all relevant strands and stakeholders, which contributed to a well-rounded analysis of the project's activities and is a key strength of this evaluation.

- A **wide range of data sources**, including survey data, KPIs, and qualitative and quantitative primary and secondary data. Findings from the different data strands generally converged into similar narratives, indicating good reliability.

- **Strong communication between the delivery staff and the evaluation team** allowed for a transparent and honest relationship which further strengthens the credibility of the evaluation itself.

Methodological limitations

- It is difficult to measure change over time or assess attribution due to the limit of one assessment date and lack of a counterfactual. Research activities generally took place at one point in time, midway through the project. Therefore, the measured change is specific to that particular point in time.

- Participant self-selection biases: participants could decide for themselves whether they wanted to take part in evaluation activities.

- Reliance on project staff to coordinate fieldwork activities: research activities took place in project venues; this may have led to positive response bias regarding accessibility of services and poor representativeness of the sample.

- Poor completion rate of questionnaires: there were a decreasing number of post-questionnaires delivered by both the *Give Back* and *Learn* strand due to limited staff capacity and dropout rates among respondents, both of which may lead to response bias.

- Lack of data from resident communities: as Coventry City Council had not recently collected data on public service use or resident attitudes towards migration. Moreover, a planned interview with a stakeholder to provide evidence for this outcome did not take place due to non-responsiveness. Additional interviews with residents were deemed difficult to access through the project due to:

- Long-term residents providing volunteering opportunities through the Give Back strand: lack of time on the part of participants, large geographic spread of volunteering opportunities, and anticipated bias among residents offering volunteering placements to refugees and migrants, and;

- Long-term residents taking part in Community Aid Hub Activities: aforementioned barriers in obtaining youth consent, as well as mitigation of this by interviewing internal stakeholders from Community Aid Hubs.

3 Key findings: delivery

Introduction

This section reports on the key findings from the evaluation in relation to how Building Bridges was delivered. It begins with an assessment of progress made towards the intended outputs set out in the project logic model. This is followed by discussion of the success factors and challenges that were found to have impacted on project delivery and the achievement of outputs, and the resultant lessons learned.

Did the project deliver as expected?

Table 3.1 summarises the target outputs determined at the start of the evaluation process, the actual output at the point of assessment and a determination of whether it was achieved or not.[25] It should be noted that this evaluation was undertaken mid-way through the project, so findings should be interpreted accordingly.

Apart from the discontinued Independent Living strand, the Building Bridges project was successful in delivering outputs, with nearly all the outputs either achieved or exceeded. This can mainly be attributed to the delivery model of the project, where all strands were delivered through pre-established organisations who had previous experience in their strand of work. Out of 16 intended outputs, 11 were exceeded, achieved, or on track to be achieved, three were partially achieved, and two were not achieved (both these outputs were from the discontinued Independent Living strand).

Table 3.1: Achievement of project outputs

Target output	Output achieved	Completion measure
Strand One: Learn *While the evaluation assessed progress midway through delivery, with the exception of the IAG sessions the project felt that this strand was delivering as expected.*		
200 individuals attend classroom-based ESOL classes	Monitoring information shows that 586 individuals attended ESOL classes.	Exceeded
24 conversation classes	Monitoring information shows that 62 conversation classes were delivered	Exceeded
1,458 hours of ESOL classes delivered by trained volunteers	Monitoring information shows that 1636 hours of ESOL classes were delivered by trained volunteers	Exceeded

[25] The completion measure is a subjective assessment by Ipsos MORI based on the extent to which the project has achieved its intended outputs – scored as follows: inconclusive; not achieved; partially achieved; achieved; exceeded. See Appendix 1 for further details.

400 one-to-one IAG sessions delivered	Monitoring information shows that 100 one-to-one sessions were delivered	Partially Achieved
160 group IAG sessions over 2 years	Monitoring information 44 IAG sessions delivered. Barriers to delivery are explored below.	Partially Achieved
500 application downloads	Monitoring information indicates that the application has been downloaded 1,123 times	Exceeded
Strand Two: Independent Living		
10 privately rented properties in year 1	Project strand discontinued.	Not Achieved
30 privately rented properties in year 2	Project strand discontinued.	Not Achieved
Strand Three: Give Back *While the evaluation assessed progress midway through delivery, the project felt this strand was delivering as expected and on track to achieving outputs.*		
120 individuals attend ESOL employability classes	Monitoring information shows that 105 individuals attended ESOL employability classes	Partially achieved (on track)
120 migrants per year take up volunteer roles	Monitoring information shows that 89 beneficiaries had taken up volunteer roles	Partially achieved (on track)
>80% go on to do other volunteer placements for >7 hours each week	Monitoring information shows that 85% of beneficiaries or employability classes went on to volunteer placements; 6,235 volunteer hours delivered	Achieved
Strand Four: Youth *While the evaluation assessed progress midway through delivery, the project felt this strand was delivering above expectations.*		
1,000 young people engaged across 2 – 3 hubs	Monitoring information shows that 1,160 young people were engaged across 27 hubs	Exceeded
Engage 50 volunteers supporting hubs	Monitoring information shows that 32 volunteers were engaged and supported hubs	Partially achieved

4 – 6 youth/family events delivered	Monitoring information shows that 7 youth/family events were delivered	Exceeded
3 social media campaigns delivered	Monitoring information shows that 5 social media campaigns were delivered	Exceeded
1 youth forum delivered	Monitoring information shows that 12 youth forums were delivered	Exceeded

What worked in delivery?

There were three key elements that were found to facilitate project delivery:

(1) Engaging with relevant partners and mapping local needs prior to applying for funding;

(2) Delivering activity strands through pre-established local organisations; and

(3) Flexibility in designing project outputs to address beneficiary needs.

(1) Engaging with relevant partners and mapping local needs

Interviews with project and strand leads suggest that **engaging with relevant partners and conducting the Migrant Needs Assessment prior to developing the project** was a key step towards identifying and achieving realistic outputs. Prior to submitting the bid, Coventry City Council had been working with the local authority resettlement team and third sector partners to understand the overall process around providing integration services and the needs of migrants. This led to the establishment of a local migration network with representatives from delivery partners, the local authority and other organisations involved with the project.[26] From this, a Migrant Needs Assessment was undertaken by Coventry City Council to identify the needs of migrant communities as well as gaps in service provision. As outlined in Chapter 1, the Needs Assessment highlighted issues related to housing, education, employment and health outcomes. Local partners were then brought around the table to discuss which gaps to address, make suggestions on how they could be met, and identify who would be best to address them.

Project leads in the local authority reflected on the inherent challenges in this process, including deciding which organisations to select for delivery from the network, managing expectations around resource provision to local partners, and acting as a negotiator. Project leads in the local authority felt that transparency and good communication were key enablers towards overcoming these challenges, and also felt that their reputation as a local authority helped reassure partners that they were working towards the betterment of the wider community and towards a common goal.

[26] Includes CRMC, CoA, PYF, Foleshill Women Training and West Midlands Police.

"This project was actually a response to the work that has happened within the wider sector... we gathered data, evidence, and built partnerships, in order to pull this project together." Project lead, focus group

Project leads felt that by undertaking these activities prior to submitting the bid for CMF-funding, much of the groundwork in establishing partnerships, identifying gaps, and deciding on activities had been completed and they were better able to focus on delivering outputs once funding was received. This likely contributed to many outputs being exceeded, as seen in Table 3.1.

(2) Delivering through pre-established local organisations

Project and strand leads felt that **delivering activity strands through pre-established organisations promoted good visibility of the project and facilitated recruitment and engagement with beneficiaries.** There was a consensus among project and strand leads that the delivery of the project, such as stakeholder engagement and beneficiary recruitment, were relatively successful and experienced few of the barriers that might be expected. For example, the *Youth* strand was able to engage with school stakeholders and deliver their programme in schools effectively without running into the "typical barriers" such as accessing schools and working around student timetables. This was thought to be further facilitated by framing the content of the courses they were offering (ESOL support) as a need (high portion of students with EAL) which would benefit the school overall. The success of this approach is evidenced in the exceeded outputs in the *Youth* strand in Table 3.1.

There was also a consensus among project and strand leads that **all three strands were able to recruit beneficiaries easily**, which is reflected in the exceeded targets outlined in Table 3.1. Project leads attributed this to the experience, visibility and reputation of partners. All three organisations were considered to have well-established links to their target communities. Additionally, project leads described CoA and PYF (delivering the *Give Back* and *Youth* strands respectively) as the only organisations within the region delivering their respective types of work to refugees and migrants (employment and youth focused, specifically). This high visibility and strong reputation likely contributed to the exceeded number of events delivered by the *Youth* strand outlined in Table 3.1.

Beneficiaries described engaging positively with the project. Although some beneficiaries in the *Learn* and *Give Back* strand reported feeling nervous about taking part in activities at first, they described project staff as welcoming and easy to speak with, which enabled them to participate easily in the different courses. There was also a general consensus among beneficiaries that project staff wanted to help them and were personally invested in their development.

"If there is any problem in the class, we can always go to one of the teachers or other classmates for help... everyone is very welcoming, friendly and helpful." Beneficiary, Learn strand, focus group

(3) Flexibility in design and delivery

There was a consensus among project and strand leads **that flexibility in the project allowed them to design and deliver outputs which better addressed beneficiaries' needs.** Project and strand leads spoke of their flexible approach to recruitment, as they

delivered their services to anyone who required them, including individuals with British citizenship, likely contributing to the robust numbers seen in Table 3.1 as well. *Learn* strand leads explained how they were able to develop classes in an iterative fashion based on participant need. For example, lessons around the proper use of the NHS were incorporated into ESOL classes by creating an NHS *"game"* to facilitate learning, despite this not being planned in the initial bid. The *Give Back* strand was also flexible in their approach to stakeholder engagement and partnered with external private organisations to help give beneficiaries a more *"immersive"* experience; for example, they were given a tour of the Amazon factory as part of the ESOL for employability courses. Additionally, project leads in the local authority pursued additional activities under this flexibility, including working with other services in the local authority to share knowledge around migrant communities gained from the project and creating "cultural cards" which would explain certain holidays or beliefs within the migrant community to local authority services.

> *"[This project] is about, what is it we can do for sustainable integration for the clients?"*
> *Strand lead, interview*

What were the delivery challenges?

There were four challenges to project delivery:

(1) The diverse needs of the local migrant population;

(2) Reliance on volunteers to deliver activities;

(3) Beneficiaries not understanding the purpose of the IAG sessions; and

(4) Logistical issues were significant barriers in establishing the Independent Living strand.

(1) The diverse needs of beneficiaries

According to beneficiaries and strand leads, **some strands found it difficult to accommodate the diverse needs of beneficiaries, in order to ensure that activities were accessible**. For example, the *Learn* strand reported that courses were initially not well-attended by beneficiaries due scheduling or location of the venue. Strand leads explained how they addressed this by delivering classes at different times, or at venues which were easier for beneficiaries to attend. The *Give Back* strand was initially unable to reach women beneficiaries for the employability course due to the lack of childcare at the venue. This motivated strand leads to apply for additional funding through an external ward grant to provide creche support. Once childcare was available, staff reported that women's attendance increased. However, mid-way course feedback forms completed by beneficiaries about ESOL for Employability course of the *Give Back* strand cited the presence of children in the venue as something that could be improved about the programme, with the noise made by young children disrupting learning. These findings point towards the importance of balancing relevant support activities and with effective delivery when targeting a diverse population with varied needs.

(2) Reliance on volunteers to deliver activities

Delivery staff and strand leads **reported challenges relying on volunteers to help support delivery of ESOL classes in the *Learn* strand**. Delivery staff for the strand reported issues recruiting the required number of volunteers. Furthermore, staff found it difficult to ensure that volunteers turned up to deliver sessions. Strand leads mentioned how they would have to step in to cover classes due to non-attendance of volunteers because of busy schedules, sicknesses, or family responsibilities, with volunteers often notifying project staff on the day of the class. Staff reported that this impacted their ability to undertake other responsibilities, such as administrative tasks and planning lessons. Strand leads had attempted to address this issue by recruiting volunteers via university courses which required volunteering hours as a requirement, or through internships. This was felt to help guarantee attendance from volunteers and reduce drop-outs, as volunteering was linked to their academic performance, providing an additional incentive.

> *"What funding ensures is that there is a certain level of professionalism and structure that is being met… Volunteers can only provide so much." Strand lead, interview*

(3) Misunderstanding of the IAG sessions

Project and *Learn* strand leads reported that **the IAG sessions were initially poorly attended by beneficiaries because they did not understand their purpose**. *Learn* strand leads reported that these were meant to be drop-in sessions which beneficiaries could attend as they needed, and would cover a wide range of topics, including housing, mental health, and personal finances. Project leads reported that there was a lack of promotion and explanation of this service because they did not anticipate that this would be required. The *Learn* strand was able to increase attendance of beneficiaries by advertising these sessions at the end of ESOL courses. These IAG sessions were also initially meant to be group sessions with representation from both migrant and wider-resident communities; however, beneficiaries on both sides felt that this would be an inappropriate environment for them to seek advice and guidance about adjusting to life in the UK. In response to these concerns, the Learn strand decided to deliver one-to-one IAG sessions to ensure beneficiaries felt comfortable seeking advice and guidance.

(4) Decision to discontinue to the Independent Living strand

Interviews with project leads, as well as a review of the Exit Report to the Lettings Officer, emphasised that this strand **was a newly tested initiative that was set up without input from relevant staff in the council.** At the point when the strand was discontinued in July 2019, a Lettings Officer had been hired through CMF-funding and had attempted to set-up this strand of the project. The Exit Report from the Lettings Officer highlighted how a significant amount of time was required on their part to understand the processes around housing in Coventry, including how to contact landlords and how to have properties inspected. The Exit Report states that the time spent understanding these processes prevented the Lettings Officer from working on other activities. The Exit Report states that these learnings could have happened faster if this strand had been established with prior partnership from relevant contacts in the council, such as with the Accommodation team, Housing Enforcement team, or Housing Options team. However, these partnerships needed to be built from scratch as the launch of the strand coincided with staff changes and restructures at the council.

"When you start off, when you have to start from scratch, there are going to be problems."
Strand lead, interview

Once the necessary connections in the council had been established, project leads further highlighted **specific logistical issues encountered by the Lettings Officer in developing this strand.** Specifically, there were very few affordable properties for migrants in Coventry, with the only relevant ones found through estate agents, which in turn required administration fees that beneficiary applicants were generally unable to afford. This also created problems with beneficiary buy-in and expectations, as rent prices were often much higher than Local Housing Allowance rates. Even once a suitable property was identified, landlords and estate agents often refused applicants in receipt of benefits based on uncertainty around income, or beneficiaries' inability to provide a guarantor. These factors contributed to a low supply of suitable housing options for beneficiaries.

Finally, **the process of inspecting and approving the property for living was felt to be too long and resource-intensive for most landlords to agree to**. Specifically, Under the Homelessness Act, properties required an inspection by the council. As the time frame required to carry this inspection and have a tenancy agreement signed was four – six weeks, landlords had to forego rent during this period. Landlords who had been engaged to this point wanted the cost of rent for the property covered for this time period, which the project was unable to fund.

4 Key findings: Outcomes

This section reports on the key findings from the evaluation in relation to progress made by Building Bridges towards its intended outcomes. It begins with an assessment of progress made towards each of the intermediate outcomes set out in the project logic model. Where expected during the project timeframe, evidence towards expected longer-term outcomes is also considered. This is followed by discussion of the factors that were found to have contributed to the achievement of project outcomes.

Progress towards intended outcomes

The project was successful in contributing to most of the project outcomes, especially for beneficiaries and the local authority. There was a general lack of data regarding resident outcomes (section 2.3, limitations), so the findings for this group are less conclusive. However, the project did not differentiate between recent migrants and longer-established residents for planned activities. Therefore, outcomes for migrants (section 4.1.2) include longer-established residents.

CMF FUND-LEVEL LOCAL AUTHORITY OUTCOMES
Intermediate outcome 1: Increased insight into local migration patterns and community impact, and Intermediate outcome 2: Acquired expertise and structures in place to deal with local issues

Coventry City Council aimed to increase insight into local migration patterns and community impact through partnering with local organisations with experience and knowledge of working with the local migrant community. By collecting data on beneficiaries of the project, the local authority aimed to identify enablers and barriers within their own programme and adjust courses accordingly. Coventry City Council further hoped to acquire expertise and organisational support by partnering with experienced third sector organisations who had specific knowledge related to the services they offered to migrant communities. Evidence for these outcomes comes from interviews with project and strand leads.

All strands of the project collected data from beneficiaries, including age, gender, nationality, languages spoken, and immigration status. Additionally, the local authority had started to track beneficiaries' movements across the different strands; for example, staff would look at a beneficiary's progress from the *Learn* strand to the *Give Back* strand and then onwards to finding a job. Project leads anticipated this would inform future project development by providing information about the enablers and barriers to progression.

While project and strand leads felt that the data they collected had not affected service delivery at the time evaluation took place, **they gave examples of changes they had made to activities based on wider learnings from the project.** For example, the *Learn* strand delivered an extra ESOL class for women based on oversubscription which indicated a gap in provision for this demographic. They also ensured that where activities were not well attended, the delivery site was changed to a venue that was more accessible to beneficiaries, or the timing of the course was changed to a time that was suitable; these changes were based on feedback from beneficiaries of the project. Additionally, the *Give*

Back strand developed IT skills building courses based on beneficiary feedback from the project which indicated many of their beneficiaries did not have this skill.

Project and strand leads felt that the partnerships with local organisations delivering the project had resulted in learnings about working with local migrant communities, which they could feed back to Coventry City Council staff. For example, short guides about the definitions of "migrants" and "refugees" were developed by project leads for front-line staff in the local authority, as well as "cultural cards" which explained different holidays and cultural practices within migrant communities that may impact local authority services. Project leads felt these activities had helped different local authority teams (such as social services) to build knowledge of migrant needs and become more "migrant friendly"; this in turn was thought to have helped services within the local authority be better prepared to support these beneficiary groups.

Strand leads felt the project had not increased expertise or structures of their own organisation significantly; this was because their organisations already had the necessary skills and knowledge in place prior to the start of the project. Despite this, strand leads, as well as delivery staff from the *Learn* strand, indicated that they had become more aware of integration activities and processes in areas other delivery partners were working in as a result of the project. Additionally, strand leads still reported that some structures within their organisations had changed as a result of the project, including:

- Increased collection of monitoring information across all three strands;
- Obtaining accreditation for ESOL courses in the *Give Back* strand, and;
- Setting up separate spaces and courses for newly arrived migrants to feel comfortable in the Community Aid Hubs in the *Learn* strand.

Based on the evidence**, the project appears to be taking the necessary steps towards increasing their insight into local migration patterns but had not fully achieved this to the extent they had expected at the time of the evaluation.**

Intermediate outcome 3: Expanded and strengthened networks and partners and Intermediate outcome 4: Increased co-ordination and co-operation between agencies

The project aimed to strengthen pre-established partnerships by delivering different strands of the Building Bridges project through partner organisations. Delivering the project through a partnership model with a shared common goal was also anticipated to improve coordination and cooperation between agencies. Strand leads were also given the flexibility to expand this network and build partnerships with additional organisations. Evidence for these outcomes comes from interviews with project and strand leads.

Evidence suggests that **the project strengthened pre-established partnerships between delivery partners and the local authority.** Project and programme leads reported that this was the key achievement of the project. Progress and learnings were shared through different meetings coordinated by the local authority, including a bi-monthly steering group meeting with all partners, monthly operational meetings with delivery partners, and newsletters shared with project partners and the local authority. Strand leads

reported that these activities helped to address project barriers by sharing challenges and solutions during these meetings, as well as preventing duplication by discussing and comparing their own activities; in this way, they considered communication and cooperation to be effective. Project leads also organised and delivered a "Theory of Change day", which brought together all the key partners to meet with beneficiaries, have partners and beneficiaries understand what the different strands were doing, and strengthen communication and coordination between delivery partners. Strand leads reported that this was effective, saying that it helped them to better understand what each strand was doing and how their own strand linked to those activities.

Project and strand leads further felt that **bringing partners together under one programme instilled a shared sense of purpose among organisations.** They highlighted how the different organisations brought into the project had significantly different aims and objectives, and likely would not have worked together without the Building Bridges project. Staff of the *Youth* strand specifically outlined how the project had made them aware of organisations that they could refer clients to after turning 18 (as the organisation works with youth specifically). This was thought by strand leads to have reduced many of the *"typical challenges"* seen in partnership working, including concerns around *"stealing"* clients and competition for funding. Project leads further highlighted how the name of the project, Building Bridges, was meant to instil a sense of co-operation and co-ordination by alluding to the partnership approach embedded in the project, as the local authority was working to connect third sector organisations working with project beneficiaries.

New partnerships had also been created as a result of the project. For example, the CRMC (who was delivering the *Learn* strand) partnered with Warwick and Coventry University to recruit student volunteers. These partnerships also enabled CRMC to refer project beneficiaries onwards to more advanced ESOL courses. The CoA also gave examples of partnerships created through the project with "volunteer hosts", including charity shops, museums, and other local businesses. They further highlighted how new emerging partnerships with private organisations such as Amazon and the Coventry Building Society had enabled project beneficiaries to find jobs.

> *"…the Building Bridges project has allowed us to build and develop these contacts more widely." Strand lead, interview*

Based on the evidence**, the project appears to have contributed towards strengthening pre-existing partnerships; this was likely achieved by improving communication among these partners and instilling a shared sense of purpose. The project also appears to have contributed towards expanded networks among partner organisations as evidenced by the *Learn* and *Give Back* strands.**

Intermediate outcome 5: Improved signposting and referral systems

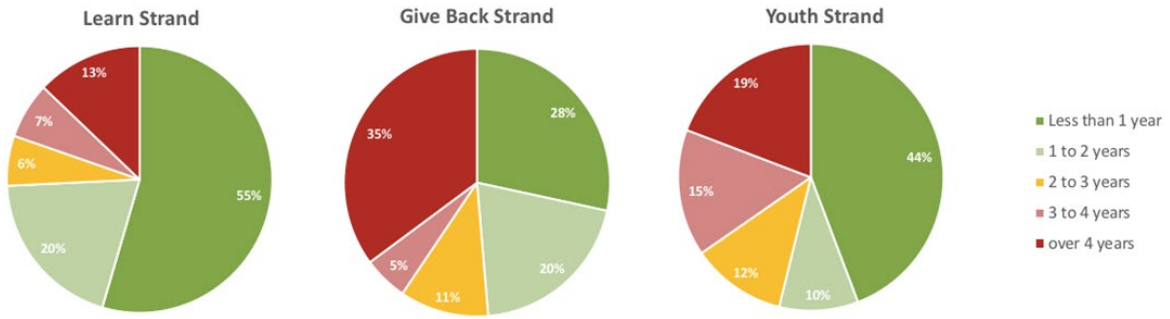
The Building Bridges project aimed to improve signposting and referral systems among both internal and external partners by increasing communication between project partners (see outcome 3 and 4), as well as developing new partnerships with organisations outside of the project to which they could signpost beneficiaries. The local authority additionally developed a "Welcome to Coventry" app which would help beneficiaries access services that they required. Findings for this outcome are based on interviews with project and strand leads, as well as data from the "Welcome to Coventry" app.

Interviews with project and strand leads indicated that referrals had improved between the different partner organisations leading on project strands. The process was perceived by project and strand leads to be much more robust and described as more *"streamlined and smooth"* and *"fluid"* when compared to before the project; they felt that this was due to the improved communication between the different projects, facilitated by the local authority through meetings, and ease in contacting strand leads. As per Chapter 3, monitoring data shows that the "Welcome to Coventry" app was downloaded and used by people in Coventry, however, there was no data to support that users were accessing project strands as a result of this app. Strand leads reported that increased referrals had enabled different partner organisations to more effectively identify gaps in service provision within their organisations; for example, as above, staff on the *Youth* strand highlighted that they were now able to refer older beneficiaries who had graduated from the programme to other strands if they still needed support. However, strand leads were unsure whether external referrals (to organisations outside of the three project strands), had increased since the start of the project. Additionally, due to the existence of non-CMF funded programmes within organisations, strand leads were hesitant to attribute any increase in external referrals directly to the Building Bridges project.

CMF FUND-LEVEL MIGRANT OUTCOMES

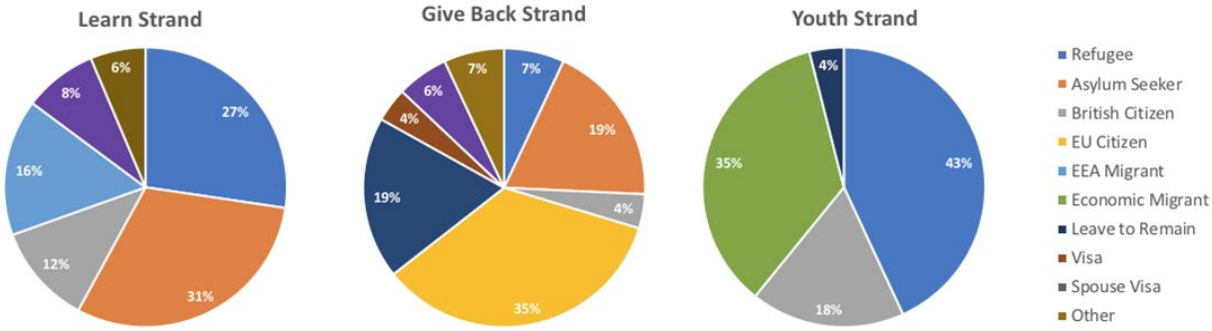
The project delivered activities to a range of beneficiaries, as recruitment was not based on length of time in the UK or residency status. Project and strand leads explained that a decision was made early on in the project not to turn away potential beneficiaries who could benefit from the project, as this did not align with their charitable values. For example, if a client had low English language skills but was not a recent arrival, they would still enrol them in their courses. Furthermore, the definition of "migrant" was deemed difficult to categorise in practice; one strand lead gave an example of a client who had lived in the UK for over 10 years but had not learned any English on account of only interacting with individuals who spoke the same language. While most project beneficiaries had been in the UK for less than three years, the outcomes below are not specific to recent migrants. Figures 4.1 and 4.2 below provide a breakdown of the length of time in the UK and immigration status for beneficiaries of each project strand.

Figure 4.1: Beneficiary length of time in the UK for each project strand[27]



Learn Strand: n = 132, collected Q1 & Q2; Give Back Strand: n = 74, collected Q1, Q2, Q3, and Q4; Youth Strand: n = 51, collected October 2019.

Figure 4.2: Beneficiary immigration status for each project strand



Learn Strand: n = 95, collected Q1 & Q2; Give Back Strand: n = 69, collected Q1, Q2, Q3, and Q4; Youth Strand: n = 52, collected October 2019.[28]

Intermediate outcome 6: Increased understanding of and access to public services

The Building Bridges project aimed to increase beneficiaries understanding of and access to public services by integrating information on public services into the *Learn* strand, providing information on job-seeking services, such as job boards, through the *Give Back* strand, and providing information on school behaviours and etiquette through the *Youth* strand. Additionally, the "Welcome to Coventry" app provided information on a number of public services, including health, housing, education, employment and advice, in different languages for migrants, refugees and asylum seekers. Evidence for this outcome is based on interviews and focus groups with project beneficiaries, and interviews with internal stakeholders.

[27] Learn Strand: n = 132, collected Q1 & Q2; Give Back Strand: n = 74, collected Q1, Q2, Q3, and Q4; Youth Strand: n = 51, collected October 2019.
[28] "Other" category denotes status with a frequency of one.

There was evidence from the *Learn, Give Back* and *Youth* strands that the project had contributed to improving understanding and access to public services among their beneficiary groups. The *Learn* strand included classes on the appropriate use of the National Health Service (NHS), sessions with police officers to speak about their role, and sessions where beneficiaries attended the local library to register and read books. Beneficiaries spoke about the increased confidence they had gained from the ESOL courses and felt this had enabled them to access and communicate with everyday services, such as asking for directions on public transport or buying groceries at the supermarket. Beneficiaries also gave specific examples of things they had done differently as a result of the project, including one beneficiary who had recently registered with a GP practice for the first time in six years, while another beneficiary spoke of using job search services more regularly as a result of attending ESOL for Employability classes. Stakeholders from the *Youth* strand reported that beneficiaries who had attended the School Aid Hub courses had increased their class attendance and become more engaged in classes compared to before the project. Finally, monitoring information from the "Welcome to Coventry" app indicated that users engaged with the app for an average of 4 minutes and 35 seconds, which suggests that users were using the app to access information. However, there was no data regarding who the users were, or which services they were accessing through the app.

> *"A lot of our students are asylum seekers. When they are contacted by their lawyers or the Home Office, they don't really talk about what services are available. This is our job." Delivery staff, focus group*

Based on this evidence, it appears that the Building Bridges project contributed to increased understanding and access to public services among the beneficiary group.

Intermediate outcome 7: Access to ESOL and EAL provision and CMF Longer-term outcome 1: Increased English proficiency and labour market skills

The project mainly aimed to achieve this outcome by providing ESOL classes through the *Learn* strand, ESOL support for employment classes through *the Give Back* stand, and English language support to students through the *Youth* strand. The project further hoped to increase the accessibility of these courses by delivering them through well-regarded organisations with strong reputations and ties to the migrant community. Evidence for this outcome is based on interviews and focus groups with beneficiaries, and interviews with internal stakeholders.

Beneficiaries reported hearing about ESOL classes delivered through the project from a range of sources, including friends and family, social media, referrals from Jobcentres, and Local Authority Asylum Support Liaison Officers (LAASLOs). Beneficiaries stated that the classes were easy to access and cited few difficulties in taking part. Most of the beneficiaries lived close to the delivery venues, however, a small number who had to pay for transport to access classes mentioned this as a barrier. Additionally, although staff reported that some women beneficiaries had initially encountered barriers to attending classes due to childcare responsibilities, this improved after the *Give Back* strand began providing creche support (outlined in more detail in Chapter 3). This reported ease in accessibility was reflected in the exceeded targets related to ESOL classes outlined in Chapter 3.

Increasing access to ESOL courses was anticipated to increase the number of migrants attending, and thereby contribute towards improved learning and acquisition of English language skills. Beneficiaries from both the *Learn* and *Give Back* stands were positive about the classes and felt that they had helped to improve their English skills (a longer-term intended CMF outcome). Beneficiaries from the *Learn* strand mentioned that they particularly enjoyed the diverse and holistic nature of the courses, in that classes used a range of delivery methods to engage students (such as reading, writing, film, and conversation classes) and had the added benefit of being applicable to other areas of their lives (for example, providing English for hairdressing or accessing local services). There was a consensus among beneficiaries from the *Learn* strand that improving their English was the main benefit of the programme.

While beneficiaries from the *Give Back* strand had higher levels of English compared to those from the *Learn* strand, they felt that the ESOL for employability classes helped them to improve their communication and job interview capabilities by giving them an opportunity to practice their English and receive feedback. Stakeholders from the *Youth* strand further felt that the courses in the School Aid Hubs had helped to improve students' levels of English. School staff noted that there was **reduced pressure on their time** from students with English language support needs, which they reported as an indicator of this improvement.

> *"I can ask, I can understand, I can have a conversation with anybody." Beneficiary, focus group*

> *"If people start the course at say a level 0, they end it at say a 5 or 6 (out of 10)" Beneficiary, focus group*

> *"Now they [people in the community] understand what I say. When I came here, my English was not good, but then they [classes] explained to me and I can speak better to others." Beneficiary, interview*

Overall, the Building Bridges appears to be contributing towards increasing access to ESOL and EAL provision. This, in tandem with available evidence, suggests that the project will contribute towards the longer-term outcome of increased English language proficiency and labour market skills in future.

Intermediate outcome 8: Increased understanding of British culture and social norms

The project aimed to improve beneficiaries understanding of British culture and social norms across all three strands as an additional learning objective for classes. Specifically, the *Learn* strand incorporated lessons and discussions about British public holidays, etiquette, and local cuisine into their ESOL lesson plans; *the Give Back* strand included norms and expectations around employment into their classes (including CV writing, interview etiquette, and navigating job boards); and the *Youth* strand included content on the right to education and expectations regarding class attendance. Evidence for this outcome comes from interviews and focus groups with beneficiaries and interviews with internal stakeholders.

When asked about some of the learnings, there was a strong consensus across groups that they were now more aware of British public events and holidays (such as Remembrance Sunday), common sayings (such as the correct response to "you ok?"), and British cuisine. Beneficiaries also spoke of etiquette that they had become aware of as a result of participating in the project, especially in the *Give Back* strand, including expectations around punctuality. Beneficiaries felt that these learnings had better prepared them to enter the job market, specifically in regards to norms around applying for jobs and attending job interviews on time. Additionally, stakeholders from the *Youth* strand felt that course content on the right to education was particularly valuable for beneficiaries from different backgrounds, and noted positive changes in behaviour including increased class attendance and less fighting with other students. Finally, beneficiaries highlighted how their ability to improve their English in the course helped them to better understand British cultural norms in situations outside of the classroom.

> *"[In response to how they have changed since the course] You live in England, this is how you change your personality and your confidence... [since coming here] this is how we talk to doctors, this is how we talk to teachers, how we apply to jobs - you totally change." Project beneficiary, focus group*

However, beneficiaries consistently pointed out that while the project was contributing to this outcome, there were also likely to be contributions from other sources as well, namely spending more time in the community and interacting with services. Another internal stakeholder also highlighted how understanding British norms and culture is not a simple process and is unlikely to be achieved through one intervention or programme.

> *"This type of information [British norms and culture] needs continual re-enforcement, it's not a one-shop thing" Stakeholder, interview*

Despite these considerations, the above findings suggest that the Building Bridges project contributed towards the outcome of improved understanding of British culture and norms.

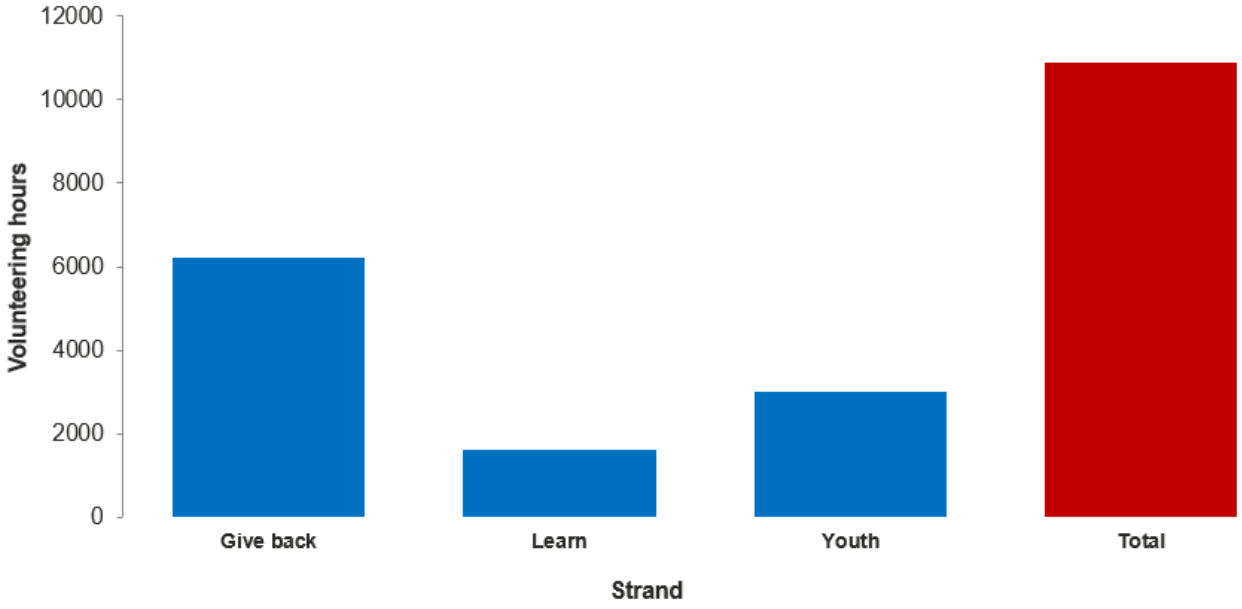
Intermediate outcome 9: Increased civic society participation

The project aimed to increase beneficiaries' civic society participation through the *Give Back* strand which required beneficiaries to engage in voluntary activities, and the *Youth* strand, which would signpost beneficiaries to volunteering opportunities and encourage them to engage in school activities. While not intended, beneficiaries from the *Learn* strand also engaged in voluntary activities as a result of the project. Evidence for this outcome is based on monitoring information, data collected by the project, interviews and focus groups with beneficiaries, and interviews with internal stakeholders.

Monitoring information indicates that all strands motivated beneficiaries to participate in volunteering activity. As of December 2019, there were over 10,000 volunteering hours logged by the project, with 6,235 logged by the *Give Back* strand, 1,636 logged by the *Learn* strand, and 3,024 logged by the *Youth* strand (depicted in the below figure 4.3). These hours included volunteering hours with organisations such as charity shops, museums, and the partner organisations themselves. Although the *Give Back* and *Youth* strands were initially the only strands which intended to promote volunteering among their clients, the *Learn* strand also signposted beneficiaries to volunteering activities. Strand leads attributed these numbers to their client-centred approach; for example, they would

often signpost their clients to outside opportunities where they could practice their English, or more generally to opportunities that they had a personal interest in.

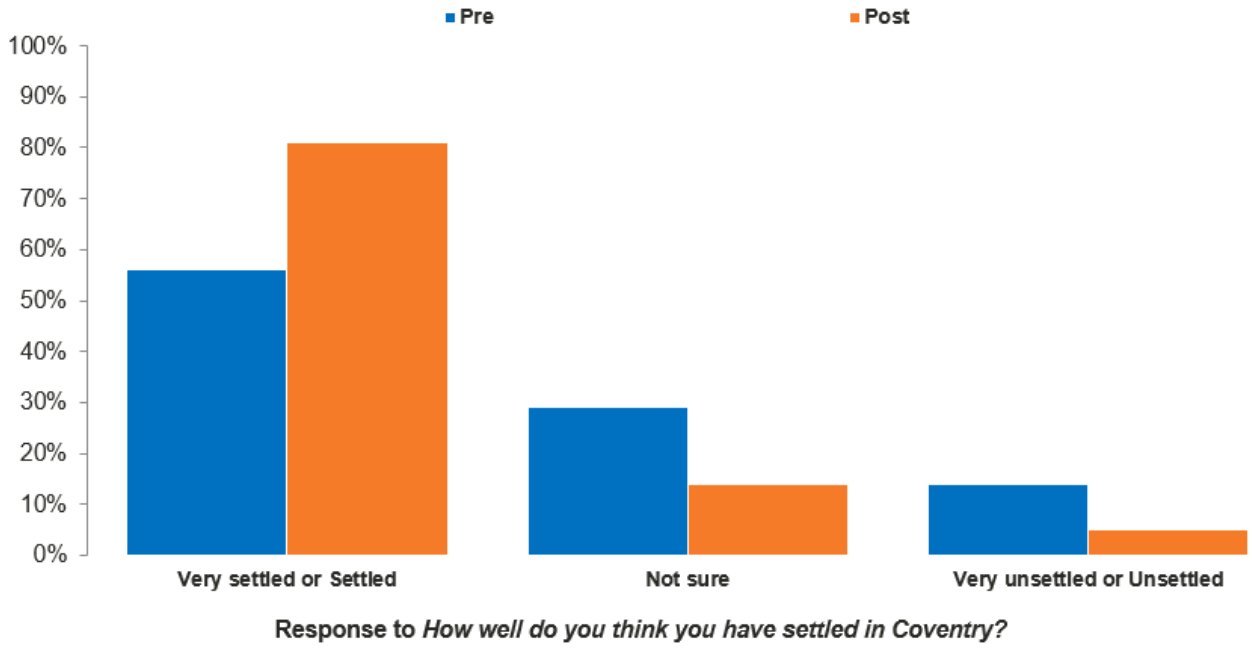
Figure 4.3: Volunteering hours logged by the Building Bridges project



Source: Monitoring Information from the project. Base: n = 10,895

Evidence from interviews with beneficiaries, as well as monitoring data collected by the project, suggests that participation in these activities has contributed to a general sense of belonging to the wider community. A pre- and post-survey administered to beneficiaries from the *Youth* strand found that 81% of beneficiaries felt either settled or very settled at home after taking part in the project; this was up from 56% (+25 point difference) of beneficiaries feeling the same before the project (depicted in figure 4.4). Internal stakeholders further detailed how students in the *Youth* strand had gone on to join school sports teams or after school clubs after participating in the project. Interviews and focus groups with project beneficiaries further supported these findings, with a consensus across the *Learn and Give Back* strands that the project had contributed to their overall sense of belonging in the community by giving them the opportunity to engage in activities outside of the household, and meeting other people from different backgrounds than their own. Pre- and post-responses from young people, “Do you feel a sense of belonging in Coventry?”

Figure 4.4: Pre- and post-responses from young people, "Do you feel a sense of belonging in Coventry?"



Source: Questionnaires sent by PYF. Pre-surveys: n = 51; post-surveys: n = 21

> *"We feel home now - when you are disconnected you feel lonely, since we are connected, we feel home." Project beneficiary, focus group*

Based on the above findings, activities across all three strands appear to have contributed towards this outcome.

Intermediate outcome 10: Access to labour market skills, training and accreditations and CMF Longer-term outcome 2: Increased contribution to British society (through volunteering or employment)

All three strands aimed to contribute to this outcome. The *Learn* strand provided "train-the-trainer" volunteer opportunities where they could develop teaching skills and delivered accredited ESOL courses which integrated English language skills for hairdressing, computing, and knitting. The *Give Back* strand delivered courses designed to upskill participants to look for, and secure employment, including CV-building courses and interview classes. Finally, the *Youth* strand supported youth beneficiaries into employment opportunities through signposting and support services in the Community Aid Hubs. Evidence for this outcome is based on interviews and focus groups with project beneficiaries, as well as interviews with internal stakeholders.

All project strands aimed to ensure classes equipped beneficiaries with useful and relevant courses for employment which were accredited. Beneficiaries of the *Learn* strand felt ESOL classes had improved their knowledge on subjects including hairdressing and computing, which in turn made them feel better prepared to secure employment. Furthermore, beneficiaries of "Train-the-trainer" activities reported that they had become

more confident speaking publicly by teaching and presenting in front of the class. Additionally, the ESOL class delivered by the *Give Back* strand was accredited through the project, and beneficiaries received a certificate after successfully finishing the course, making it easier to prove to employers their English language level.

As of December 2019, a total of 98 beneficiaries were recorded as having gained employment through the project (not including beneficiaries of the voluntary train-the-trainer programme. Examples included *Give Back* beneficiaries gaining employment in warehouses and hospitals, as lunchtime supervisors and language teachers. Project staff credited new partnerships with organisations such as Amazon and the Coventry Building Society as key to identifying pathways to employment for beneficiaries. Staff of the *Youth* strand reported identifying job and volunteering opportunities for their clients, including volunteering with the Community Aid Hub and setting up social enterprises in the community with other beneficiaries they had met through the project.

Based on the above findings, the activities across all three strands appear to have contributed towards this outcome, as beneficiaries and project leads expressed that they would not have attained these jobs without activities from the project. Additionally, as beneficiaries gained employment through the project, this suggest that it is contributing towards the longer-term CMF outcome of increased contribution to British society (through volunteering or employment).

CMF fund-level resident outcomes

Intermediate outcome 11: Perceived reduction of pressure on public services

The project intended to address this outcome through all three strands; this included ESOL classes with content on the appropriate use of public services such as the proper use of the NHS, with the intention of reducing strain through inefficient service use (*Learn* strand); providing volunteering positions for beneficiaries to enable them to directly contribute to the community (*Give Back* strand); and delivering courses in schools to alleviate pressure on school staff from increased pupil numbers, which was attributed to migration (*Youth* strand). Project and strand leads further felt that teaching English to beneficiaries would help to decrease pressure on services through reduced reliance on interpreters through improved English language skills. Evidence for this outcome comes from interviews with internal stakeholders.

> *"All of the work that were doing is around reducing the demands on [public] services and creating an impact at the community level." Project lead, interview*

There was little evidence available to suggest whether the *Learn* and *Give Back* strands were contributing to this outcome, as Coventry City Council had not collected recent data on public service use or residents' attitudes towards migration. Additionally, a planned interview with a stakeholder to provide evidence on wider resident views did not take place due to non-responsiveness. Additional activities to engage wider residents did not take place.

Despite these considerations, evidence from the evaluation suggests that the project improved beneficiaries' access to appropriate services (see outcome 6). Assuming this improved usage translates into cost-savings for public services, this may indirectly contribute towards decreasing residents' perception that public services are under

pressure due to migration. Additionally, because the project provided opportunities for beneficiaries to engage with longer-term residents through volunteering opportunities (such as in the *Give Back* strand), this may facilitate situations where longer-term residents view migrants giving back to the community positively. Under these circumstances, and given a positive direction of change, these activities may contribute towards this outcome in the future.

Interviews with internal stakeholders familiar with the *Youth* strand felt that their activities in schools had reduced pressure on school services. They suggested this was achieved in two ways;

- Improving beneficiaries' levels of English through School Hub sessions (see intermediate outcome 7), which made it easier for teachers to communicate with pupils in classes and reduced time spent supporting pupils with EAL, and;

- Providing support to children who were considered more difficult or required more intensive support, thereby alleviating pressure on staff while the course was being delivered.

Based on these findings it appears that the *Youth* strand contributed towards this outcome; however, the contributions from the *Learn* and *Give Back* strands are inconclusive.

Intermediate outcome 12: Increased opportunities for social mixing

The project intended to address this outcome across all three strands; the *Give Back* strand aimed to increase social mixing through volunteering opportunities for beneficiaries in the local community where they could interact with residents; the *Learn* strand aimed to increase beneficiaries' participation in the community through making them aware of opportunities (such as encouraging them to sign up to the library and bringing them to a pantomime show); and the *Youth* strand set up Community Aid Hubs where beneficiaries and residents could interact with one another. In addition, internal stakeholders felt that learning and improving English would naturally help beneficiaries to engage with the local community (see intermediate outcome 11 above). Evidence for this outcome comes from interviews and focus groups with beneficiaries, as well as interviews with internal stakeholders.

Beneficiaries and stakeholders across all three strands spoke of their personal experience regarding this outcome. Primarily, they felt that they had engaged with many different people through the programme, including people from different backgrounds and cultures from themselves. Some beneficiaries taking part in project activities and courses had UK citizenship or had been living in the UK for a number of years and could therefore provide an opportunity for more recent migrants to mix with longer-term residents (see figures 4.1 and 4.2). Beneficiaries felt that by improving their English, they could interact more with local community members during their day-to-day activities.

> *"We found out that people are not difficult to approach, it's just a lack of confidence. Since coming here, we have gained that confidence." Beneficiary, focus group*

There was a strong consensus among stakeholders familiar with the *Youth* strand (but not directly affiliated with the project) that beneficiaries had started to mix more with other pupils after taking part in the programme. All internal stakeholders cited examples in their school, such as beneficiaries joining football clubs or other extra-curricular activities, and they directly attributed this mixing to the project activities. Regarding the Community Aid Hubs, one stakeholder estimated that around *"30-35% of individuals"* who attended sessions were from the wider resident community (rather than recent migrants), although exact numbers were not recorded. The stakeholder felt this had improved relations between attendees from different backgrounds, citing an example where participants shared music and taught each other dances from their respective cultures. They additionally highlighted how increasing social mixing is a two-way process and should not be solely the responsibility of migrant community members.

> *"If the people that live here aren't accepting and aren't welcoming, then no matter how much you try with the newly arrived community, that integration is not going to happen because it needs to occur on both sides." Internal stakeholder, interview*

Evidence suggests that the *Learn* and *Give Back* strands contributed towards increasing social mixing among the diverse beneficiaries of the programme, while the *Youth* strand contributed towards social mixing of beneficiaries and wider residents.

Intermediate outcome 13: Increased confidence that their concerns are listened to and addressed

The project intended to address this outcome through delivering activities designed to respond to concerns within the community identified through the bid, which were thought to be general negative perceptions among residents that migrants are disproportionately dependent on City Council services and increasing pressures on schools. By placing beneficiaries in volunteering positions in the *Give Back* strand, project and strand leads hoped this would set a positive example and demonstrate to residents how migrants can be a valuable asset in their community. Additionally, the *Youth* strand anticipated that providing support to schools would address concerns around increased pupil numbers. Evidence for this outcome comes from interviews with strand leads and internal stakeholders.

There was minimal evidence available to assess this outcome for the *Give Back* strand due to a lack of recently collected resident data, a lack of evidence from one stakeholder who did not participate in the evaluation, and difficulty accessing representatives from the resident community (see outcome 11). One project staff member felt that because beneficiaries were contributing to the community through volunteering positions, this was likely be viewed positively by the wider resident community. Project leads highlighted how the project aimed to improve perceptions by giving beneficiaries the opportunity to contribute back to the community and integrate, as opposed to promoting the benefits of migrants and refugees generally. While there was no evidence available to the evaluation to support this, assuming that improved perceptions of migrants by longer-term residents leads to mutual feelings of understanding and inclusion, this may contribute towards residents viewing positive outcomes for migrants as beneficial for the community, thereby contributing towards this outcome.

> *"If you say to someone from the local community this is all the things a refugee has to offer, or these are the assets that they have, that's not a strong enough argument in a way." Internal stakeholder, interview*

Internal stakeholders felt that the *Youth* strand was working towards addressing concerns among parents and staff within the school setting. One stakeholder highlighted recent tensions in schools around newly arrived young migrants and their perceived link among other parents to violence and gangs. They felt that the project activities had contributed to addressing this problem through creating opportunities for beneficiaries to speak about their backgrounds to other students and families during family event days organised by the strand. Additionally, another stakeholder felt that teachers were more confident in delivering their classes because they knew students who required additional help with English had received support from the *Youth* strand, suggesting that these teachers' concerns had been addressed in some capacity. However, one stakeholder highlighted that this change in attitudes towards the migrant community is unlikely to be something that will change quickly and will likely only be felt over a longer period of time.

> *"Time will tell when these young people grow, go into their different workplaces with their different attitudes – that is when you will see it. The impact will be later on, not necessarily straight away." Internal stakeholder, interview*

Despite some positive findings in the *Youth* strand, due to the overall lack of evidence, the contribution of the Building Bridges project towards this outcome is inconclusive.

Progress towards longer-term outcomes

This section gives an overview of whether projects activities are likely to contribute towards intended longer-term outcomes in the future. This is informed by the intended direction of travel as depicted in the project logic model (figure 2.2) and is valid given the assumptions of the logic model are met.

The evaluation found evidence to suggest that the project will contribute towards increasing insight into local migration patterns and community impact and acquiring expertise and structures in place to deal with local issues in the future. Given the assumptions of the logic model are correct and this is achieved, this suggests the project will contribute towards the CMF longer-term outcome of **building the evidence base of "what works locally"** and **evidence for future service planning and resourcing**.

The evidence suggests that the project had contributed towards expanding and strengthening networks and partnerships and increasing co-ordination and co-operation between agencies. Based on the assumptions contained in the logic model that improving co-ordination and co-operation will improve agencies' knowledge and efficiency in addressing migrant needs, this suggests that the project will contribute towards the CMF longer-term outcome of **reducing costs on public services**. There is some evidence to suggest that the project is contributing towards this outcome already; specifically, beneficiaries from the *Learn* strand spoke about how they now know the appropriate use for A&E services and are no longer attending for non-emergency health reasons (such as headaches). By reducing this unnecessary use and registering with a GP, this will likely contribute to increased savings on the part of the NHS.

There is some evidence to suggest that the project is already contributing towards the longer-term CMF migrant outcomes of **increased English proficiency and labour market skills** and **increased contribution to British** society (through volunteering or employment). The evaluation further found evidence to suggest that the project had contributed towards all migrant outcomes (intermediate outcomes 6 – 10). The net effect suggests that the project will contribute towards the longer-term CMF outcome of **increased well-being (e.g. mental and physical health, levels of confidence).** Indeed, there was evidence from the evaluation to suggest that this outcome was already being achieved. For example, beneficiaries in the *Learn* strand had registered with a GP after attending NHS-education sessions. Additionally, migrants in the *Give Back* strand unilaterally cited confidence as one of the key skills they had gained from taking part in the ESOL employment courses. Finally, stakeholders from the *Youth* strand also felt beneficiaries who attended the 'School Aid Hub' courses to be better adjusted overall, as evidenced by improved attendance in class and less fighting with peers.

There was some evidence to suggest that the project contributed towards the intermediate outcomes of increased opportunities for social mixing and increased understanding of British cultural norms. Therefore, assuming that migrants and residents take advantage of these opportunities, the project is likely to contribute towards the intended longer-term CMF outcome of **increased levels of social mixing**. There were certain attributes of the project which may contribute towards achieving this outcome. For example, courses delivered by the *Learn* strand were attended by beneficiaries from many different backgrounds, some of whom had lived in the UK for many years (see figure 5.1 and 5.2) Additionally, the space used by *Give Back* strand is a community centre that hosts various events each week aimed at engaging different members of the community. Finally, the *Youth* strand facilitated sports events which were open to both migrants and residents.

This evaluation found less evidence to suggest that the project was contributing towards the other intermediate resident outcomes; namely, a perceived reduced pressure on public services and increased confidence among residents that their concerns are listened to. However, this stems more from a lack of available evidence, as opposed to a lack of evidence in the data which was collected. Therefore, it is difficult to determine whether the project will contribute towards the longer-term CMF outcomes**, improved perceptions of recent migrants to the local area** and **reduced crime and anti-social behaviour**. Yet, many of the activities from the different strands may lead to these activities. For example, project leads highlighted how opportunities for social mixing provided by the three strands would likely lead to longer-term residents interacting more with migrant beneficiaries. This was expected to facilitate increased understanding among residents of migrants or individuals from migrant backgrounds. Given the assumption that this understanding would be positive in nature, this was further expected to improve perceptions of recent migrants, and by extension, **reduce crime and anti-social behaviour** directed at these communities.

5 Value for Money

Introduction

Cost-benefit analysis was conducted in order to assess value for money of the CMF funds granted to the Building Bridges project. The assessment weights the project's total economic costs against its monetizable social benefit.

The analysis used project data and secondary data to monetise the benefits accrued by each project strand. As there was no control (counterfactual) group against which to assess the impact of the project, artificial baselines were constructed (outlined in more detail below). Given the nature of the data used in the construction of the cost benefit and cost effectiveness models, the accuracy of results produced by the models should be interpreted with caution.[29]

In addition to the cost-benefit analysis, a secondary data search was made to further inform the value for money assessment in the case where benefits could not be monetized. Perceptions of project costs and benefits were also explored through qualitative consultations with staff, and delivery partners. This analysis acts to supplement the quantitative value for money assessment.

For more information on the methodological approach, see Chapter 2 and Appendix 1.

This assessment does not take into account non-monetizable benefits of project outcomes (such as increased knowledge and expertise of staff, expanded networks of partners, or beneficiary understanding and wider resident benefits), which are explored in Chapter 4.

Value for money assessment

COST BENEFIT ANALYSIS

For the Building Bridges project, the social benefits are captured through three domains: education, employment and a health and wellbeing. The outcome associated with education and health and wellbeing benefits was the number of individuals attending ESOL Employability classes, while the outcome associated with employment benefits was the number of individuals supported into paid employment. These outcomes were selected due to the well evidenced link between increase in skills and fiscal and economic benefits as well as health and wellbeing benefits.[30]

The *Give Back* project strand supported 29 individuals into paid employment, the *Youth* strand supported six individuals into paid employment and the *Learn* strand supported 21 individuals into paid employment. Secondary data provided estimates of the fiscal and economic benefit from a workless claimant entering work of £11,133 per individual per

[29] 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

[30] See Manchester New Economic Unit Cost Database

year.[31] The benefits are applied for a one-year period based on the assumption that the project helps individuals find work one year earlier than they would have in the absence of the project.[32]

In addition, during the course of the project 107 individuals attended ESOL employability classes. Secondary data suggests that roughly 15% of these individuals would have attained an equivalent qualification in the absence of the intervention.[33] Calculations based on the Greater Manchester Combined Authority (GMCA, formerly New Economy) Unit Cost Database estimate the discounted present value per person per lifetime of a NVG Level 2 qualification wage premia at £6,318. Furthermore, the qualification is associated in a well-being gain, valued at £2,100 per individual (allowing for an optism bias adjustment of 40%).

Table 5.1 below summaries the monetized value of the estimated benefits resulting from the Building Bridges project, which totalled £569,473 (not including employment outcomes).

Table 5.1: Monetizable benefits from the Building Bridges project

Benefit	**Value**
Education: value of a facilitated gain in qualification	£344,773
Employment: Estimated economic benefit from supporting individuals into paid employment	*£623,466 (not included in BCR)*
Health and wellbeing: monetized value of improved wellbeing resultant from homelessness avoided	£224,700
Total economic benefit from project delivery	£569,473

The total cost of the Building Bridges project was £580,000. A breakdown of the costs is presented in Table 5.2.

[31] Ibid
[32] 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.
[33] Bhattacharyya et al., 2003, Minority Ethnic Attainment and Participation in Education and Training: The Evidence. Available at: http://www.starlinepromotion.co.uk/abc/wp-content/uploads/2016/02/2003_DFES_Minority_Ethnic_Attainment-the-Evidence-2003.pdf

Table 5.2: Costs associated with the Building Bridges

Cost	Value
CCC funded for Building Bridges	£168,000
Give Back Employability (COA)	£114,000
Youth (PYF)	£120,000
Coventry Refuge and Migrant Centre	£178,000
Total cost of project delivery	£580,000

Dividing the total benefits of project delivery by the total costs presented above derives a cost-benefit ratio of 0.98. This assessment suggests that **every £1 of CMF funding returned on average £0.98 of monetizable economic benefit to society**.

There are several further considerations that should be considered alongside this figure.

1. **Only monetizable benefits have been included within the analysis of benefits:** Estimated benefits were assessed based on measured and monetizable outcomes. Therefore, some direct and indirect social benefits may not have been captured through the CBA modelling (see secondary data section below for further discussion. Contribution towards outcomes based on primary data collection is also explored in detail in Chapter 4).

2. **Attention must be paid not just to the ratio itself, but to whom the benefits and costs are accruing:** Many of the benefits in this analysis accrue to a minority population (migrants). From a social perspective, the intervention is thus acting to reduce inequality, and such as may be preferred to alternative intervention with a marginally higher Cost-Benefit ratio, but where the benefits accrue to a wider population.

SECONDARY DATA ANALYSIS

In addition to the outcomes included in the cost-benefit analysis above, some outcomes were achieved that were not monetizable. These outcomes may provide additional benefits to society in addition to those included in the cost-benefit analysis. For instance, qualitative evidence suggested that beneficiaries from the *Learn* strand had reduced non-emergency use of A&E services. The Greater Manchester Combined Authority (GMCA, formerly New Economy) Unit Cost Database provides a cost estimate for A&E attendance where no investigation or significant treatment is required of £93 per incident.

QUALITATIVE ASSESSMENT OF PROJECT COSTS AND BENEFITS

Project staff reported that delivering courses in partnership with other third sector organisations minimised costs and promoted efficient use of funding. As the three strands of the project were delivered through pre-existing organisations, staff reported that overhead costs, such as building insurance and rent, were minimal. Furthermore, project staff explained how the partnership approach allowed them to pool resources together and allocate space efficiently. For example, when rooms were unavailable in one partner

organisation, courses would sometimes be delivered in the venue of another delivery partner. Additionally, project staff from the *Learn* strand highlighted how they delivered classes at outside locations and public spaces (such as the atrium of a public library), which they felt was a creative approach to minimising costs. Project staff also highlighted how courses were delivered through volunteers as much as possible, reducing staff costs. Although this created some issues during delivery (see section 3.4), project staff felt that this was nonetheless an effective way to minimise costs.

Project staff felt that while some of the activities involved in the project may have gone ahead without CMF-funding (provided a different source of funding was identified), the partnership approach would likely not have gone ahead. As a result, without CMF funding staff felt that Coventry City Council would not have been able to identify some of the service pressures in the integration sector and therefore would not have been able to address the issue of migration and integration in Coventry as holistically.

While staff, stakeholders and beneficiaries from the *Learn* and *Youth* strands felt the project had significantly contributed to beneficiaries learning English and integrating into schools respectively, they acknowledged that there were likely to be external factors contributing to this as well. For the *Learn* strand, this included exposure to the English language through daily interactions. For the *Youth* strand, stakeholders acknowledged that beneficiaries were likely involved with other projects organised through the school, which may also have additional benefits, suggesting that this strand may have complimented wider work in this area. Project staff did not feel that there were external factors that contributed to the outcomes associated with the *Give Back* strand and the overall partnership approach.

6 Conclusions and lessons learned

This chapter outlines key learnings from this project around achieving delivery outputs and wider outcomes, including the barriers and enablers to achieving these. There is also a discussion around some of the main attributes of the project, including for whom it benefited, the larger context in which it was created, and future directions in terms of sustainability.

What works?

The key successful elements of this project include:

(1) the initial groundwork to identify needs and gaps in services directed towards migrants;
(2) the partnership approach which was taken in delivering the project which benefited from strong engagement and coordination on the part of the local authority; and
(3) flexibility in delivering project activities.

It should be noted that despite the success of the three strands, the project also experienced logistical problems, including engaging female beneficiaries and working with volunteers.

The Building Bridges project benefited from taking the time to understand the gaps in support for refugees and migrants. By undertaking a comprehensive Needs Assessment prior to writing the bid, Coventry City Council identified areas which required additional work to address underlying issues. This likely contributed to successful outcomes among the migrant community as programmes were developed based on research and consultations with the target population and local stakeholders, as opposed to being based on top-down decisions of what partners think should be delivered. This initial groundwork also allowed the project to identify which partners would be best suited for delivering project activities. This was important, as it allowed them to overcome many logistical challenges which strand leads felt were normally experienced by projects starting from scratch, including awareness of the project among the target population and the ability to recruit and engage beneficiaries.

Underpinning these two elements was the presence of a supportive leadership team that was able to co-ordinate different activities and guide the project forward. Building Bridges benefited from the embedded position of the local authority, as well as consistent efforts by project staff to promote transparency and communication throughout implementation of the project. By ensuring strong communication channels among organisations working towards different goals with different sub-sets of the population, the local authority was able to instil a shared purpose among partner organisations and improve co-operation between agencies and streamline services within this sector.

By taking time to establish the delivery model, the project had time to think through and focus on the outcomes they were trying to achieve. By keeping this outcomes-focused mindset, project and strand leads felt that they were able to deliver activities that were relevant and useful to the target population. Additionally, it gave them the time and headspace to refine their programme based on feedback from participants and experience delivering the programme. For example, the *Learn* strand developed courses around the

NHS; the *Give Back* strand was able to build partnerships with private organisations to facilitate job placements; and the *Youth* strand helped to support beneficiaries into creating social enterprises.

Project and strand leads addressed these issues by including creche support to increase female attendance and recruiting volunteers from universities via secondments or internships to encourage volunteer retention. Other local authorities seeking to emulate this project should consider these learnings when designing similar projects.

The unsuccessful *Independent Living* strand offers learnings that reinforce the points listed above. This strand was developed with little understanding of the broader problems surrounding housing in Coventry. Additionally, unlike the other three strands, it was formed as a newly established lettings agency and was not delivered through an external organisation. Furthermore, this strand was established without any relevant partnerships in the council and had to work to develop these from scratch, a task which proved to be difficult and time-consuming when combined with other requirements for establishing this strand. This strand was dropped early on in the project for these reasons.

These lessons speak to the importance of understanding the needs of the community and building the necessary infrastructure to address these needs before delivering activities. Although this is a time and resource intensive activity, the Building Bridges project demonstrated how successful this can be, as nearly all their outputs were achieved or exceeded (see table 3.1).

A cost benefit analysis of monetizable project outcomes related to increased employment, ESOL qualifications gained and improved health and wellbeing estimates that every £1 of CMF funding returned on average £0.98 of monetizable economic benefit to society.

For whom?

While the programme was targeted at recent migrants, refugees, and asylum seekers, in practice all strands engaged with individuals who did not fit this description. This was for a varied number of reasons, with the main one being that partner organisations did not feel comfortable turning away participants from the programme based on their length of time in the UK. The fact that some beneficiaries were longer-established residents made it more difficult to differentiate findings between the migrant and resident population. Ultimately, this programme benefited a diverse range of individuals, including migrants and longer-established residents.

The local authority and the partner organisations delivering these activities also benefited through strengthened partnerships and increased capacity to deal with local issues. One project strand lead felt the strengthened partnerships was one of the main benefits of the project, as it improved organisations' effectiveness in addressing migrant needs and instilled a shared sense of purpose among partners in addressing these needs.

In what circumstances?

This project was the result of extensive network building and problem-identification on the part of the local authority and organisations working within this sector in Coventry. The exceeded targets speak to the extent of this need among beneficiaries. While these

circumstances are not unique to Coventry, this suggests that projects such as this require strong local buy-in and established delivery partners.

To what extent could the project be replicated?

The partnership model of this project could be replicated within another local authority with similar needs and service pressures; however, a few key elements would be required. A strong initiative within the local authority would be needed to bring the issues and the relevant organisations around the table. Simultaneously, this would also require the capacity and resources on the part of the local authority to undertake these activities. Also conducive, but not necessary, to these components would be a strong network composed of relevant charities and other agencies, working with the target population; this would ease the set-up the project in undertaking a needs assessment and identifying gaps in services for migrants. Specific strands could be replicated provided the following components were in place:

- ***Learn* strand:** Organisations with an established presence and experience in delivering ESOL courses.
- ***Give Back* strand:** Organisations with established links with public and private sector organisations to promote volunteering activities.
- ***Youth* strand:** Organisations with previous experience delivering to youth as well as links with schools to deliver youth-focused programmes during the school year.

To what extent could the project be scaled up?

This project could be scaled to create additional strands on the project; however due to its reliance on building local partnerships and delivering in the community, the model may not be suitable for scalability beyond the local area without first identifying suitable partnerships and building relationships. To do this, an approach similar to the set-up of the other three strands would be recommended. To elaborate, the project should first determine what service gaps still exist among the migrant community, as well as the extent of those gaps. From there, they should identify a range of partners who are delivering services in this area. At the end of this process, the local authority would identify a single partner to deliver these activities and work to address the identified need.

The exceeded outputs also speak to the high level of need for the different strands, indicating that different strands themselves could be scaled up. The *Youth* strand in particular could be scaled-up to be delivered in more schools throughout Coventry to relieve pressures caused by increased pupil numbers and lower English levels among pupils; this could be achieved by increasing the number of staff and engaging with a greater number of hubs.

Is there evidence of sustainability beyond the lifetime of the project?

In terms of sustainability, skills gained by beneficiaries (such as improved English language and labour market skills) are likely to be sustained beyond the project. Project staff also intended for use of the “Welcome to Coventry” app to continue beyond the

project and facilitate access to public services among migrants, refugees and asylum seekers.
Project and strand leads outlined some of their future plans for sustainability beyond the funding dates of the project. The *Learn* strand had been attempting to build up staff capacity through their “train-the-trainers” programme, where beneficiaries of the programme were trained to deliver ESOL classes. However, there was an agreement that this strand could not be delivered entirely using this model.

The *Youth* strand had additionally received positive feedback from schools, with initial talks indicating that some schools were offering to fund the course once it had finished.

Finally, all strands were attempting to further engage the voluntary sector to deliver their services beyond the lifetime of the project. However, there was agreement among project and strand leads that this model could not be relied upon entirely to deliver activities without further funding.

7. Appendix 1: Methodology and technical note

Evaluation Methodology

Counterfactual: Options were explored to identify a small comparison group via CRMC who work with refugees and migrants who may not engage with the project activities, this was deemed inappropriate due to high risks of contamination, anticipated baseline differences in characteristics and small sample sizes.

GDPR: Due to challenges setting up a Data Sharing Agreement between Coventry City Council and DLUHC (in which Ipsos MORI would act as a Data Processor on behalf of DLUHC), it was agreed to proceed with fieldwork such that no personal information would be shared with Ipsos MORI via the Council or partner organisations. This is detailed below in the methods.

Qualitative evidence

- Strand leads were identified through the project leads. Interviews took place either over the phone or in person between November and December 2019 and were conducted by a Senior Research Executive at Ipsos MORI.

- Beneficiaries of the *Learn* and *Give Back* strands were identified by the respective strand leads. Interviews and focus groups took place in person between November and December 2019 and were conducted by a Senior Research Executive at Ipsos MORI.

- School stakeholders were identified through the *Youth* strand lead. Interviews took place over the phone between November and December 2019 and were conducted by a Senior Research Executive at Ipsos MORI.

Quantitative evidence

- *Give Back* strand questionnaires were designed by programme leads from the CoA. Questionnaires were completed by beneficiaries mid-way through the employment course, mid-way through their volunteering placement, and at the end of the course and placement. Questionnaires were administered between March and December 2019.

- *Youth* strand questionnaires were designed by programme leads from the PYF. Questionnaires were completed by beneficiaries before and after taking part in the youth integration course. Questionnaires were administered between March and December 2019.

Secondary data and monitoring information

- Monitoring data included in this evaluation included:

- Demographic data collected by all project strands, which included age, gender, nationality, language(s) spoken, and status in the UK

- Monitoring data for the “Welcome to Coventry” app which included application traffic and usage.
- The Exit Report to the Lettings Officer for the discontinued Independent Living strand.
- Key Performance Indicators (KPIs) collected by the project.

Table 7.1: Monitoring Information

Strand	Demographic Data[34]	App Data	Exit Report	KPIs
Learn strand	X	X		X
Give Back strand	X			X
Youth strand	X			X
Independent Living strand			X	

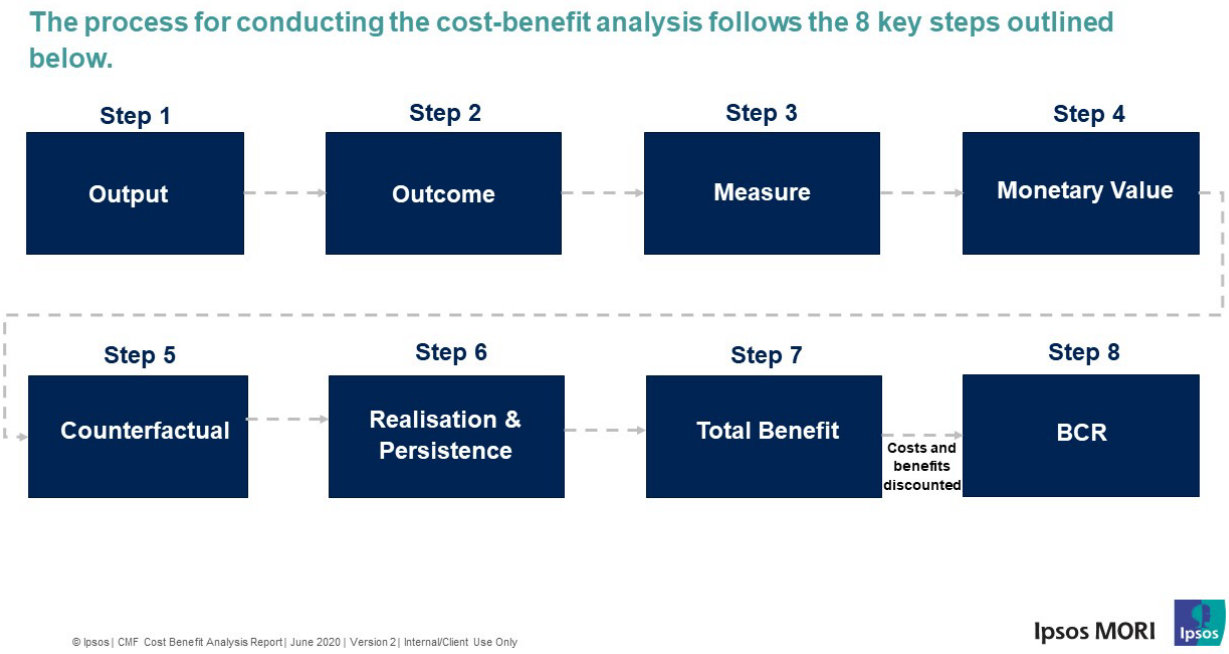
Value for money assessment

In order to assess the feasibility of a cost-benefit analysis (CBA) or cost-effectiveness analysis (CEA) each of the 14 projects were assessed using the 8-step process below. Based on this assessment, each project was triaged to one of three methodological groupings:

1. **Cost benefit analysis (CBA):** Where data on quantitative and monetizable outcomes was available, a cost-benefit analysis was conducted;
2. **Cost effectiveness analysis (CEA):** Where quantitative measures for outcome(s) existed, but no data (primary or secondary) was available to monetize the outcomes, cost effectiveness analysis was conducted; or
3. **No feasibility for quantitative analysis:** Where there was no quantitative measure of outcomes available to the evaluation, neither cost benefit analysis nor cost effectiveness analysis could be conducted. In this case, a qualitative assessment of project costs and benefits was undertaken based on analysis of staff, stakeholder and beneficiary perceptions from qualitative consultations. Secondary data on potential monetizable benefits was also reviewed.

[34] Includes age, gender, nationality, languages spoken and status in the UK

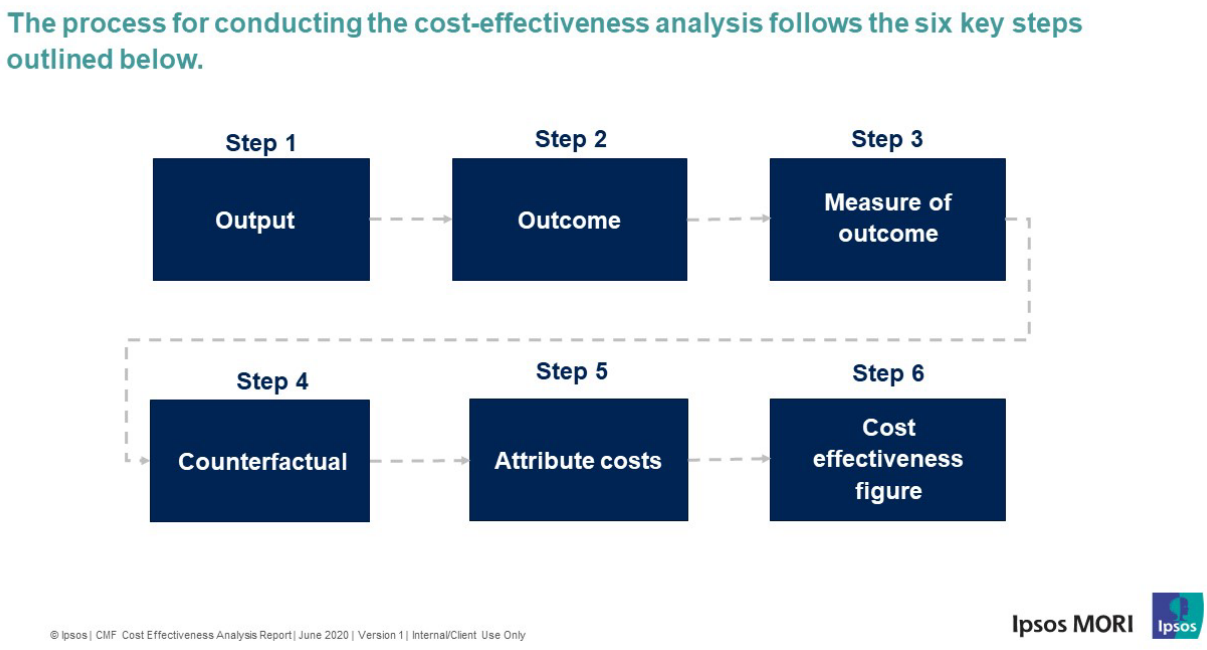
Eight step model for reviewing project outputs and outcomes



Cost-benefit analysis followed an eight-step process:

1. **Identify the projects outputs** (e.g. number of individuals provided with housing support)
2. **Identify the achieved projects outcomes** and the outcomes which are monetizable
3. **Identify monetary values for each outcome** from existing data sources
4. **Assign a counterfactual case for the outcomes** to estimate the number of outcomes achieved in the absence of the project; derived through primary information collection or secondary data analysis
5. **Monetize the outcomes** by multiplying the monetary value of each outcome by the number of additional outcomes achieved
6. **Estimate the persistence of the outcome** (i.e. is this a one-off benefit or ongoing, and how long does the benefit persist for into the future?)
7. **Calculate the total monetary benefits (cost savings)** by summing the total benefit for each outcome (including fiscal savings, public sector efficiency savings and public value benefits), accounting for any duplication of benefits across different categories.
8. **Compared the total estimated monetary benefits to the total costs** of the project, to estimate the estimated Benefit to Cost Ratio (BCR).

Cost effectiveness analysis followed a six-step process, outlined below:



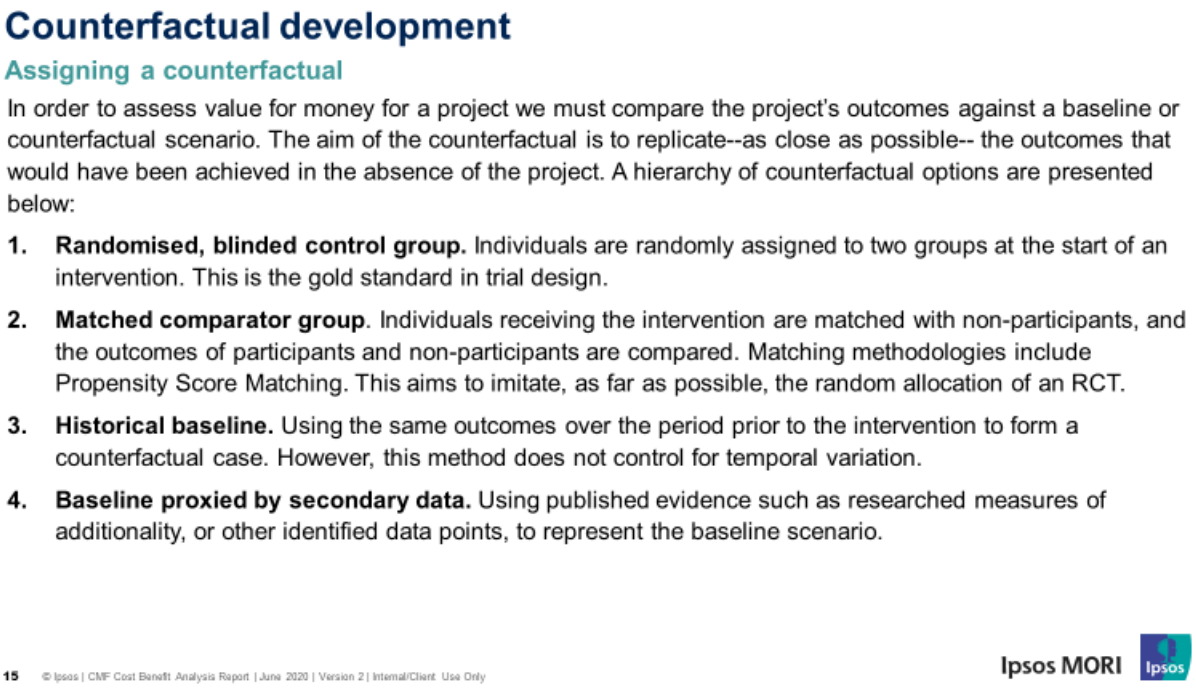
1. Identify the projects outputs
2. Identify the achieved projects outcomes
3. Identify quantifiable values for each outcome
4. **Assign a counterfactual case for the outcomes** to estimate the number of outcomes achieved in the absence of the project. This is derived through primary information collection or secondary data analysis.
5. **Attribute costs** using a breakdown of the project costs. Costs that are related to the outcomes identified in Step 3 can be isolated and attributed to the relevant outcomes.
6. **Calculate the cost-effectiveness figure** of the project outcome, by dividing the outcome by the cost attributed to it to derive the cost per unit of that outcome.

Two models were developed using Excel. The CBA model calculated costs relative to the monetizable benefits. The CEA model calculated costs relative to the quantifiable outcomes achieved from each of the CMF interventions (without attempting to monetize these outcomes).

As there was no robust control (counterfactual) group against which to assess impact, artificial baselines were constructed. Where possible, input from project leads was used to inform the assessment of the counterfactual and in the cases that this was not available, conservative estimates were made. A hierarchy of counterfactual options are outlined below. Given the nature of the data used in the construction of the cost benefit and cost

effectiveness models, the accuracy of results produced by the models should be interpreted with a high degree of caution.[35]

Counterfactual development: hierarchy of counterfactual options



Counterfactual development

Assigning a counterfactual

In order to assess value for money for a project we must compare the project's outcomes against a baseline or counterfactual scenario. The aim of the counterfactual is to replicate--as close as possible-- the outcomes that would have been achieved in the absence of the project. A hierarchy of counterfactual options are presented below:

1. **Randomised, blinded control group.** Individuals are randomly assigned to two groups at the start of an intervention. This is the gold standard in trial design.
2. **Matched comparator group**. Individuals receiving the intervention are matched with non-participants, and the outcomes of participants and non-participants are compared. Matching methodologies include Propensity Score Matching. This aims to imitate, as far as possible, the random allocation of an RCT.
3. **Historical baseline.** Using the same outcomes over the period prior to the intervention to form a counterfactual case. However, this method does not control for temporal variation.
4. **Baseline proxied by secondary data.** Using published evidence such as researched measures of additionality, or other identified data points, to represent the baseline scenario.

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Analysis / synthesis of findings

Secondary data and monitoring data shared by the project was analysed to extract key findings related to achievement of outputs and outcomes.

Interview notes were systematically inputted into an analysis grid for each research encounter, allowing for more in-depth analysis of findings. There was one grid for each type of audience consulted. The grids follow the structure of the topic guide enabling the identification of relevant quotes for each element of the outcomes and process evaluation. A thematic analysis approach was implemented in order to identify, analyse and interpret patterns of meaning (or "themes") within the qualitative data, which allowed the evaluation to explore similarities and differences in perceptions, views, experiences and behaviours. Once all data had been inputted, evidence for each outcome and key delivery themes was brought together in a second analysis matrix to triangulate the evidence and assess its robustness.

Qualitative approaches explore the nuances and diversity of perceptions, views, experiences and behaviours, the factors which shape or underlie them, and the ideas and situations that can lead to change. In doing so, it provides insight into a range of perceptions, views, experiences and behaviours that, although not statistically representative, it nonetheless offers important insight into overarching themes.

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[35] 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

Outputs achievements

Ipsos MORI undertook an assessment of the project's success in achieving its intended outputs based on consideration of the evaluation evidence generated. There are five measures that this assessment can take and that have been consistently applied throughout the individual project evaluations. These measures are based on the definitions below.

Table 7.2: Definitions of achievement measures

Achievement measure	Definition
Not achieved	The evidence indicates that the output has not been achieved
Partially achieved	There is some evidence to infer some of the output may have been achieved.
Partially achieved (on track)	The output has not been achieved at the time of the evaluation, however there is evidence to suggest that the output will be achieved within the time frame of the project.
Achieved	There is evidence to conclude that the output has been achieved.
Exceeded	This refers to output where monitoring information shows projects exceed their target outputs.
Inconclusive	There is not sufficient evidence to provide a robust assessment of progress towards project outputs.

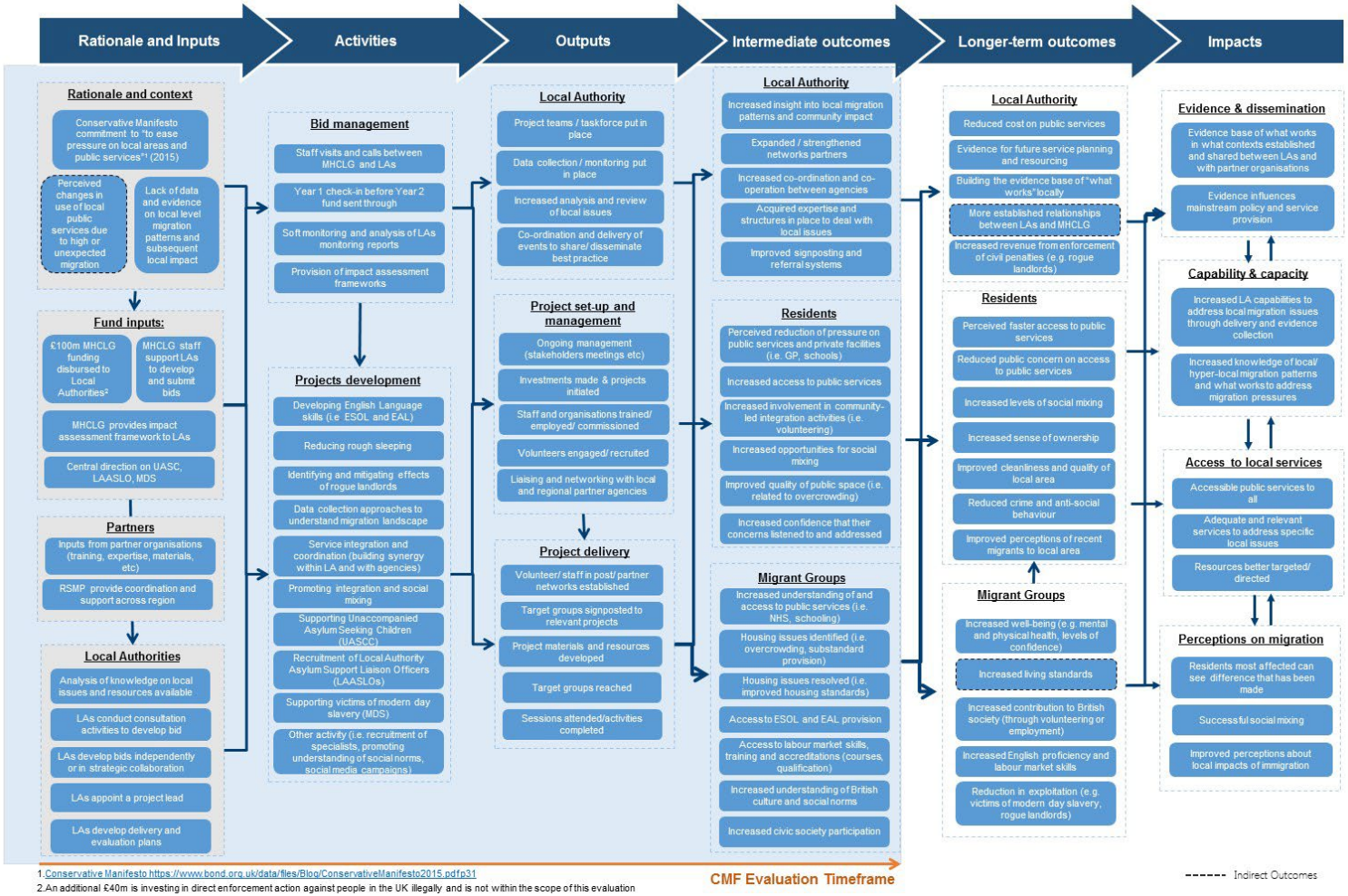
Project-level evaluation framework

STRAND	*Output / Outcome / Impact (from logic model)*	*Who will measure it?*	*When will it be measured?*	*Data source*			
				MI / Project collected data	Interviews /FG with ESOL beneficiaries / volunteers	Interviews with school teachers	Interviews with project staff / stakeholders
	Outputs						
LEARN	200 individuals attend ESOL: 'hard to reach' and mix of males/females	CRMC	At each ESOL session Quarterly KPI returns				
	30 people in 4 neighbourhoods attend conversational classes	CRMC	At each session Quarterly KPI returns				
	Trained volunteer trainers deliver at least 1458 hours of ESOL classes	CRMC	At each volunteer-led ESOL session Quarterly KPI returns				
	400 one-to-one sessions to signpost to different services	COA	At each 1:1 session Quarterly KPI returns				
	80 IAG sessions over 2 years (1,600 migrants / 800 residents	CRMC	At each IAG session Quarterly KPI returns				
	120 individuals attend ESOL Employability classes	CRMC	At each session Quarterly KPI returns				
	500 app downloads	CRMC	Quarterly KPI returns				
GIVE BACK	15 migrants complete 10-week course of 6 hours ESOL for Employability per week + 15 hours volunteering per week	COA	At each ESOL Employability session Quarterly KPI returns				
	60 migrants per year take up volunteering roles (120 total)	COA	Upon placement Quarterly KPI returns				
	>80% go on to do other volunteer placements for >7 hours per week.	COA	Upon second placement				

			Quarterly KPI returns				
YOUTH	2-3 hubs engaging 1,000 young people	PYF	Quarterly KPI returns				
	50 volunteers supporting hubs	PYF	Quarterly KPI returns				
	2-3 youth/family events per year	PYF	At each event				
	3 social media campaigns per year	PYF	Quarterly KPI returns				
	1 youth forum with 20 members	PYF	At youth forum				
	Intermediate Outcomes						
COUNCIL AND PARTNERS	Expanded / strengthened networks partners	IM					L2_NETWORK
	Increased co-ordination and co-operation between agencies	IM					L3_COORD
	Increased insight into local migration patterns and community impact	IM					L1_MIGRATION
	Acquired expertise / structures in place to deal with local issues	IM					L4_EXPERT
	Improved signposting and referral systems				L5_SIGNPOST		L5_SIGNPOST
MIGRANTS	Increased understanding of and access to public services (i.e. NHS, schooling)	IM			M1_UNDERS		
	Increased civic society participation	IM			M7_CIVIC	M7_CIVIC	
	Access to labour market skills, training and accreditations (courses, qualification)	IM			M5_LABOUR		
	Access to ESOL provision	IM			M4_ESOL		
	Increased understanding of British cultural norms and public service regulations	IM / PYF		PYF surveys	M6_NORM	M6_NORM	
RESIDENTS	Increased opportunities for social mixing	IM / PYF		PYF surveys	R4_MIXING	R4_MIXING	
	Perceived reduction of pressure on public services /private facilities (housing, GPs, schools)	TBC				R1_PRESSURE	
	Increased confidence that their concerns listened to and addressed	IM				R6_CONCERN	
	Increased understanding of other cultures/ nationalities	IM / PYF		PYF surveys		R7_CULTURE	
	Longer-term Outcomes						
COUNCIL AND PARTNERS	Reduced cost on public services	NA	Not in scope				
	Building the evidence base of "what works" locally	IM					
	Evidence for future service planning and resourcing	IM					
MIGRANTS	Increased English proficiency and labour market skills	IM					
	Increased contribution to British society (through volunteering or employment)	IM					

	Increased well-being (e.g. mental and physical health, levels of confidence)	IM	
MIGRANTS AND RESIDENTS	Increased levels of social mixing	NA	Not in scope
RESIDENTS	Reduced public concern on access to public services	NA	Not in scope
	Improved perceptions of recent migrants to local area	NA	Not in scope
	Reduced crime and anti-social behaviour	Police	MI data
	Impacts NOT IN SCOPE OF EVALUATION TIMEFRAME		

Appendix 2: CMF-level Theory of Change



1.Conservative Manifesto https://www.bond.org.uk/data/files/Blog/ConservativeManifesto2015.pdf p31

2.An additional £40m is investing in direct enforcement action against people in the UK illegally and is not within the scope of this evaluation

Overall CMF logic model

Rationale is linked to activities and these are linked to outputs, outcomes and impacts.

Rationale

Context:

- There was a Conservative Manifesto Commitment to ease pressures on local areas and public services; There was a public perception that there were changes in the use of local public services due to high or unexpected migration; Local of data and evidence on local level migration patterns and subsequent local impacts.

Fund inputs:

- £100 million from MHCLG disbursed to Local Authorities; MHCLG staff support LAs to develop and submit bids; MHCLG provides impact assessment framework to LAs; Central direction on UASC, LAASLOs

Partners:

- Inputs from partner organisations (training, expertise and materials etc); RSMP provides coordination and support across the region.

Local Authorities:

- Analysis of knowledge on local issues and resources available; LAs conduct consultation activities to develop bid; LAs develop bid independently, or on strategic collaboration; LAs appoint a project lead; LAS develop delivery and evaluation plans.

Activities:

Bid management:

- Staff visits and calls between MHCLG and LAs; Year 1 check-ins before year 2 fund sent through; Monitoring and analysis of LAs monitoring reports; Provision of impact assessment frameworks

Project development:

- Developing English language skills (ESOL and EAL); Reducing rough sleeping; Identifying and mitigating the effects of rogue landlords; Data collection approaches to understand migration; Service integration and coordinating (building synergy within LA and with agencies); Promoting integration and social mixing; Supporting Unaccompanied Asylum Seeking Children; Recruiting local authority asylum support liaison officers; Supporting victims of modern day slavery; Other activities (recruitment of specialists, promoting social norms and social media campaigns)

Outputs

Local Authority:

- Project teams/ taskforces; data collection/ monitoring information; increased analysis and review of local issues; coordination and delivery of events to share and disseminate best practice

Project set up and management:

- Ongoing management; investments made and projects started; staff trained; volunteers engaged and recruitment; liaising and networking with local and regional agencies

Project delivery:

- Volunteers in post and networks of partners established; target groups sign posed to relevant projects; project materials and resources developed; target groups reached; sessions attended and activities completed.

Intermediate outcomes

Local authority:

- Increased insights into local migration patterns and community impacts; Expanded and strengthened network partners; increased coordination and cooperation between agencies; acquired expertise and structures in place to deal with local issues; improved sign posting and referral systems

Residents:

- Perceptions of reduced pressured on local public services; increased access to public services; increased involvement in community led integration activities; increased opportunities for social mixing; improved quality of public space; increased confidence that concerns are being listened to

Migrant groups:

- Increased understanding of and access to public services; housing ussyes identified; housing issues resolved; access to ESOLand EAL provision; access to labour market, skills and training, and accreditation; increased understanding of British culture and social norms, increased civic participation.

Long term outcomes:

Local Authority:

- Reduced cost of public services; evidence for future service planning and resourcing; building the evidence base of work works locally; increased revenue from enforcement of civil penalties

Residents:

- Perceived faster access to services; reduced public concern on access to public services; increased level of social mixing; increased sense of ownership; improved cleanliness and quality of local areas; reduced crime and anti-social behaviour; improved perceptions of recent migrants to local area.

Migrants groups:

- Increased well-being (mental health) levels of confidence; increased living standards; increased contributions to British Society; Increased English proficiency; Reduction in exploitation

Impacts:

Evidence and dissemination:

- Evidence base of what works in what contexts and shared between LAs and partners; evidence influence mainstream policies an service provision

Capability and capacity:

- Increased LA capabilities to address local migration issues through delivery of evidence collection; Increased knowledge of local hyper local migration patterns and what works to address migration pressures.

Access to local services:

Accessible public services to all; adequate and relevant services to address specific local issues; resources better targeted and directed

Peceptions on migration:

- Residents most affected can see difference that has been made; successful social mixing; improved perceptions of local impact of immigration.

Appendix 3: Research tools

CMF qualitative tools

Qualitative tools for different participant groups

Participant	Research method	Outcome measured
Project leads	Focus group	All intermediate outcomes (1 – 13)
Strand leads	Interviews	All local authority intermediate outcomes (1 – 5)
School stakeholders	Interviews	Intermediate migrant outcomes 8 and 9
All resident intermediate outcomes (11 – 13)	Focus groups and interviews	All intermediate migrant outcomes (6 – 10)

Learn strand course and placement feedback forms (midway and end)

Midway Course Feedback Form

Name:

Are you enjoying the course, what are you enjoying about it?

Is there anything you dislike about the course?

How can we help improve the course for you?

Signed: Date:

Midway Placement Feedback Form

Name: Placement:

Are you enjoying your placement?

What do you like about your placement?

What do you dislike about your placement?

Are there any problems at your placement or is there anything you are worried about?

What can we do to help improve your placement?

End of Course Feedback Form

Name Date

Did you enjoy the employability course?

What did you think was good about the course?

What did you not like about the course?

Were you happy with your volunteering placement?

What are you going to do next?

Can we help you with anything?

Do you think you would need help from PYF around the following areas?

Homelife Yes ☐ No ☐

Friendships Yes ☐ No ☐

Learning (classroom based) Yes ☐ No ☐

Leisure activities Yes ☐ No ☐

Please tell us how much you currently agree with the following statements:

My life is going well

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

My life is just right

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

I have a good life

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

I have what I want in life

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

Young people feel a sense of belonging in Coventry

How well do you think you have settled in Coventry?

Very unsettled ☐
Unsettled ☐
Not sure ☐
Settled ☐
Very settled at home ☐

Do you feel safe in your community? Yes ☐ No ☐

Do you feel safe in PYF setting? Yes ☐ No ☐

Have PYF helped you with any of the following areas?

Homelife Yes ☐ No ☐

Friendships Yes ☐ No ☐

Learning (classroom based) Yes ☐ No ☐

Leisure activities Yes ☐ No ☐

Please tell us how much you currently agree with the following statements:

My life is going well

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

My life is just right

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

I have a good life

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

I have what I want in life

Strongly Agree ☐ Agree ☐ Not Sure ☐ Disagree ☐ Strongly Disagree ☐

Young people feel a sense of belonging in Coventry

How well do you think you have settled in Coventry?

Very unsettled ☐
Unsettled ☐
Not sure ☐
Settled ☐
Very settled at home ☐

Do you feel safe in your community? Yes ☐ No ☐

Do you feel safe in PYF setting? Yes ☐ No ☐

How well have you settled into the PYF project?

Very unsettled ☐
Unsettled ☐
Not sure ☐
Settled ☐
Very settled at home ☐

Since attending PYF sessions have any of these things happened?

Made new friends Yes ☐ No ☐

Gained a life skill, such as how to travel around the city or find out information (Please tell us) Yes ☐ No ☐

Gained a certificate or qualification (Please tell us) Yes ☐ No ☐

Gained an award (Please tell us) Yes ☐ No ☐

Tried new activities (Please tell us) Yes ☐ No ☐

Please tell us how the PYF have helped or supported you

What has been the best thing about coming to PYF?