

Controlling Migration Fund evaluation

Project-level evaluation report

Lead LA: Sheffield City Council

Project name: Sheffield Community Investment Deal.



© Crown copyright, 2022

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3/>

This document/publication is also available on our website at www.gov.uk/dluhc

If you have any enquiries regarding this document/publication, complete the form at <http://forms.communities.gov.uk/> or write to us at:

Department for Levelling Up, Housing and Communities
Fry Building
2 Marsham Street
London
SW1P 4DF
Telephone: 030 3444 0000

For all our latest news and updates follow us on Twitter: <https://twitter.com/dluhc>

August 2022

Contents

Executive Summary	5
1 Introduction	10
The area context	10
The CMF-funded project	11
Project objectives	13
2 Methodology	18
Overview of evaluation approach	18
Methodological strengths	20
Methodological limitations	20
Analysis and synthesis	21
3 Key findings: delivery	22
Introduction	22
Was the project delivered as intended?	22
What worked in delivering the project?	25
What were the challenges to delivering the project?	28
4 Key findings: Outcomes	37
Progress towards intended outcomes	37
Progress towards longer-term outcomes	51

5	Key findings: Value for Money	53
	Introduction	53
	Value for money assessment	53
6	Conclusions and lessons learned	54
	What works?	54
	For whom?	54
	In what circumstances?	55
	Could the project be replicated?	56
	Could the project be scaled up?	56
	Is there evidence of sustainability beyond the lifetime of the project?	56
7	Appendix 1: Methodology and technical note	58
	Evaluation Methodology	58
	Appendix 2: Research tools	65

Executive Summary

This project-level evaluation report presents the key findings relating to the delivery and outcomes for the **Sheffield Community Investment Deal** project led by **Sheffield City Council**.

Project overview and objectives

Sheffield City Council received £835,000 CMF funding for the *Sheffield Community Investment Deal (SCID)* project. The project aimed to address issues identified in four areas of the city that the local authority identified as having experienced high levels of recent migration (Fir Vale, Grimesthorpe, Page Hall and Darnall and Tinsley). Identified issues that the project sought to address included environmental issues (including litter, noise and anti-social behaviour); pressure on frontline services (specifically health and education services) and community tensions between longer-standing residents and more recent migrants.

The project consisted of four activities strands:

- **Community Development strand:** Six Community Development Workers (CDWs) (two full-time and four trainees) were employed by local community organisations in the target areas. Community development work was intended to follow the ROMACT process and method¹. Planned activities included: undertaking mapping exercises and identifying community needs; developing Community Action Groups of more recent arrivals and longer-established residents; and Developing Community Action Plans to assess resident needs and concerns and collaboratively plan the future of the area.
- **Organised Welcome strand:** This strand aimed to introduce new residents to the services available to them (including where services are located and how to access them) through a variety of activities, including: organising volunteers to deliver Welcome Boxes² with relevant information about the city; training volunteers to hold Welcome Sessions (these sessions subsequently took the form of a “How Your Neighbourhood Works” course delivered by Community Development Workers in schools); and commissioning Welcome Walks (guided tours of the area).
- **Street Wardens strand:** Three Street Wardens were employed by Sheffield City Council in the Environmental Regulation team to address low-level anti-social behaviour, environmental issues (such as noise and litter) and housing issues. The Street Wardens intended to undertake a combination of education and enforcement activities with local residents.
- **Service Coordination:** A Project Coordinator assumed the principal service coordination role, with the aim of coordinating the different strands of the project, as well as liaising with wider agencies and organisations (at a local authority and neighbourhood level) to coordinate the response to new arrivals.

¹ Launched by the European Commission and the Council of Europe in 2013, the ROMACT Programme is a joint initiative that seeks to assist mayors and municipal authorities to work together with local Roma communities to develop policies and public services that are inclusive of all, including Roma. ROMACT aims to improve the responsiveness and accountability of local authorities, particularly elected and senior civil servants, towards marginalised Roma communities. ROMACT focuses on generating long-term sustained political commitment which are designed compel member states to sustainable measures for Roma inclusion. For more information, see: <http://coe-romact.org/about-romact>

² <https://www.upbeatcommunities.org/upbeat-work>

Ipsos MORI undertook an evaluation of the project between November 2018 and March 2020. A theory-based approach was taken to the evaluation, with the aim of reviewing and testing the outputs and outcomes intended through the project activities³. Evaluation activities included: a scoping phase with project staff, including the development of a project logic model; interviews with project staff, delivery partners and wider stakeholders; and a review of monitoring information and secondary data provided by the project (including an interim evaluation report conducted by Salford University).

Progress towards intended outcomes

Progress towards intended CMF-level intermediate and longer-term outcomes is summarised in table below.

Summary of project CMF outcomes

Outcome group	Outcome	Assessment of progress made by March 2020
Local authority	Intermediate outcome 1: Increased coordination and cooperation between agencies	There was limited evidence that the project contributed to increased coordination and cooperation between agencies. While there were some examples of coordination, there was less evidence of any substantive or sustained change in terms of how agencies or services operated.
Local authority	Intermediate outcome 2: Improved signposting and referral systems	There was limited evidence that the project contributed to increased signposting. While there were some individual examples of staff signposting residents to services, there was less evidence of any substantive or sustained change in terms of how agencies or services operated.
Migrants	Intermediate outcome 3: Increased understanding of and access to local services available	Community Action Plans explored barriers to residents' understanding of and access to services and suggested potential ways to overcome these. However, there had been limited progress to making structural improvements. Community Development Workers and the How Your Neighbourhood Works courses provided advice and signposting and Welcome Walks were considered a promising activity, however these activities were delivered at a small scale.

³ 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>

Migrants	Intermediate outcome 4: Increased understanding of British culture and social norms	There was some evidence to suggest that project activities (How Your Neighbourhood Works courses and the engagement of Street Wardens with residents) may have contributed towards increased understanding of British culture and social norms, particularly around environmental issues. However, due to the lack of beneficiary perspectives, the assessment is inconclusive.
Residents	Intermediate outcome 5: Increased confidence their concerns are listened to and addressed	Evidence from project staff and stakeholders suggests that the project listened to resident concerns, both through the Community Development strand and the Street Warden strand. The Street Warden strand also appeared to contribute to resident confidence that their concerns were addressed. However, there was less evidence of contribution to this outcome from the Community Development strand. The lack of resident perspectives prevents a more definitive assessment of contribution.
Residents	Intermediate outcome 6: Increased involvement in community-led integration activities	The evidence suggests the project contributed to increasing opportunities for residents to engage in community-led activities, albeit on a relatively small scale. However, there were no data available to assess any change in resident involvement during the project period.
Residents	Intermediate outcome 7: Improved cleanliness and quality of local area (in relation to fly tipping and littering)	The evidence suggests that the Street Warden strand contributed to improved cleanliness and quality of the local area, although issues with environmental problems remained in some areas.

Due to the limited contribution of the Community Development strand towards intended outcomes and the limited engagement of local organisations with Community Actions Plans at the time of the evaluation, it was unlikely that this strand would contribute towards the intended longer-term outcome of *increased sense of ownership*. Furthermore, the issues the project sought to address were recognised as needing ongoing, sustained action (including extending the role of Street Wardens). Therefore, it is unlikely that the project will contribute to the longer-term outcome of *reduced cost of public services*. Nonetheless, the evidence regarding the contribution of the Street Wardens strand towards addressing some environmental issues suggests that the project may contribute towards *improved cleanliness and quality of local area* and *reduced crime and anti-social behaviour* in the longer-term, if progress can be maintained. Furthermore, while not intended at the outset of the project, the contribution of the Community Development strand towards increasing insight into resident concerns, pressures on

services and social cohesion suggests the project may contribute to *building the evidence base of “what works” locally*. If recommendations are taken forward in future initiatives, as staff suggested was intended, this is also evidence that the project may contribute to *evidence for future service planning and resourcing*.

What works?

- **The emphasis on face-to-face engagement with residents** through the work of Street Wardens and Community Development Workers in neighbourhoods enabled the project to gain the trust of residents and insight into the issues most affecting them. However, the length of time taken to build relationships and trust in the community, identify suitable partners and undertake community work to inform Community Action Plans, meant delivery was less than intended.
- **The joint educational and enforcement approach** of Street Wardens was considered to work well to address environmental issues and promote behaviour change in the longer-term. However, identifying staff with combined “hard” enforcement skills and “soft” educational and community engagement skills was challenging. Due to the emphasis on enforcement, there was some evidence that the intended behaviour change may be less than intended.
- **The need for greater service coordination in order to overcome entrenched local issues** was a clear theme in the Community Action Plans and a focus of delivery. While less successful than hoped, there were some positive examples of local service coordination, including between the Street Wardens, police and resident groups, and local partner meetings in one area.

For whom?

- **Residents in the delivery areas benefited from increased capacity of the Environmental Regulation team to listen to and address environmental concerns**, through the involvement of Street Wardens.
- **The local authority benefited from the insight gained through engagement with residents on both the Street Warden and Community Development strand**. The Street Warden model was considered successful and extended. At the time of the evaluation, the extent of influence of the Community Action Plans at a local authority level was yet to be seen, although there were some indications that these insights may influence a planned Neighbourhood Management approach.
- **Local migrant communities arguably benefited less from the project, and at a small scale**, due to the limited delivery of the Organised Welcome strand and lack of progress implementing Community Action Plans.

In what circumstances?

- **The reliance on considerable input from VCF and voluntary organisations faced barriers due to low organisational capacity or buy-in to support project objectives**. Having a clearly communicated offer (including identification and promotion and shared objectives) and availability of funding to increase capacity emerged as important facilitators.
- Similarly, **improving service coordination emerged as reliant on securing senior, strategic support and buy-in at both a local authority and local community level**.

- **The lack of clear strategic leadership** at a local-authority level or **buy-in from key stakeholders** resulted in project drift and limited progress in delivering Community Action Plans. The main barriers to establishing buy in included: poor communication surrounding the project and the lack of a clear narrative surrounding project objectives; lack of trust of the local authority among some VCF organisations; and insufficiently senior managerial staff capable of securing buy-in.
- **The lack of capacity in the local VCF sector** hampered the ability of the Community Development strand to promote service coordination and take forward Community Action Plans.
- **The project was unable to engage Roma-Slovak residents to the extent expected.** This was due to the lack of relevant skills of project staff (including language skills), the low capacity of key community organisations and lack of buy-in from other VCF organisations, as well as the perceived mistrust of authority among Roma-Slovak residents.

1 Introduction

The Ministry of Housing, Communities and Local Government (MHCLG) 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. MHCLG 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 resident 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 fund⁴. 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 **Sheffield Community Investment Deal (SCID)** project led by Sheffield City Council.

The area context

Sheffield City Council applied for CMF funding after identifying areas in Sheffield that the local authority considered to have experienced “the most acute impact” as a result of recent immigration⁵. At the time of the bid, the largest group of recent migrants was stated to be Roma from Slovakia⁶. The local authority noted that the Roma population had predominantly settled in the more deprived areas of the city, where they were identified as the third largest ethnic group in some primary schools⁷. Migration Yorkshire’s research into the Roma population in Sheffield noted populations in the Burngreave, Fir Vale, Page Hall, Tinsley, Darnall and Firth Park areas of the city⁸. These areas were identified by the local authority as marginalised and deprived communities with existing issues, which the local authority identified as being exacerbated by more recent arrivals. Key issues identified by the local authority included:

Environmental issues, including litter, waste, noise and anti-social behaviour (such as groups congregating in streets late at night). In the CMF bid, the local authority stated that the highest number of resident complaints were about these issues, attributed to their visibility. While the local authority noted work that had been done to address these issues, traditional methods were not

⁴ An overall Theory of Change, created during the scoping stage, outlines the intermediate and longer-term fund outcomes (see Appendix 1).

⁵ The original project bid identified the following areas for project delivery: North East Sheffield (Page Hall, Fir Vale, Firth Park, Grimesthorpe and Pitsmoor) and East Sheffield (Darnall and Tinsley). This was subsequently changed to four areas: Page Hall, Fir Vale, Grimesthorpe, and Darnall and Tinsley.

⁶ Migration Yorkshire’s Local Migration Profile report for Sheffield, Dec 2016, cited in the CMF bid application. Migration Yorkshire has noted there to be inadequate data on the size of the Roma population locally. For example, see

<https://www.migrationyorkshire.org.uk/userfiles/attachments/pages/664/sheffieldlmp-oct2019.pdf>

⁷ Included in the local authority’s bid for CMF funding

⁸ Migration Yorkshire (2017) Roma in Sheffield: Mapping services and local priorities, available at:

<https://www.migrationyorkshire.org.uk/userfiles/file/projects/roma-syorks/syr-7-roma-in-sheffield-2017.pdf>

considered to have been effective due to the focus on enforcement over behaviour change, resulting in a lack of sustainable change;

Pressure on front line services, specifically education and health services. The local authority noted that pressures were worsened by perceived high needs among more recent migrant arrivals. In relation to schools, the local authority cited disruption caused by high mobility, poor attendance and varied language skills. In relation to health services, the local authority identified language barriers, non-attendance of appointments, low uptake of preventative services and limited capacity among staff to undertake outreach work as increasing pressures on services. The local authority highlighted work that had been undertaken in this area, including a Health New Arrivals group and an Education New Arrivals Group, which aimed to respond to pressures caused by recent arrivals with a coordinated and planned approach. Staff perceived these city-wide groups to have more of a focus on refugees and asylum-seekers, with inadequate focus on wider migrant new arrivals.

Community tensions between existing residents and more recent migrant arrivals. Feedback from councillors (included in the bid) highlighted views among the wider community of feeling “ignored or left out”, while the bid considered many established residents to have negative views of the area and a lack of attachment to their local area due to existing problems. The bid acknowledged that previous work had been overtly focused on newly arrived communities rather than community development, which had contributed to these feelings among longer-established residents. The tensions were also outlined in a Guardian article during the project⁹.

The bid acknowledged that the areas chosen for project activities had pre-existing issues and multiple challenges relating to poverty, employment and educational attainment. The bid identified departmentalised service provision and “siloes” working in different local authority departments as compounding these issues, exacerbated further where residents did not understand how local authority services work.

Data from a neighbourhood barometer survey, developed by Salford University and administered by project staff in four areas (Darnall, Grimesthorpe, Page Hall and Tinsley) during the project provides further information on the needs and priorities of residents¹⁰. The results indicated that environmental issues were a top concern for residents. Residents also identified the need for additional activities and resources as a way to improve their neighbourhood, particularly activities for young people.

The CMF-funded project

Sheffield City Council received £835,000 CMF funding for the *Sheffield Community Investment Deal (SCID)* project. The two-year project was intended to run from January 2018 to December 2019. Due to delays commencing project activities the project was subsequently extended to March 2020.

The project aimed to deliver five activity strands:

⁹ Helen Pidd (2018) “A time bomb”: how social tensions are rising in a corner of northern England: Roma and British Pakistani communities are increasingly divided over problems of crime, litter and antisocial behaviour”, published in the Guardian online 3 November 2018, available at: <https://www.theguardian.com/uk-news/2018/nov/03/roma-tire-shouldering-blame-boiling-pot-communities>

¹⁰ The survey was administered in January and February 2019, towards the beginning of the SCID project. It was intended as a baseline indicator of resident perceptions. There were 198 respondents. Further information is contained in Chapter 2.

Community Development strand: Six Community Development Workers (CDWs) (two full-time and four trainees) were employed by local community organisations in the target areas: SOAR¹¹ (based principally in the Page Hall area) and Darnall Wellbeing¹² (based principally in Darnall and Tinsley). CDWs were intended by the project to become the “known face” and “go-to person” for community activities, with a specific focus on addressing the impact of migration and resultant tensions in the community. Community development work was intended to follow the ROMACT process and method¹³. Specific activities included:

undertaking mapping exercises and identifying community needs;

developing Community Action Groups of more recent arrivals and longer-established residents;
and

Developing Community Action Plans to assess resident needs and concerns and collaboratively plan the future of the area.

Organised Welcome strand: This strand aimed to introduce new residents to the services available to them, including where they are located and how to access them, through a variety of activities, outlined below. It was intended for Organised Welcome activities to take place in community hubs (such as libraries and Children’s Centres) to establish key points of contact for new communities to get information. Specific activities included:

Welcome Boxes: Based on a similar scheme in Derby¹⁴, the project aimed to organise volunteers to deliver Welcome Boxes with relevant information about the city to new arrivals. The Central Methodist Church was identified as the lead for this activity. However, it ultimately did not take place.

Welcome Sessions: The project aimed to deliver a volunteer-led scheme to train longer-established residents to provide a face-to-face welcome to more recent arrivals. Sessions were originally intended to be delivered once a month in three neighbourhoods (Page Hall, Tinsley and Darnall), with involvement from a member of Sheffield City Council and Community Development Workers. These sessions were not delivered and the sessions eventually took the form of a “How Your Neighbourhood Works” course delivered by Community Development Workers in schools;

Welcome Walks: guided tours of the project area. Voluntary Action Sheffield was commissioned to extend their existing Welcome Walks for asylum seekers to newly arrived Roma.

Street Wardens strand: Three Street Wardens were employed by Sheffield City Council from May 2018 to address low-level anti-social behaviour, environmental issues (such as noise and litter)

¹¹ <https://soarcommunity.org.uk/>

¹² <https://darnallwellbeing.org.uk/>

¹³ Launched by the European Commission and the Council of Europe in 2013, the ROMACT Programme is a joint initiative that seeks to assist mayors and municipal authorities to work together with local Roma communities to develop policies and public services that are inclusive of all, including Roma. ROMACT aims to improve the responsiveness and accountability of local authorities, particularly elected and senior civil servants, towards marginalised Roma communities. ROMACT focuses on generating long-term sustained political commitment which are designed compel member states to sustainable measures for Roma inclusion. For more information, see: <http://coe-romact.org/about-romact>

¹⁴ <https://www.upbeatcommunities.org/upbeat-work>

and housing issues. The Street Wardens intended to undertake a combination of education and enforcement activities with local residents:

Education activities included informal face-to-face interaction about how to dispose of rubbish appropriately, school visits and provision of waste management guidance.

Enforcement activities included issuing abatement notices for excessive noise and fixed-penalty notices for fly-tipping and littering.

The strand aimed for Street Wardens to become the “go to person” for local residents to report issues and provide a visible and quick response to resident concerns, and to manage and mitigate community tensions regarding environmental problems.

Service Coordination: The project aimed to coordinate the different strands of the SCID project, as well as liaising with wider agencies and organisations (at a local authority and neighbourhood level) to coordinate the response to new arrivals. A Project Coordinator assumed the principal service coordination role. Activities were intended to be delivered through cross agency meetings attended by local partners. There were two main meetings that took place:

the SCID Advisory Group meeting, a bi-monthly steering group meeting typically attended by councillors from the project areas, local authority service managers and representatives from project delivery partners; and

Page Hall Partners, a regular service coordination meeting in Page Hall.

The Project Coordinator also attended wider meetings in the local authority.

English for Speakers of Other Languages (ESOL). The project initially planned to supplement and complement existing ESOL provision with community-based provision. However, this strand was discontinued early on in the project, following the decision by the local authority to apply for separate funding for these activities.

Project objectives

Project objectives were identified following a review of project documentation and a consultation between the Ipsos MORI Relationship Manager and SCID project staff. Following the consultation with project staff, the Ipsos MORI Relationship Manager developed a logic model, which was reviewed and agreed with project staff (see Figure 1.1)¹⁵. The logic model outlines planned activities and outputs and how these relate to project and CMF fund-level outcomes¹⁶. How the project aimed to contribute to CMF intermediate outcomes is outlined below. Longer-term outcomes were deemed out of scope of the evaluation as they were not expected to be realised within the timeframe of the evaluation.

¹⁵ 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.

¹⁶ CMF fund-level outcomes are outlined in the Theory of Change in Appendix 2.

Through the planned project activities and outputs, the SCID project aimed to contribute towards the following **CMF intermediate outcomes for the local authority**:

Increased coordination and cooperation between agencies and improved signposting and referral systems: The project aimed to increase and improve coordination and cooperation between the SCID project and wider services, both at a local authority level and between project strands. The principal mechanisms through which contribution to these outcomes was intended to take place were the SCID project Advisory Group and the Service Coordination strand. The project intended for the improved coordination between agencies and strands to lead to improved signposting and referral to services for recent migrant arrivals.

These outcomes also link to the project-level outcome of *increased effectiveness of frontline services* (including primary health services, libraries, advice providers, social housing, police services and education).

Project activities and outputs also aimed to contribute towards the following intermediate outcomes for **migrants**:

Increased understanding of and access to local services: The project aimed to contribute to this outcome through Organised Welcome strand activities (Welcome Sessions, Welcome Walks and Welcome Boxes) and the Community Development strand through interactions between CDWs and local residents (who were intended to become “known points of contact in a community” for all residents to get help and information) and Street Wardens (who were intended to share educational information about environmental issues).

Increased understanding of British culture and social norms: The project aimed to contribute to this outcome through the Organised Welcome strand activities, by sharing information about how to access and use local services appropriately, as well as through CDWs sharing information with residents, including new arrivals. Street Wardens also aimed to contribute towards this outcome by sharing information about environmental behaviours such as waste disposal and fly-tipping through informal face to face engagement with residents and more formalised information sessions in schools.

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

Increased confidence their concerns are listened to and addressed: The project aimed to achieve this outcome through: the Community Development strand, specifically through conversations with residents around local needs, creation of Community Action Groups and development of Community Action Plans; and through the Street Warden strand, through neighbourhood visits and direct engagement with residents to demonstrate that action was being taken on environmental issues.

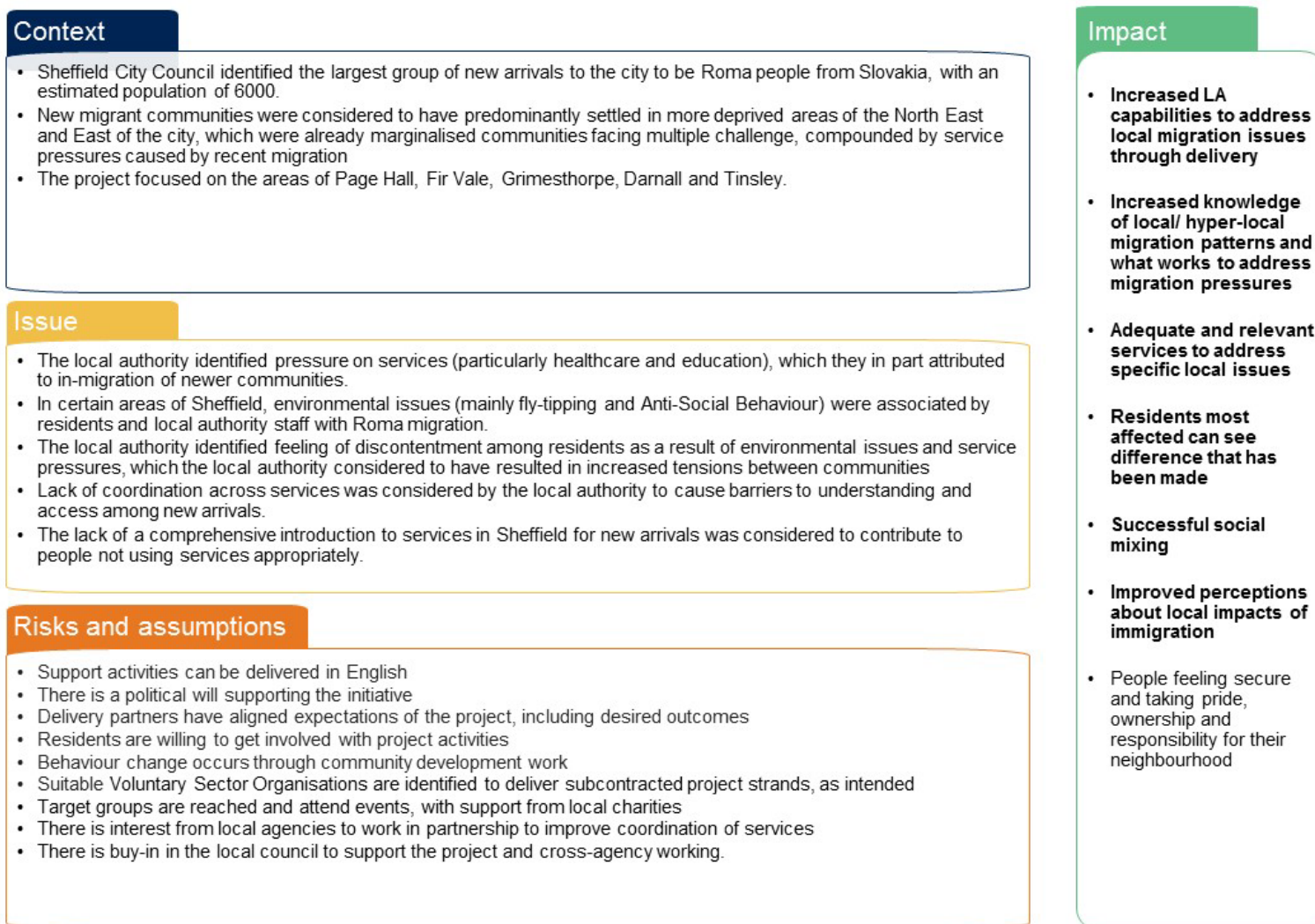
Improved cleanliness and quality of local area (in relation to fly tipping and littering): The project aimed to achieve this outcome through the Street Warden strand, combining education and enforcement activities to address issues around waste disposal.

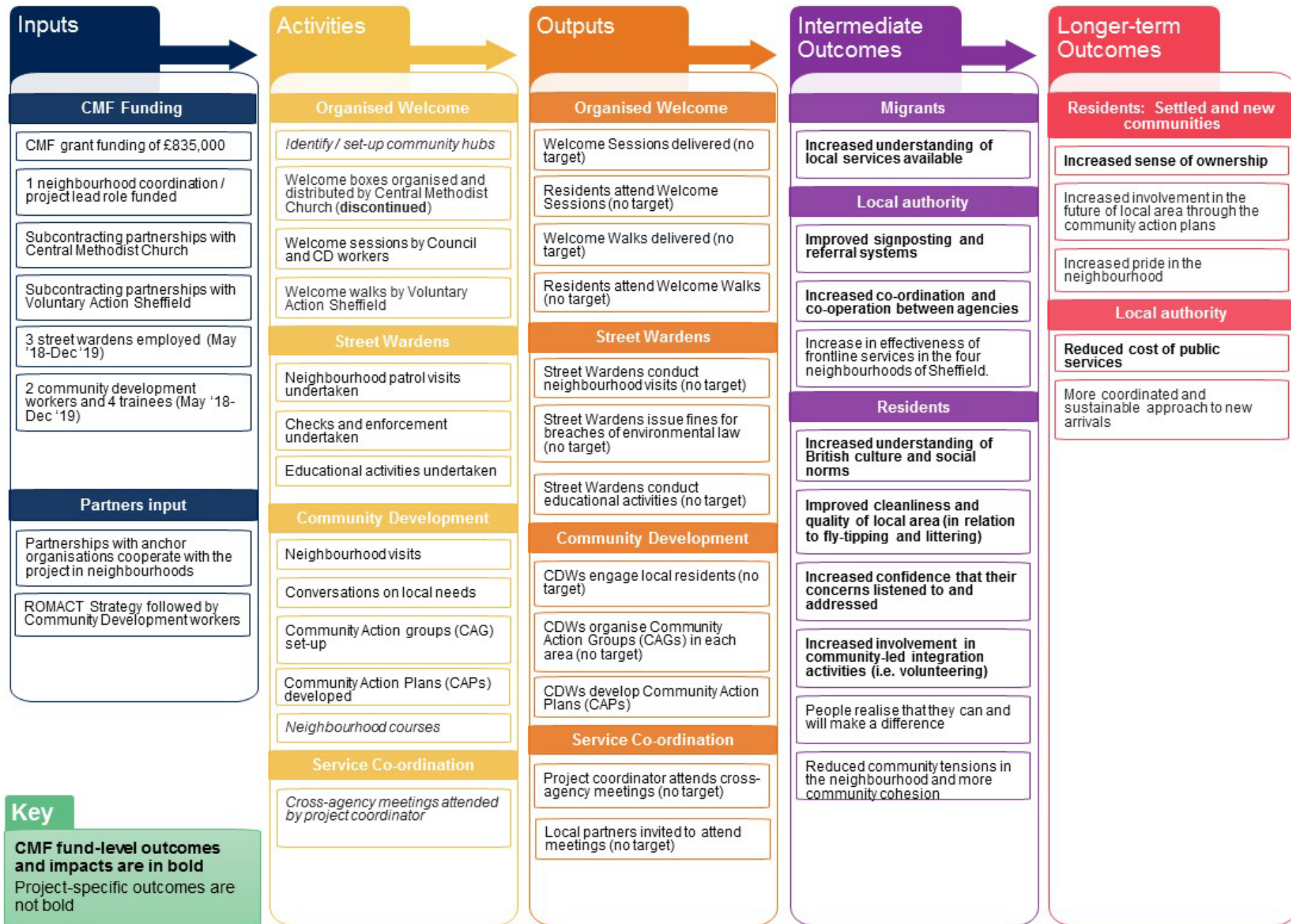
Increased involvement in community-led integration activities and **increased opportunities for social mixing**: The project aimed to achieve this outcome through the Community Development strand through CDWs organising community events and activities.

These outcomes also link to the project-level outcomes of *reduced community tensions in the neighbourhood and more community cohesion* and *people realise they can and will make a difference*.

The overall aims of the project, in the longer-term, was to result in *people feeling secure and taking pride, ownership and responsibility for their neighbourhood*.

Figure 1.1 Sheffield Community Investment Deal logic model





2 Methodology

This section outlines the methodology for the project-level evaluation of the SCID project.

Overview of evaluation approach

A theory-based approach¹⁷ was taken for the evaluation, which focused on reviewing and testing the outputs and outcomes within the project logic model. 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 been 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. For the Sheffield Community Investment Deal project, a counterfactual was considered unfeasible due to:

The hyper-local nature of project activities, with areas selected due to specific local challenges, making a between-area control group unfeasible; and

The lack of a waiting list for project activities and ad-hoc, small-scale nature of interventions, meaning it was not possible to identify a control group of non-participants.

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

The evaluation relied on qualitative data as the primary data collection method. Secondary quantitative data was also considered, in the form of a baseline survey by the external evaluator (Salford University). Ipsos MORI worked closely with the external evaluator to ensure that evaluation tools were aligned to CMF-fund level outcomes as far as possible and that work was not duplicated. This included a review of their logic model and data collection instruments as well as regular contact and consultations throughout the evaluation. Originally, the external evaluator intended to conduct follow-up interviews with staff and stakeholders in late 2019, as well as a follow-up resident survey. However, these activities were postponed beyond the timeframe of this evaluation.

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:

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

¹⁷ 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>

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.

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.

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.

Qualitative data collection

Qualitative data was gathered through interviews with six project staff and two wider stakeholders:

- three delivery staff from the Community Development strand;
- one staff member from the Street Warden strand;
- one staff member commissioned to deliver activities on the Organised Welcome strand;
- one staff member working across all strands in a managerial capacity; and
- two wider stakeholders from key partner organisations.

Participants were identified through discussions between the Ipsos MORI Relationship Manager and the project lead.

Five additional staff members and two stakeholders were approached by Ipsos MORI to take part, but either did not respond or declined the invitation. Community development workers were also asked to approach residents involved with the Community Development strand to take part in an interview or focus group, but this was not successful.

Secondary data and monitoring information

Monitoring data was collected in the form of an Action Log completed by CDWs over a period of two months (October – November 2018). For the Street Warden strand, some monitoring data was shared in an email by project staff. However, this did not cover the entire project period.

The evaluation also draws on secondary data in the form of:

- “Highlight” reports written by the project lead (February 2018, August 2018, January 2020);
- Advisory Group meeting minutes (June 2018, September 2018, January 2019, March 2019, June 2019, October 2019, January 2020);
- Draft Community Action Plans for ‘Page Hall, Wensley and Grimesthorpe’, Darnall, Lower Firth Park and Tinsley and a summary of the key themes from across the four plans;
- An interim evaluation report written by the external evaluator, drawing on resident survey responses and staff and stakeholder interviews (Salford University, July 2019); and

- Results from the Neighbourhood Barometer survey, designed by external evaluator Salford University and administered by CDWs between January and March 2019. The barometer received 198 responses.

Value for money assessment

Due to the lack of quantifiable outcomes data or primary or secondary data to monetise outcomes, it was not possible to conduct a CBA or a CEA. Perceptions of project costs and benefits were explored in qualitative consultations with staff and stakeholders. Secondary data sources were also considered.

Methodological strengths

Open and honest communication between project staff and the evaluation team, particularly on the coordination strand and the Community Development strand, allowed for a transparent relationship and strengthened the credibility of the evaluation findings.

Methodological limitations

Participant self-selection bias: Participants of qualitative consultations self-selected and could opt-in to take part. As there was some participants who did not respond to invitations to take part in evaluation activities, this may have introduced bias into the evaluation process, with self-selecting participants possibly more inclined to report more positively on project delivery.

Limited data collected on project outputs and outcomes: Project strands had little or no output or outcome measures in place from the project outset. There was no output data available for the Service Coordination strand. The Community Development strand was largely unable to report on outputs or outcomes due to a lack of suitable monitoring information. This was due to the perception that there was insufficient time or capacity among CDWs and it was not a requirement of the funding. The Street Warden strand was able to provide some output data but again, it was more limited than envisaged at the start of the evaluation. Some limited monitoring data was provided in interviews and emails from staff for the Organised Welcome strand.

Challenges coordinating evaluation activities with external evaluator: The evaluation originally planned to draw on data collected by the evaluation partner (Salford University). This included data from two planned waves of a Neighbourhood Barometer resident survey and interviews with “key actors” (envisaged as individuals whose position gave them strategic influence over the development and direction of the project, such as the project sponsor, project manager, Advisory Group members and project staff). As the second wave of research and qualitative interviews were initially delayed and then postponed, Ipsos MORI attempted to address the resulting evidence gap as far as project timings allowed through additional qualitative consultations with project staff and stakeholders.

Limited data collection activities with local residents: The only primary research undertaken with residents or migrants was the initial wave of the “Neighbourhood Barometer” survey, designed by Salford University and administered by CDWs. It was originally intended for resident views to be captured through a further wave of the Neighbourhood Barometer survey, as well as Action Logs completed by CDWs. However, Action Logs were only completed in the first two months of the project and discontinued due to perceived burden on staff. As above, the second wave of the Neighbourhood Barometer survey did not take place.

Limited methodological and data triangulation: There was limited methodological and data triangulation given interviews were the predominant research method used and monitoring and secondary data was limited.

Inferring contribution or impact: With no time-series data and no control group or counterfactual it is difficult to effectively infer contribution or impact. The evaluation relies to a large extent on the perceptions of interviewees regarding changes that took place and the extent to which the project contributed to these.

Analysis and synthesis

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.

Quotes in this report are verbatim and are used to illustrate and highlight key points and common themes. Quotes that contain personal information have been anonymised.

3 Key findings: delivery

Introduction

This section reports on the key findings from the evaluation in relation to how the Sheffield Community Investment Deal project 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.

Was the project delivered as intended?

The table below outlines 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. Out of the 11 target outputs, seven were assessed as achieved, two were partially achieved and two were not achieved. There were no set targets for most outputs. Therefore, while outputs are assessed as achieved where there is evidence (largely qualitative) that some delivery took place, in many cases this was less than staff and stakeholders had envisaged (with reasons explored further in section 4.4 below).

Achievement of project outputs

Strand	Target output	Output achieved	Completion measure ¹⁸
Organised Welcome	Welcome Boxes (no target)	The chosen delivery organisation – Central Methodist Church – was commissioned to deliver this activity. However, delivery did not take place (explored in challenges below). At the time of the evaluation, project staff were considering options to take this forward, however, this was likely to be outside of the project timeframe.	Not achieved
	Welcome Sessions (no target)	In the early stages of the project, Welcome Sessions were planned to be delivered to new arrivals alongside the Welcome Boxes above, although there was a lack of clarity about what sessions would involve. ‘How Your Neighbourhood Works’ courses, developed by Community Development Workers for delivery in schools, came to be understood as ‘Welcome Sessions’. As of December 2019, one course had been delivered at a local primary school. A second planned course was postponed due to Covid-19.	Partially Achieved

¹⁸ 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.

	<p>Welcome Walks (no target)</p>	<p>Voluntary Action Sheffield (VAS) was subcontracted in late 2018 to extend existing Welcome Walks to Roma community members as part of their New Beginnings project¹⁹. 5 walks were delivered with thirty-four attendees (although this total may include double counting of individuals attending multiple walks). There was no information available to the evaluation of whether attendees were longer term residents or new arrivals (including Roma). Walks took place in the city centre, rather than in the intended delivery areas. 3 Welcome Walks were additionally delivered by CDWs in Darnall in 2019. No record of attendees was available to the evaluation.</p>	<p>Partially Achieved</p>
<p>Street Wardens</p>	<p>Neighbourhood visits (no target)</p>	<p>Qualitative data and secondary data from Advisory Group minutes suggests that Street Wardens regularly visited neighbourhoods and conducted enforcement activities. No monitoring data was provided to the evaluation regarding the number of Neighbourhood Visits</p>	<p>Achieved</p>
	<p>Fines issued (no target)</p>	<p>Advisory Group notes from 17 June 2019 suggested 250 legal notices to get rubbish removed had been issued. However, no further detail on these was made available to the evaluation. The large scale domestic survey in Q1 of 2019 resulted in 413 legal notices being served. According to one interviewee there were an estimated “sixty works in default” charged back to landlords. More details monitoring information was not made available to the evaluation.</p>	<p>Achieved</p>
	<p>Educational activities undertaken (no target)</p>	<p>No monitoring information was provided to the evaluation regarding educational activities undertaken by Street Wardens. Qualitative research with project delivery staff indicates that Street Wardens conducted educational activities in</p>	<p>Achieved</p>

¹⁹ <https://www.vas.org.uk/the-new-beginnings-project/#:~:text=The%20New%20Beginnings%20Project%20supports,as%20members%20of%20the%20community.>

		schools, and supported resident clean-up and litter picking activities earlier in the project, including joint-working with CDWs. Qualitative data and secondary data also suggests that Street Wardens also gave ad-hoc advice and information to residents during neighbourhood visits.	
Community Development	Residents engaged (no target)	CDWs and Street Wardens engaged with residents throughout the project period, both one to one and in group settings (such as resident forums). Dissemination of the 'Neighbourhood Barometer' survey by Community Development Workers resulted in 198 resident responses related to local needs. 'Action Log' data recorded between from October-December 2018 indicates there were over 100 interactions with residents around local needs.	Achieved
	4 Community Action Groups (CAGs) put in place	CAGs were not developed in the formal sense (i.e. following the ROMACT process) either with residents and/or with Roma. Instead, CAGs were considered "virtual" and comprised of the interactions between residents and Community Development Workers.	Not achieved
	4 Community Action Plans (CAPs) developed	4 draft CAPs were developed by CDWs (for Page Hall, Lower Firth Park, Darnall and Tinsley) in mid-2019. These were shared with the Advisory Group and discussed by CDWs with local organisations. However, the CAPs were not finalised.	Partially achieved
Service Coordination	Cross-agency meetings (no target)	There were a variety of regular cross-agency meetings, either set-up as a result of the project or that the project coordinator attended or contributed to. These included: <ul style="list-style-type: none"> • the SCID Advisory Group; • Page Hall Partners; • All Darnall Groups; • A specific monthly Residents' Group in Page Hall; and • existing forums for service coordination such as the 'Health New Arrivals' group 	Achieved

	Local partners attending meetings (no target)	A variety of local partners attended meetings depending on the focus of the meeting. For example, Page Hall Partners had an intentionally broad focus, whereas the monthly Page Hall Residents' Group meeting convened residents, Street Wardens, police and sometimes CDWs. Interviews with staff suggests that attendance of local partners was more limited than anticipated, with reasons explored in section 4.4 below.	Achieved
--	---	--	----------

What worked in delivering the project?

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

- (1) Consistent face-to-face consultation and engagement with local residents during the project, which facilitated trust-building and engagement with CDWs and Street Wardens;
- (2) The emphasis on service coordination in frontline delivery, which promoted an understanding of local issues, resident engagement and joint-working between relevant agencies; and
- (3) The joint educational and enforcement approach on the Street Warden strand, which promoted engagement with residents and joint-working between CDWs and Street Wardens, particularly earlier in the project.

(1) Face-to-face resident engagement

Consistent face-to-face consultation and engagement of local residents in the four target areas was identified by stakeholders and staff as an important success factor for project delivery, particularly for the Street Warden strand and the work of the CDWs.

A stakeholder from the Environmental Regulation team (responsible for the Street Warden strand) emphasised how consulting with residents had facilitated the work of the Street Wardens. They felt that regular meetings with residents' groups (often together with the police) had promoted mutual understanding and encouraged residents to engage positively with the work of the Street Wardens, without which the relationships with residents would have worsened. Based on feedback from residents, staff tailored the hours of Street Wardens to increase evening and weekend working, which the stakeholder reported meant they were better able to engage with residents and address concerns. Feedback from local residents' groups suggests that Street Wardens were regularly visible in the various project neighbourhoods.

“A big learning for us is the time you put in meeting the Residents’ Groups when you have the resource to be able to respond to their complaints is time well spent and without that face to face time you don’t get that mutual understanding.” Project stakeholder, interview

Project staff highlighted how a “virtual” approach to Community Action Groups as opposed to a formal group structure was chosen in order to engage and gather views of residents who would not feel comfortable joining or attending a formal group (particularly Roma). This involved regular interactions and conversations between CDWs and residents (including through administering the neighbourhood barometer survey) to understand local issues and what residents felt needed to be done to promote cohesion and reduce the impact of migration on the local area. While there were some limitations to this approach (explored further under ‘challenges’ below), stakeholders felt that the resulting Community Action Plans provided a useful basis for future work in the areas.

Project stakeholders and staff reported that regular visibility and availability of CDWs in project neighbourhoods built trust and engagement with residents. Staff and stakeholders also highlighted historic mistrust of the council as a key barrier to engagement (explored in more detail under ‘challenges’ below), necessitating such an approach. CDWs reported that sustained relationship building and trust-building with parents and school staff was key to securing buy-in from local schools to deliver the ‘How Your Neighbourhood Works’ course (designed by CDWs in partnership with a wider local authority staff member, with content aimed at recently arrived migrants). CDWs identified schools as a suitable venue that was likely to have early contact with newly arrived migrant families, with many schools in the area reporting high numbers of Roma pupils. However, staff also acknowledged challenges engaging schools due to limited staff capacity and divergent priorities (explored further under challenges below). Staff highlighted how they engaged staff, built buy-in for the course and trust with parents through CDWs providing voluntary support to the school for a range of activities over 12 months.

“It took me going on for a year, making sure that I turned up every week, making sure that parents saw me every Wednesday morning at half past eight in the yard... 12 months ago those parents wouldn’t have given me their phone numbers.” Project staff, interview

Working at the school also enabled the CDW to interact directly with parents, which they reported promoted engagement with the ‘How Your Neighbourhood Works’ course, as well as enabling CDWs to identify wider support needs of parents and refer them to wider services where relevant. This was particularly the case for hard-to-reach groups, including Roma.

“We have a weekly, if you like, bring and buy sale for parents which [name of worker] supports, and that enables us to engage more with our Roma Slovak community who are notoriously difficult to engage with.” Local stakeholder, Salford interim evaluation report

(2) Focus on service coordination

Service coordination with a focus on frontline delivery occurred in a variety of forums, notably Page Hall Partners (a monthly forum initiated and coordinated by the SCID project manager for a variety of services²⁰), a frontline workers group set up by a CDW in one area and a monthly Residents’ Group

²⁰ Monitoring information indicates there were 15 meetings since April 2018. Partners present at the 31.10.18 meeting included the Council Anti-Social Behaviour team, Council Housing, Multi-Agency Support Team, North Sheffield Community Youth Team, Fir Vale Community Hub, Eden Network and the SCID project team.

initiated as part of the Street Warden strand. Staff and stakeholders reported that these forums were an effective way to identify cross-cutting issues and promote joint-working.

Staff and stakeholders reported that Page Hall Partners meetings enabled different agencies (including local authority representatives and third-sector organisations) to share information, raise cross-cutting issues and develop “joint strategies”. Examples provided by staff included addressing anti-social behaviour among young people and coordinating and agreeing messaging around waste disposal.

“Page Hall Partners... is deliberately designed to get frontline people in a room sharing with each other... We encourage people to share their information a lot more” Project staff, interview

Staff described how a CDW had tried to set up similar meetings in other project areas, however this had ultimately not been successful due to the staff member leaving the project (explored further under ‘challenges’ below). Another area had an existing health-focused meeting that project staff decided to support, instead of duplicating work.

Project staff also highlighted the effectiveness of local meetings run by CDWs and local authority representatives with frontline workers (including youth workers and neighbourhood police) to discuss ASB issues related to specific individuals or families. Project staff felt this worked well as the meetings had a clear focus and relevant staff who could take action. Staff highlighted how these meetings ensured all agencies working with a high-need family or individual were aware of each other, had good communication and were therefore able to coordinate service delivery effectively. One CDW highlighted examples of how they had identified individuals following these meetings and followed up to address their needs (including helping with form-filling and signposting to different services). They felt this approach tended to be more effective than meetings between service managers.

“Instead of talking about the area in general we’d talk about... individuals and so that needed to be a different group, it was more sort of do-er people rather than managers... they come and they say ‘I’m really worried about Mr X... It was one of the best things... the joint working...” Project staff (Community Development strand), interview

The Street Warden strand initiated residents’ group meetings with a specific focus on service coordination. Meetings were hosted by a police inspector and attended by neighbourhood officers, managers from the Environmental Regulation team, Street Wardens and representatives from residents’ groups. Although it was open to all groups, project stakeholders reported that it was typically attended by the “most vocal” groups from two areas. The meetings came about because project staff felt that many of the issues residents were concerned about were best dealt with through a joined-up response together with the police. Project stakeholders reported that this joint forum led to improved understanding of resident concerns and an increase in joined-up working between Street Wardens and the police. Examples provided included better coordination and division of responsibilities and joint patrols. A project stakeholder reported that this in turn improved relationships and built trust with residents through more effective service delivery.

“It became quite clear... we needed to have proper, formalised meetings with [residents] and to be joined up with the police because [residents would] meet with the police for one thing and then us... Over time that’s got much better... there’s a much better understanding about what we are doing... it improved the trust, improved the visibility about the work we were doing... and to an extent we were required to improve our response in terms of communication... and offering solutions... So we started doing a bit more joint work.” Project stakeholder, interview

(3) Joint educational and enforcement approach

Project stakeholders also reported that the multi-faceted role and remit of Street Wardens enabled staff to address a wide range of issues and resident concerns quickly. Street Wardens were described as an “amalgamation of roles” (including both enforcement and education) that were previously split out. The expertise of some Street Wardens also meant they were equipped to refer, signpost and connect residents to more specialist services where appropriate.

“From a residents’ view they’re not really bothered who does certain things they just want it fixing, so if we put someone like a Street Warden in who can deal with a wider range of things in some respects you need less coordination than you did in the past because you’re just doing it... It can be wearying [for residents] to deal with different [local authority] teams and actually what they want is someone who looks after their area in the round... So with the [Street Wardens] we said you’ll have a wider brief... if something is going on that’s an environmental issue and you can deal with it then deal with it.” Project stakeholder, interview

Project staff reported that the ability of Street Wardens to respond quickly and act as a form of immediate service coordination and build trust with residents was especially valuable for residents who might previously have been referred to another local authority service to address their needs. This was considered even more effective when Community Development Workers and Street Wardens worked together (for example through joint patrols). Where this happened, project staff suggested that Street Wardens were better able to build links with and gain the trust of residents, particularly new arrivals. However, some staff and stakeholders reported that the dual-skilled role (including “softer-skills” such as building trust and empathy, alongside enforcement) was difficult to recruit for (explored further in challenges below) and therefore that education was less of a focus for some Street Wardens.

What were the challenges to delivering the project?

There were seven interrelated challenges to the delivery of the project:

- (1) Lack of strategic leadership, leading to a lack of direction and project drift;
- (2) Poor communication surrounding the project approach, aims and objectives;
- (3) Unwillingness of key stakeholders to engage with the project, reducing buy-in;
- (4) Low capacity and coordination of local VCF organisations;
- (5) Short-term nature of the project and “test and learn” approach, which impeded delivery;

- | |
|---|
| (6) Challenges recruiting suitably skilled project staff; and |
| (7) Limited engagement with the Roma-Slovak community. |

(1) Lack of strategic leadership

The SCID project was a one-off, time-limited exercise, which staff and stakeholders considered to lack alignment with a broader strategy for Sheffield. Project stakeholders and staff reported that leadership of the project was interrupted at multiple points due to senior staff leaving and new council leaders with different priorities and objectives.

“...We had a project plan that was very detailed about what the first six months were going to look like and then got quite fuzzy about what it would look like after that... [This] makes it harder for anybody to understand... [and] to get involved.” Project staff, interview

Project staff suggested that the lack of direction and leadership may have been exacerbated by various factors including:

- limited time and attention of those in management and coordination positions;
- a perception that the project was a relatively low priority in terms of the wider portfolio of local authority work; and
- the line management structure in place in the Community Development strand (where CDWs were line-managed by the council but contracted to local organisations).

Project stakeholders and staff reported that while the project had received cabinet member sign-off, it had not received full approval (a formal process that staff considered would have been time and labour intensive). As a result, the SCID project was reported to lack leadership and advocacy at a senior, strategic level and was less “embedded” in the strategic thinking of the local authority. Had the SCID project received cabinet approval, project stakeholders suggested that it would have been able to command more buy-in, engagement and attention from a range of stakeholders from councillors to delivery partners to local VCF organisations (explored in more detail below).

“We chose to not go through a cabinet paper route because it’s a long and slow process – if we had done that, however, we would have always been able to point to ‘the cabinet have told us to do this work’ and then a lot of people would have [engaged more with the project]” Project stakeholder, interview

Ultimately this lack of clarity, direction and communication around the project and its purpose resulted in divergent and often limited understanding of the SCID project amongst wider stakeholders. For example, some Advisory Group members felt the project should focus on delivering activities to overcome local issues, while one project staff member described the project as more of an exploratory, “test and learn” approach to understand “what works” in supporting integration. Delivery staff and wider stakeholders felt that this contributed to ‘mission drift’, for example with CDWs undertaking ad-hoc community work rather than structured activities. One staff member felt that the lack of strategic leadership and oversight had resulted in the project being considered unsuccessful within the local authority.

(2) Challenges communicating the project

Project staff highlighted the lack of a clear project plan (which only outlined the early stages of the project) and lack of communication surrounding the aims and outcomes of the project, both internally within the Advisory Group forum and externally with wider stakeholders and residents.

Project staff and stakeholders felt that the lack of clarity around the project's purpose and objectives made it more difficult to communicate locally or to senior stakeholders (particularly surrounding the Community Development strand and overarching service coordination). Project staff described how the project name didn't describe what the project was doing, while the time-limited nature of the project meant that there was a lack of support from staff or the local authority to publicise or promote the project more widely. Staff suggested this further limited buy-in and engagement with the project from a range of stakeholders. Staff subsequently reflected that additional capacity and focus on collecting monitoring information on project outputs and outcomes would have made it easier to communicate the value of the project externally.

"We failed to be as clear as we could have been about our project. The reason for that is that it was only an eighteen-month project." Project stakeholder, interview

A lack of understanding surrounding the project among key stakeholders was also identified by the external evaluator. Evidence from the Salford interim evaluation report (July 2019) indicated that while there was a general awareness that the SCID project was "related to cohesion and integration", there was considerable uncertainty about the "specific purpose of the project" and the role of the CDWs.

"I know this sounds like going back to the start - but what is it here to do?... Having spoken now, spent a year either speaking to all these groups, I don't know what the team see as what they want to do and achieve." Stakeholder, Salford interim evaluation report

A wider stakeholder reported that residents also struggled to understand what the project was doing or its potential benefits, reducing buy-in and engagement.

"Lack of community buy-in, that's a real problem, probably because the whole SCID project hasn't had the publicity and promotion that would have explained it more to members of the community. The already engaged community, they get it and understand it, but the wider community... I don't think its registered with them... I don't think they'd have an understanding of why this would benefit the whole community."

Delivery staff felt that confusion around the project's aims made local organisations wary of engaging with the project, with some feeling the project was intended to "spy" on communities on behalf of the council. Delivery staff felt that this impeded their ability to build relationships and engage with key organisations.

“It’s been very confusing... in how we present ourselves... We should have been brave enough to... call it something different... something which said what we do...” Project staff, interview

Project stakeholders and staff also reported that the decision to follow the ROMACT process and method²¹ had contributed to a lack of clarity about the project objectives, as neither local authority representatives nor CDWs fully understood what the method entailed. Staff reported that this made it more difficult for staff to communicate the purpose and objectives of the project to residents. The project attempted to mitigate this through arranging training for staff on the ROMACT method from the European Council. However, there was no evidence available to the evaluation that this resulted in changes to the delivery approach.

Some project staff reported that the lack of clarity may have been mitigated by having physical Community Action Groups, which councillors could attend. Staff felt this would have resulted in more concrete outputs from the project, allowing for clearer communication about project objectives.

“The ROMACT process says you have a [Community Action Group]... That structure would have helped the councillors get what we’re doing.” Project staff, interview

(3) Lack of engagement from key stakeholders

A lack of willingness or capacity to engage with the project among key stakeholders limited the effectiveness of Community Development and Organised Welcome activities. This included lower than intended engagement from the local authority, local councillors, the Voluntary, Community and Faith (VCF) sector and statutory services.

Staff suggested that the SCID project did not have sufficiently strong buy-in and engagement from the local authority at a senior, strategic level (linked to the lack of strategic leadership outlined above). The SCID project Advisory Group was intended to have a clear link to, and voice within, the high-level Cohesion, Integration and Migration Strategic Group. However, project staff reported that the focus of this high-level group was predominantly on asylum seekers (rather than new arrivals or Roma) and the project lead was insufficiently senior to influence this narrative or raise the profile of the SCID project.

Staff reported that councillors were sometimes sceptical of the methods adopted and impact achieved, reducing buy-in and engagement. Project staff and stakeholders reported that some councillors felt the year-long process to gather feedback to inform Community Action Plans was unnecessary and that relevant information could be collected in less time. Staff also reported that, as representatives of the areas, councillors felt that they already had a good understanding of what was required for improvement and that there was therefore less of a need for sustained community engagement activities. Staff felt this resulted in a lack of engagement with the Community Action Plans among Advisory Group members and unwillingness to take them forward.

Project staff on the Service Coordination and Community Development strands also reported that the VCF sector lacked engagement and involvement with the SCID project and felt that the project could

²¹ Launched by the European Commission and the Council of Europe in 2013, the ROMACT Programme is a joint initiative that seeks to assist mayors and municipal authorities to work together with local Roma communities to develop policies and public services that are inclusive of all, including Roma. ROMACT aims to improve the responsiveness and accountability of local authorities, particularly elected and senior civil servants, towards marginalised Roma communities. ROMACT focuses on generating long-term sustained political commitment which are designed compel member states to sustainable measures for Roma inclusion. For more information, see: <http://coe-romact.org/about-romact>

have done more to engage and involve VCF stakeholders. Originally, the SCID project aimed to build relationships with and develop ownership of the project (particularly Community Action Plans) amongst local VCF stakeholders in each area. However, staff reported that, from the beginning of the project, the Advisory Group meeting forum did little to engage VCF organisations beyond those immediately involved in delivery. Staff also felt that VCF stakeholder representatives did not attend Advisory Group meetings because they were typically held in Sheffield city centre and not in project neighbourhoods. The lack of engagement was exacerbated by a lack of understanding regarding the project objectives (outlined above).

Project stakeholders and staff also reported that key VCF organisations in the project areas were unwilling to engage with CDWs due to distrust and negative perceptions. Project stakeholders and staff reported that this was often historical, reflecting poor relationships between the council and the VCF sector. Staff also suggested that some VCF organisations felt the SCID project undermined their existing work and diverted potential resources away from their projects. Project staff and stakeholders suggested that this lack of engagement directly affected the ability of the SCID project to engage the Roma community (explored in more detail below).

“There’s an awful lot of mistrust with other people coming in and stepping on other people’s toes and what they said is you should have come and talked to us and we would have told you we’ve done this previously and funding had been cut for it... If we’d had a little bit more buy in... maybe things would have been a little bit smoother.” *Project staff, interview*

Staff further highlighted a “clash of personalities” among some project staff that negatively impacted relationships with VCF organisations, potentially reducing engagement.

“[The] closer you get to the ground, the more it becomes about personalities... the level of trust and relationship is relatively low.” *Project stakeholder, interview*

As a result of this lack of engagement, CDWs struggled to engage local VCF organisations in the implementation of Community Action Plans. When plans were shared there was little feedback and little evidence of implementation effort. Staff felt that this was also partly due to a lack of capacity (outlined further below).

According to project staff and wider stakeholders, statutory services (specifically schools and primary care services) were also typically unwilling or unable to engage with the project. This was attributed to services lacking capacity, not understanding the project (due to communication issues outlined above), or not perceiving engagement with the project as beneficial to their own objectives. For example, despite approaching a number of schools, CDWs were unable to deliver the ‘How Your Neighbourhood Works’ course in more than one school at the time of the evaluation. In addition, project staff reported that relationships with both the primary and secondary schools that agreed to the delivery of the ‘How Your Neighbourhood Works’ course had been brokered by a council employee who collaborated with the CDW, indicating the importance of having a trusted intermediary in approaching and developing relationships.

(4) Low capacity and lack of coordination among local VCF organisations

Staff felt that alongside issues with engagement and communication, outlined above, many smaller VCF organisations in the project areas lacked the capacity to engage with planned project activities for the Organised Welcome and Community Development strands.

Project staff reported that there may have been too great a reliance and expectation on voluntary contribution to the project and that, especially in light of the limited capacity of the VCF sector in the area, it was not realistic to expect contribution without sufficient financial support.

Staff felt this was a key barrier to taking forward the Community Action Plans. Stakeholders felt that the Community Action Plans produced by the CDWs were a key achievement of the project and contained useful suggestions of future activities. Staff hoped the plans would provide an evidence base for local organisations to bid for future funding (either from the local authority or other sources), by demonstrating the need for activities. However, project staff reported that local organisations were unwilling to agree to delivery activities without the offer of funding upfront. To overcome this issue, the project offered grants of £10,000 for VCF organisations to take forward elements of the CAPs. However, this had resulted in little success at the time of the evaluation.

“Those organisations in those areas just aren’t big enough or strong enough...they don’t have the luxury of just sending people out there [without funding]” Project staff, interview

Staff also attributed the lack of delivery of the Welcome Sessions and Welcome Box components of the Organised Welcome strand to the commissioned delivery partner lacking the skills or experience internally, as well as staff illness. Project staff reported that while the delivery partner was willing to deliver Welcome Boxes and Welcome Sessions, they lacked the capacity or skills to develop materials or coordinate these activities beyond their own organisation. As a result, these activities did not take place.

“In all areas, the voluntary community faith sector is not as strong as we need it to be for the co-production approach to work.” Project stakeholder, interview

(5) Short-term nature of the project funding

Project staff reported that the short-term nature of the funding made it more difficult to achieve outputs, as well as reducing buy-in to the project from local VCF organisations.

Stakeholders and staff reflected that they had underestimated the time required to build trust and engagement among residents and local organisations, in part due to the wider engagement issues outlined above. CDWs intended to use the first year of the project to develop the Community Action Plans, through working in communities and supporting residents. These activities were also intended to facilitate engagement and buy-in with the activities contained in the plans. However, as outlined above, there was little evidence of the plans being taken forward beyond this point.

“We always knew the 18 months for CMF was not long enough...at [one school] it took 12 months to earn trust... and now we’ve got another 12 months to go, ‘alright, what do we do with this trust’, and then another 12 months to see the impact... It doesn’t happen quicker than that.” Project staff, interview

Staff and stakeholders also reported that some of the local issues the project was trying to address (including a lack of cohesion, animosity between different communities, anti-social behaviour and environmental issues) were deeply entrenched in some of the project areas. As a result, staff felt that residents had high expectations that the project should address local issues, while community organisations were unwilling to engage with a project that they did not feel could make a substantial difference in the short-term.

“I think that this project in one and a half year had no time to make a massive change... to keep that engagement up and get some solid impact out of it, it takes more time... We didn’t have enough time actually to deliver... to make a change... We have identified what is needed... but we need to actually roll it out and actually implement some activities to see how it works and what difference it makes.” Project stakeholder, interview

Some project staff and stakeholders felt that the project would likely have been more successful if certain elements (including developing Community Action Plans and delivering the How Your Neighbourhood Works courses) had been developed and got off the ground faster and in a more structured manner (for example, with physical as opposed to virtual Community Action Groups).

(6) Staff recruitment challenges

Project stakeholders and staff reported that delivery of the Community Development strand and, to a lesser extent, the Street Warden strand, was affected by difficulties recruiting and retaining appropriately skilled staff. Staff attributed this in part due to low salaries and short-term contracts offered. In one area, the assigned CDW left the project in the summer of 2019 to take a better paid and more secure job. Due to timings, they were not replaced, meaning that delivery stopped in one area. In addition, one Street Warden (reported by some project stakeholders and staff to be most effective at community engagement and educational activities, as well as collaborating well with the Community Development strand), left for similar reasons, which staff reported resulted in a period where the Street Warden strand was under-resourced.

“It takes 18 months to get that person up to speed. You are possibly just getting to a stage where you are thinking, ‘right, I’m right into this job and I know what I’m doing’ [and then the project ends]” Project stakeholder, interview

As outlined in section 3.3 above, project stakeholders on the Street Warden strand reported that finding and recruiting people with the right skill set (a balance between “enforcement” and “people skills”) for the Street Warden role was also challenging.

“We have found the skillset you need for some of this work is quite tricky... Residents say we want fines given but we also want this behaviour change... Some wardens are more enforcement minded and found it harder to build relationships... but the people skills are so important...” Project staff (Street Warden strand), interview

Project stakeholders and staff also reported that staff capacity in the Community Development strand (two full time staff and four trainees) was insufficient to effectively engage and build relationship with residents and services. Others felt that the trainee model meant that some CDWs were less effective due to inexperience and less developed leadership skills. In addition, staff reported that engagement with Roma-Slovak residents was made more difficult as the Community Development strand did not include Roma-Slovak staff, identified by one staff member as a key barrier to delivery.

Project stakeholders reported that VCF organisations perceived some SCID project staff, particularly trainee staff in the Community Development strand, to lack capacity and capability. They considered this to be an additional source of frustration that negatively impacted relationships and engagement. Some VCF representatives reportedly felt they would have been able to deliver the same outputs faster because of their experience, more established networks and better understanding of the local issues. This further impeded engagement of VCF organisations with the project.

There were also indications that the Service Coordination strand was affected by a lack of capacity. Project stakeholders reported that the funding available for this strand only covered one post and felt it was unclear the impact the role had, despite the post holder attending lots of meetings to encourage a more “joined-up” approach. While meetings such as Page Hall Partners had some success in terms of service coordination, other attempts at developing similar meetings in other areas were reportedly less successful.

(7) Challenges engaging the Roma-Slovak community

Although the focus of the SCID project was not exclusively on the Roma-Slovak community, as outlined in Chapter 1 Roma-Slovak were identified as the largest group of new arrivals in the project area and much of the focus in the original bid was on this community. However, evidence indicates that the project only had limited engagement with the local Roma-Slovak community. In part, this was due to the project not being delivered as intended. There was only limited delivery on the Organised Welcome strand, which was initially intended as a way to engage and develop relationships with the Roma-Slovak community. The ‘How Your Neighbourhood Works’ course was only delivered in one school and staff reported that it reached 11 parents and only one Roma family.

Staff highlighted that the decision to deliver the Community Action Groups “virtually” (through ad-hoc discussions and observations in residents rather than physical groups that met), was made in part due a perceived reluctance on behalf of Roma-Slovak community members to take part in physical forums and to ensure that the voices of the Roma community could be included. There was some evidence of Roma community members responding to the Neighbourhood Barometer survey, which informed the development of Community Action Plans, but this was also limited (with only 15% of respondents identifying as either Roma or Slovak).

The project also did not have the necessary capabilities or structures in place to engage this hard-to-reach population. Project stakeholders and staff reported that the Roma-Slovak community tended to be distrustful of authority and anything that might be perceived as state-funded. Furthermore, many Roma

residents were considered to be relatively content with their situation and therefore not actively seeking support, which staff attributed to the persecution the community faced previously in Slovakia. Project staff reported that they had, over time, established some individual relationships Roma-Slovak residents, but this was typically on a one-to-one basis.

The Community Development strand also did not have the capabilities to build relationships quickly or at a wider scale. Attempts were made to mitigate this through project delivery staff attending Roma mediation training delivered by the European Commission. Project staff also sought to engage Roma in activities to help European residents make EU Settlement Scheme applications, funded by the SCID project and delivered by Darnall Wellbeing. However, project stakeholders and staff reported that without staff who could speak relevant languages or delivery staff from the Roma community, sustained engagement was challenging. This shortcoming may have been mitigated by a more effective relationship with the existing VCF infrastructure, specifically the Sheffield Roma Network (SRN) (the local organisation with a remit for establishing links between the Roma community and local residents). However, stakeholders reported that the SRN was significantly under-resourced and lacked capacity to support the project to engage the Roma community. The lack of capability and funding was subsequently recognised and project stakeholders planned to address this.

4 Key findings: Outcomes

This section reports on the key findings from the evaluation in relation to progress made by the *Sheffield Community Investment Deal* 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 a discussion of the factors that were found to have contributed to the achievement of project outcomes. Lastly, this chapter considers direction of travel towards intended longer-term outcomes.

Progress towards intended outcomes

The available evidence suggests that the project contributed to some resident level outcomes, particularly through the Street Warden strand.

The evidence of contribution to outcomes for the local authority outcomes or migrants was more limited and there was little evidence of structural changes to coordination at a local authority or local level.

While the work of CDWs identified local-level issues and suggestions for improvements, there was limited evidence of any progress towards achieving intended outcomes.

Due to the limited amount of data available to the evaluation, evidence to assess contribution towards outcomes was typically low and largely reliant on stakeholder and staff accounts, with little access to comprehensive monitoring information.

CMF fund-level local authority outcomes

Intermediate outcome 1: Increased coordination and cooperation between agencies and Intermediate outcome 2: Improved signposting and referral systems

The project aimed to increase and improve coordination and cooperation between local services and organisations and local authority departments as well as between project strands. This was hoped to also result in improved signposting and referral systems. The principal mechanisms through which this was intended to take place were the SCID project Advisory Group and the Service Coordination strand of the SCID project. The strength of evidence is limited due to the reliance on staff and stakeholder views and the lack of relevant monitoring information.

The relatively weak connection between the Advisory Group and local authority activity at a strategic level (due to a lack of senior leadership within the project, explored in Section 3.4), suggests a limited contribution to either outcome. For example, there was limited evidence from interviews of any substantive connection between the SCID project and the local authority “New Arrivals and Roma Steering Group”. Evidence from monitoring information indicates a monthly meeting took place between an attendee of the Advisory Group and the lead of the New Arrivals and Roma Steering Group,

specifically with a focus on education. However, it is unclear there were any actions resulting from these meetings and the steering group was not mentioned in interviews with staff or stakeholders. There was also recognition of the SCID project in local authority level documentation²².

Project stakeholders reported that SCID project staff may not have known of, or effectively engaged, potentially important stakeholders whose involvement would have benefited the Advisory Group both at a local authority level and at a local delivery level. Project stakeholders attributed the inability to engage the right stakeholders at a local authority level to the lack of buy-in for the project (explored further in Chapter 3).

“[The SCID project is] still learning who the right people are to play with in the local authority... I met the lead social worker for Page Hall today, I’ve been in Page Hall for three and a half years... You need a strategic approach [and] you need that buy in.” Project staff, interview

Some project stakeholders reported that the Advisory Group provided a forum in which project delivery partners could communicate and develop a mutual understanding. However, other project stakeholders and delivery staff suggested that the Advisory Group was a relatively weak body that did not necessarily translate discussion into substantive changes or improvements, while where this did occur it tended to be on an individual basis and at a small scale. This was attributed to councillors taking up most of the time in meetings, with insufficient time allowed and focus afforded to project partners involved in delivery, as well as a lack of buy-in for the project from councillors and local authority service leads (explored in Chapter 3).

“Where it’s worked well, it’s because people have similar concerns and aspirations, for cohesion and improvement and that’s almost always come down to individuals... There’s not the wider buy-in to really get coordination across agencies.” Project stakeholder, interview

The original SCID project bid envisaged that contribution to both outcomes might have been made through connecting the SCID project with existing networks and infrastructure, specifically through close working with education stakeholders and health New Arrivals Officers. However, the “new arrivals”²³ infrastructure was either not in place or insufficiently regular or developed at the time of the evaluation. One stakeholder attributed this to the lack of strategy support for the initiatives within the local authority and the reliance on individuals to take it forward.

“The city-wide New Arrivals meetings that used to be held, focussed on health, education and community, didn’t stop because of a specific decision to stop them but rather from a lack of leadership and steer.” Project stakeholder, interview

Project stakeholders reported that the SCID project was, in theory, able to refer and signpost residents and new arrivals to wider services through project partners, principally via CDWs. For example, the two chosen delivery partners (SOAR and Darnall Wellbeing) were existing providers of a range of health-

²² See: <http://democracy.sheffield.gov.uk/documents/s34282/Support%20for%20Roma%20Children.pdf>

²³ There were three ‘New Arrivals’ meetings with a focus on Education, Communities and Health that fed into Cohesion Migration & Integration Strategic Group

related services²⁴ and stakeholders considered them to have established networks with frontline health service providers and coordination forums. For example, Darnall Wellbeing hosted the Sheffield's New Arrivals Health Needs Group,^{25 26} from July 2019.

“SCID kind of built on what was already happening and kind of enhanced that... Because the two Community Development Workers worked for SOAR... they knew all the services they could refer [local residents] on [to].” Project staff, interview

The Service Coordination strand had some notable successes, particularly through the Page Hall Partners meetings and the monthly Residents' Group meeting attended by Street Wardens and local police (see section 3.3). However, these examples did not appear to be widespread. Project stakeholders and staff reported that the voluntary attendance at Page Hall Partners meetings and lack of accountability mechanisms in place limited the group's efficacy. Page Hall Partners was also the only service coordination forum derived from the SCID project that was successfully sustained over the project period. Attempts to develop similar forums in other project areas were unsuccessful either due to limited capability and capacity of existing VCF infrastructure, limited capability and capacity of CDWs to develop forums or unwillingness of VCF organisations to engage with the SCID project.

Community Action Plans in each area identified a need for greater coordination. This included from the local authority (for example, through the introduction of landlord licencing schemes, promoting consistent information for more recent migrant arrivals through different local authority services, and sharing plans about local projects more comprehensively with organisations in those areas) and between local agencies and organisations (such as schools sharing resources and best practices, and more formalised partnerships between local community organisations, libraries and public services). However, as outlined in Chapter 3, there was little evidence of local buy-in for the plans or progress made in implementing the Community Action Plans at the time of the evaluation and staff acknowledged capacity issues and the need for outside investment in order to improve coordination locally.

“There is a lack of a coordinated response from agencies about their plans and work in the area. Local community activists have the feeling that they have not been listened to and good news or the work that is being done is not shared with them.” Community Action Plan

“...We have observed that the local schools appear to be working in isolation from each other... and therefore find it hard to share best practice and give consistent messages to the community. Key messages could have more impact with better coordination and communication between schools within the direct area.... How this would be achieved could be problematic with already stretched budgets and limited resource.” Community Action Plan

Project staff also reported that coordination and referrals between the Community Development strand and the Street Warden strand was not as strong as originally intended. There was some evidence of

²⁴ SOAR's Health Team provides: 'Social Prescribing', 'Health Advocacy', 'Health Trainers' and 'Health Activities' (for further information, see <https://soarcommunity.org.uk/health>) ; Darnall Wellbeing provides a similar range of services (for further information, see: <http://www.sheffielddirectory.org.uk/kb5/sheffield/directory/service.page?id=FZbITLtnOWs>).

²⁵ Darnall Wellbeing were commissioned to host the group in Spring / Summer of 2019.

²⁶ <https://www.mapado.com/en/united-kingdom/sheffield-migrant-health-educational-hosted-by-ccg-hi-steering-group-chaired-by-deep-end-yh-new-arrivals-group>

increased collaboration and coordination and improved signposting and referral in the early stages of the project, however this was limited to one of the three Street Wardens with whom CDWs developed a good working relationship on a personal and professional basis. With the exception of this relationship, project staff reported that CDWs and Street Wardens operated largely independently of each other. This was attributed to differing philosophies and practice, with Community Development Workers considered to be more interested in, and inclined to provide, education, while Street Wardens were more inclined to focus on enforcement (particularly in the second half of the project when one Street Warden left their role). Staff considered this differing approach to have impacted negatively on working relationships between project strands.

“[Street Wardens] have not signposted people as much as we expected, but rather remained very environment focussed.” Project stakeholder, interview

Effective coordination at a project-level was a challenge throughout the project and staff and stakeholders recognised this as an important challenge for the remainder of the project as well as transition out of the project. Project stakeholders suggested that a role for a dedicated “service manager” or “area manager” with sufficient authority and buy-in was needed in order to effectively coordinate projects like SCID.

“If you really want to drive change it would help to have an Area Manager... recognised as the voice of the area... SCID has brought it home to us that even with the extra investment, unless you coordinate it at every level of the organisation you risk not making the progress you... need...”

Project stakeholder, interview

There was some evidence of CDWs signposting residents to wider services while operating in local communities and conducting the virtual Community Action Groups, including from Action Logs, with anecdotal examples of positive outcomes from these interactions (explored further under outcome 3 below).

Overall, there was limited evidence that the SCID project contributed to increased coordination and cooperation between agencies or improved referral and signposting processes. While there were some examples of coordination and signposting provided by staff, there was less evidence of any substantive or sustained change in terms of how agencies or services operated.

CMF fund-level migrant outcomes

Intermediate outcome 3: Increased understanding of and access to local services available

The project aimed to increase understanding of and access to local services for more recent migrant arrivals through Organised Welcome activities, as well as through Community Development Workers acting as a “known points of contact” in the community to help local people get information about and access services.

As outlined in Chapter 3, delivery of Organised Welcome strand activities did not take place to the extent expected. Activities delivered included a small number of Welcome Walks and one “How Your Neighbourhood Works” course. Welcome Walks provided by Voluntary Action Sheffield covered different themes, such as ‘council services’, ‘employment and benefits’ and ‘arts and culture’, with the potential to improve understanding of services and how to access them among beneficiaries. A project stakeholder

described how the walks were heavily publicised and open to everyone (with no record of how many attendees came from SCID project areas) and attracted 20 attendees over five walks. The stakeholder described how Voluntary Action Sheffield shared information about the walks with CDWs (for example, information about how to undertake risk assessments) so that CDWs could deliver Welcome Walks in project areas. Six Welcome Walks were subsequently delivered in Darnall in 2019. However, there was no record of the number of beneficiaries or their background. Project staff described how walks were generally poorly attended and “didn’t really work”. As a result, the CDW decided to undertake walks independently, delivering information about local services to relevant organisations and agencies on route. There was no information available to the evaluation about outcomes for beneficiaries.

According to project staff, the ‘How Your Neighbourhood Works’ course model was well designed with content relevant to new arrivals and was well-received. Content covered four themes: ‘Sheffield and its people’, education, housing, health and wellbeing. Discussions on these topics depended on the needs and interests of attendees (rather than following a formal curriculum). Staff reported that attendance at the one session delivered at a local primary school was diverse and that attendees found the course useful, with the group reportedly deciding to continue meeting weekly after the course finished. However, it reached a relatively small number of people (11). Staff reported that a second session was planned at a secondary school, with CDWs attending the school to engage parents, but this was postponed due to Covid-19 before participants were identified who were willing to attend. Staff reported that engagement from parents was better at the primary school, which they attributed to the relationships built by CDWs over nine months, as well as the perception that parents of primary-aged pupils were generally more engaged with school activities. The project also intended to promote the ‘How Your Neighbourhood Works’ model to other settings, such as a local library and VCF organisation.

Community Action Plans identified key areas where more recent arrivals required better and more consistent information, including on: tenants’ rights and responsibilities; access to benefits and employment; labour rights; ESOL availability; how to deal with household waste; and the education system. Community Action Plans also highlighted barriers to new arrivals obtaining accurate information, including a lack of digital access, low mobility and different systems in their country of origin (for example, one Community Action Plan highlighted how statutory education starts at age six in Slovakia). Level of English language was also identified as key barrier to residents accessing and understanding information about services, highlighted in Community Action Plans and by ‘How Your Neighbourhood Works’ delivery staff. As a result, CDWs described how they were often reliant on Google Translate to communicate with residents and were unsure of the level of comprehension.

“With most information being provided for English speakers/readers, people who don’t have English language are automatically excluded from learning how things work in their new home.”

Community Action Plan

Community Action Plans also identified potential ways local services could improve access to information and improve access to services, including:

- Identifying and resourcing a community “hub”, either based at existing services (such as libraries, Children’s Centres, VCF organisations or schools) or new venues;

- Ensuring information shared was accessible and consistent, for example through centralised information being shared in local shops, community hubs and through local newspapers; and

Conducting initial assessments for new patients at General Practitioner (GP) surgeries, including explaining how the service works and sharing relevant information about other local services.

Project staff reported that they had hoped to provide more information to migrants about local services through collaborations with service providers and to encourage local organisations to take ownership of Community Action Plans. However, this appeared to be in the early stages at the time of the evaluation, while some service providers lacked capacity or willingness to engage with the project (explored in Chapter 3).

“I think yes [we have increased understanding of local services available] because it’s one of our prime aims...but not at the level we would like to see this...we have passed information for [newly arrived migrants] [about] what is available here, how to access services, what to expect from services... We also engage with the service providers as well, discussing ways to make information more available... They haven’t made any changes or trials of [a] new approach but we have [had] initial discussions.” Project staff, interview

Project stakeholders and staff reported that CDWs increased understanding of and access to services among residents through their local interactions. Examples provided included sharing information about available local services and what to expect when accessing services. Interactions were on a one-to-one basis and occurred as part of CDWs volunteering at local services, identifying resident needs at local meetings and events, and engaging residents in the local area more generally through being present in the area. However, project Action Logs completed for October and November 2019 indicated that engagement with new arrivals and migrant communities was at a relatively low level, with five instances of engagement that resulted in information provision and/ or signposting and referral over two months. This included two instances where Roma new arrivals were signposted to Sheffield Roma Network.

“I think we have increased access to services, we’ve made referrals, we’ve helped people get the kids in school or back in school... We’ve helped a lot of people who have complained to the police... This is the online form to fill in... and they wouldn’t have done that without guidance.” Project staff, interview

“We provided information to people about how to use the health services, to register...at the local surgery, to attend language classes...or to support residents to register with the local library so they can go there and search for advice...” Project staff, interview

The evidence outlined above indicates that while Community Action Plans explored barriers to residents understanding of and access to services and suggested potential ways to overcome these, there had been little progress in making structural improvements. CDWs and ‘How Your Neighbourhood Works’ courses provided advice and signposting and Welcome Walks were considered a promising activity, however these activities were delivered at a small scale.

Intermediate outcome 4: Increased understanding of British culture and social norms

The project aimed to increase understanding of British culture and social norms among more recently arrived migrants through Organised Welcome activities (Welcome Sessions and Welcome Walks) and information shared with residents by CDWs. In addition, Street Wardens aimed to increase

understanding of social norms around environmental behaviours (such as waste disposal and fly-tipping).

The low-level delivery of the Organised Welcome strand limited contribution towards increasing understanding of British culture and social norms in the same way as access to and understanding of services (outlined above). The lack of evidence of beneficiary views available to the evaluation means the assessment of contribution of this strand towards this outcome is inconclusive, but likely to be limited given the small number of beneficiaries engaged.

Project stakeholders and staff reported that CDWs tended to focus more on practical, logistical support for residents, rather than culture and norms. Project staff felt that the 'How Your Neighbourhood Works' courses were most relevant in supporting migrants to understand British culture and norms, while other activities hadn't yet been delivered at the time of the evaluation.

"I think we haven't made a big impact on that, we haven't made a change...these neighbourhood courses could make a change but they haven't happened." Project staff, interview

Street Wardens focussed education and enforcement around environmental behaviours. Mostly, these activities tended to happen on an ongoing one-to-one basis in the community rather than at a larger scale.

"I don't know that we've done that really... We've totally tried to teach [recent migrants] how to navigate living in the UK... how to get into the paperwork and how to do things online instead of doing things by the telephone... [in terms of increasing understanding of British culture and social norms] we've done that sort of more informally, on a one-to-one basis with people..." Project staff, interview

There were some exceptions to this one-to-one approach on the Street Warden strand. These included the large number of property visits and surveys conducted by Street Wardens from February 2019 (explored in more detail in intermediate outcome 7 below) that provided educational opportunities for residents at scale; increased signage in project areas around environmental behaviours and norms, which had the potential to reach a wider audience; and school visits conducted by Street Wardens and facilitated by CDWs. However, there was no evidence available to the evaluation on beneficiary outcomes from these engagements.

Monitoring data also suggested some collaboration between the project and the Sheffield Roma Network regarding environmental behaviours and norms, including:

Arranging meetings with the Roma community to discuss "litter and rat problems";

acting as an interpreter and intermediary between Roma community members who had received environmental fines and Street Wardens;

and providing translations for posters and videos developed and used by Street Wardens around environmental behaviours.

However, due to the limited monitoring information collected or made available to the evaluation, as well as the lack of beneficiary perspectives, the extent to which there was an increased understanding of

British culture and norms specifically in the Roma community or more generally among residents was unclear.

There was some evidence to suggest that project activities ('How Your Neighbourhood Works' course and Street Warden engagements with residents) may have contributed towards increased understanding of British culture and social norms, particularly around environmental issues. However, due to the lack of beneficiary perspectives, the assessment is inconclusive.

CMF fund-level resident outcomes

Intermediate outcome 5: Increased confidence their concerns are listened to and addressed

The project aimed to increase confidence among residents that their concerns were listened to and addressed through: CDWs engaging local residents in conversations about local needs, Community Action Group activities to understand resident concerns, and developing Community Action Plans with suggestions of how these concerns could be addressed; and the Street Warden strand conducting neighbourhood visits and direct engagement with residents around environmental issues and addressing these problems through undertaking enforcement activities.

Although Community Action Groups were not formally developed, project stakeholders and staff reported that, to some extent, resident concerns had been listened through CDWs engaging local communities. This included through a baseline Neighbourhood Barometer, which elicited 198 responses²⁷, one-to-one conversations with residents, and interaction with residents' forums in project areas. Project staff reported that these conversations fed into the development of Community Action Plans, which some project stakeholders considered to be an accurate reflection of local resident concerns.

"We talked to hundreds of people and a number of groups to try and work out what are these issues, so I think we feel fairly comfortable that what's in those plans does actually represent the issues and concerns of the people that live in the neighbourhood." Project stakeholder, interview

"I think that people are more aware about options, they're more aware that they can take actions and more confident that their voice will be heard... I'm not really sure about trust that their issues will be addressed because that's a big step... but I think we are moving towards the right direction." Project staff, interview

However, project staff and stakeholders also highlighted weaknesses in the approach of CDWs collecting and synthesising resident feedback. This included difficulties engaging residents and wider stakeholders with the content of draft plans. As such, some stakeholders were sceptical as to the extent to which the resident feedback collected reflected the views of the whole community. Stakeholders also highlighted the following factors undermining the approach and ultimate contribution towards the intended outcome:

²⁷ Although there were 198 respondents, not all respondents answered every question and some areas and ethnicities had limited representation. There were 27 respondents from Tinsley and 10 from Grimesthorpe. 20 respondents identified as Roma, 10 as Slovak and 11 as Yemeni.

concerns regarding the representativeness of the resident sample for the Neighbourhood Barometer survey, as many of those responding to the survey were suggested to already be known to the Community Development Workers disseminating the survey;
the lack of formal data collection throughout the project (also acknowledged by project staff as a barrier to securing buy-in and communicating project objectives);
the unsystematic way in which the Community Action Plans were produced; and
the limited scrutiny of, and feedback on, the Community Action Plans from stakeholders and residents once they had been produced in draft form.

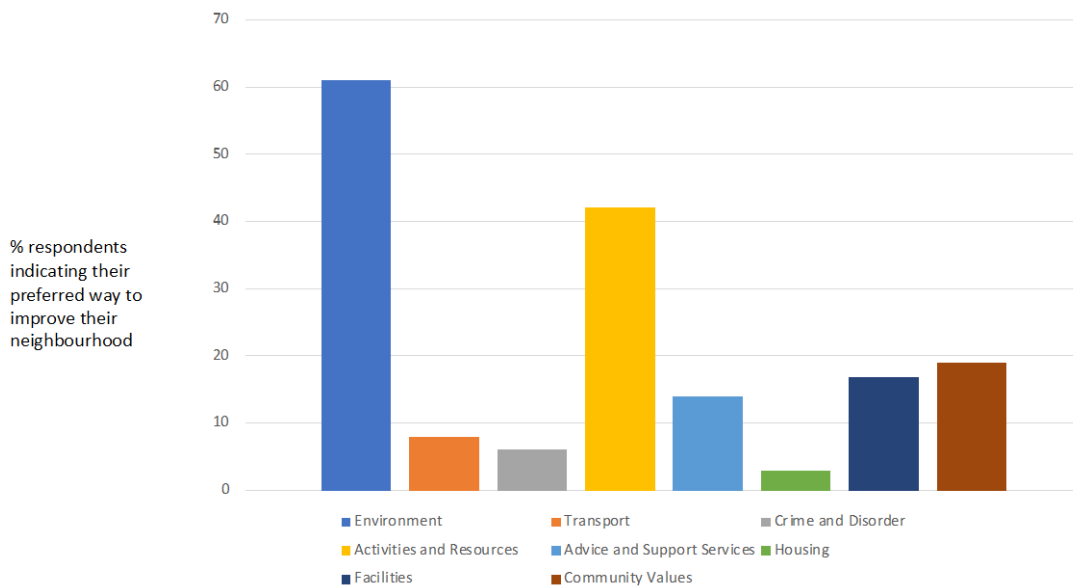
“[The Community Action Plan was written] kind of by osmosis...it didn’t come through a proper process... we were gathering it mostly in our heads and in narrative form... so we don’t have a lot of [concrete] evidence.” Project staff, interview

“With the [Community] Action Plans here, we shared it around, we didn't really get much feedback.” Project staff, interview

While the Community Action Plans provided an expression of resident concern and highlighted potential activities to address these, as outlined above there was no evidence of implementation at the time of the evaluation. Therefore, contribution of the Community Development strand towards addressing resident concerns was limited.

Evidence of contribution towards listening to and addressing residents’ concerns was more apparent from the Street Warden strand. The Neighbourhood Barometer identified environmental issues as a key priority for a majority of residents in the SCID project areas (see figure 4.1 below). This was also reflected in interviews with staff, who felt residents supported initiatives to take firm action against anti-social behaviour (including noise, littering and fly-tipping).

Figure 4.1 SCID project area resident responses to the question “If you could name your top 3 ways to make the neighbourhood better, what would they be?”



Base: 198 Source: Neighbourhood Barometer survey

Drawing on survey responses and interviews with stakeholders, Salford University’s interim evaluation of the SCID project suggested that the Street Warden strand was “consistently praised” as a “keenly welcomed” initiative responding to a “chronic need” to employ an enforcement-led approach. Consistent with this earlier evaluation, project stakeholders interviewed later in the project attributed a significant improvement in the relationship between residents and environmental services to the work of Street Wardens. Project staff considered the relationship to have matured to a point where some Residents’ Groups were actively seeking to respond to problems in collaboration with Street Wardens, which stakeholders considered a change from a previous focus on making complaints. This was attributed in large part to the additional capacity afforded by the three Street Warden posts to both listen to and swiftly address resident concerns, voiced both on the street and through residents’ groups.

“That relationship [with Residents’ Groups] has transformed... It’s not perfect but they’re much more confident that the [Street] Wardens and wider team will deal with [problems] and we will listen to them... Before, we didn’t have capacity to deal with the scale of demand coming at us... What we’ve started to get from the Residents’ Groups are quite positive suggestions about how to do things differently... They’re not just giving us a problem, they’re trying to work on solutions with us... It’s a maturing of that relationship.” Project stakeholder, interview

Evidence from project staff and stakeholders suggests that the project listened to resident concerns, both through the Community Development strand and the Street Warden strand. The Street Warden strand also appeared to contribute to resident confidence that their concerns were addressed. However, there was less evidence of contribution to this outcome from the

Community Development strand. The lack of resident perspectives presents a barrier to a more definitive assessment of contribution.

Intermediate outcome 6: Increased involvement in community-led integration activities

The project aimed to increase involvement in community-led integration activities through the Community Development strand supporting and promoting local activities to residents. The Organised Welcome strand also intended to increase opportunities for local residents to welcome new arrivals, through Welcome Boxes and Welcome Sessions (however, these activities did not take place).

The Community Development strand used CMF funding to support three projects that intended to contribute to increased involvement in community-led integration activities, as well as to generate interactions and conversations supporting the development of Community Action Plans:

creative “Our Darnall” workshops focusing on migration, community and well-being, delivered by Ignite Imaginations in Darnall, including a “Migration Matters” festival²⁸;

a “story swap’ project that sought to generate conversations about experiences of migration in Grimesthorpe, delivered by ARCHeS²⁹ and;

‘Drawing Shed 2’, a project in Tinsley to engage the community in conversations about their local area, delivered by Studio Polpo.³⁰

Project stakeholders and staff suggested that these projects were successful in engaging residents on a short-term basis. However, there was limited evidence of any longer-term impact and some suggestion that one project was “too theoretically based” and therefore unable to engage harder to reach groups (such as Roma Slovak and older Asian women). No monitoring data or data on outcomes from these activities was made available to the evaluation.

“Informally, none of the projects really engaged the Roma Slovak community on an ongoing basis. Most of them managed to gain some involvement in one-off practical activities but this didn’t translate into relationships of trust.” Project stakeholder, interview

Beyond commissioned projects, stakeholders and staff reported that the Community Development strand and some CDWs supported, encouraged and initiated community-led integration activities. Examples reported by staff included:

The CDW in Tinsley set up a community coffee morning, community litter picks and community events at Tinsley TINGAS³¹, a local meeting space;

CDWs in Page Hall contributed to and increased the number of volunteers (including new arrivals) to the local food bank;

²⁸ Ignite Imaginations, “Our Darnall”, video posted to Youtube 19 December 2019, available online:

<https://www.youtube.com/watch?reload=9&v=EbClscHOT2U&t=5s>

²⁹ The Travelling Shadow Theatre, “Grimesthorpe Story Swap”, video posted to Vimeo 8 December 2019, available online:

<https://vimeo.com/378106134>

³⁰ Studio Polpo, “DS2 Visual Report”, published 22 October 2019, available online: https://issuu.com/studiopolpo/docs/ds2_report

³¹ <https://tinsleytingas.wordpress.com/>

CDWs helped to set up and develop tenant and resident groups in project areas including Darnall, Wensley and Grimesthorpe.

CDWs secured funding to repair Grimesthorpe Family Centre.

Project stakeholders and staff also reported that these kinds of activities had helped existing residents engage with the Roma Slovak community, albeit tentatively.

“We have a weekly... bring and buy sale for parents which [the CDW] supports, and that enables us to engage more with our Roma Slovak community... so that's been really fortuitous that [CDW] has been available to do that.” Project stakeholder, interview

Project stakeholders and staff also organised Festival of Debate³² events in three project neighbourhoods (Page Hall, Darnall, Tinsley). Staff felt these events made an important contribution to community-led integration by providing a way for engage local VCF organisations and the local community in conversations that contributed to the Community Action Plans and, in the case of Darnall, initiated a new community coordination forum, All Darnall Groups.

“We've used the conversations to inform the Community Action Plans... First time we did it in Page Hall, for example...at the end of the debate there was a six-point plan... that helped to inform what we put in our Community Action Plan... In Darnall last year the outcome of it was there needs to be more coordination... so then an organisation called All Darnall Groups started... that has effectively taken on that notion of joining things up and providing better information” Project stakeholder, interview

Overall, CDWs were reported as visible in the community and were, in some cases, contrasted favourably with previous initiatives which were not considered to have resulted in such effective collaboration with local residents and organisations.

Community Action Plans also highlighted barriers to engagement in community integration activities, including different communities being reluctant to spend time together, a lack of constructive opportunities for youth, and people not feeling part of the local community and not feeling pride in the local area (and wanting to move out of the area).

³² <https://www.festivalofdebate.com/>

"...residents mentioned that the perception other people have about Darnall have an effect on them and they do not want to be associated to this area. For example, a business owner... mentioned that his business cannot grow in Darnall because of the area's bad reputation. Customers who live in more affluent parts of the city visit his business only in groups- never come in Darnall on their own. Because of the area's reputation they do not feel confident enough to be there and the only way for the business to attract more customers and grow is to move in another area." Community Action Plan

The evidence suggests the project contributed to increasing opportunities for residents to engage in community-led activities, albeit on a relatively small scale. However, there were no data available to assess any change in resident involvement during the project period.

Intermediate outcome 7: Improved cleanliness and quality of local area (in relation to fly tipping and littering)

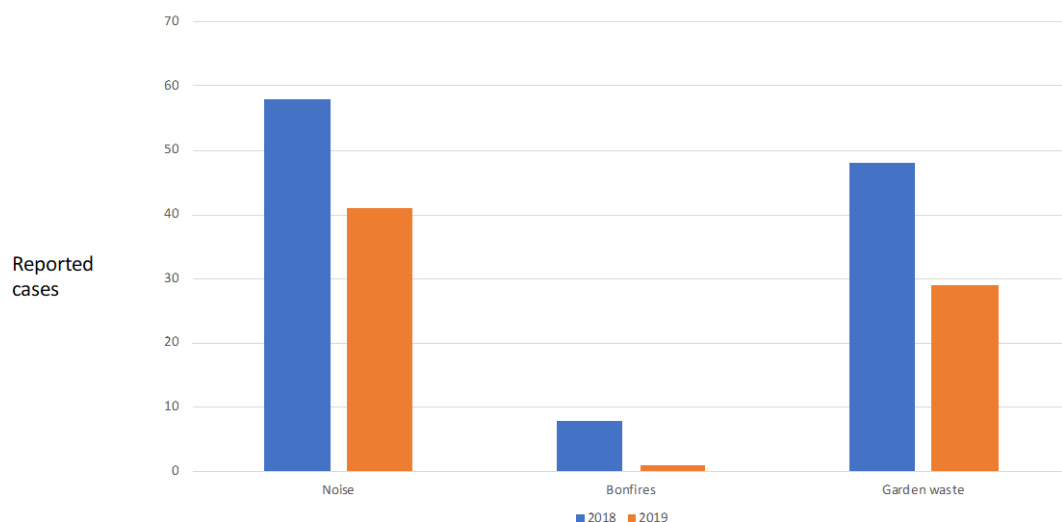
The project aimed to achieve this outcome through the Street Warden strand, combining education (in the form of interactions with residents and school visits) and enforcement (neighbourhood patrols, issuing warnings and fines for anti-environmental and anti-social behaviours such as fly tipping, littering, noise and waste accumulation).

Page Hall was reported by project stakeholders and staff as being the area with the most "acute" environmental problems. Project stakeholders and staff indicated that there had been fewer reports of noise and unlawful bonfires and accumulation of waste in gardens from 2018 to 2019, which was also reflected in monitoring information (see Figure 5.2 below). Staff attributed the reduction in reported noise to taking a more "visible" and "hard line" approach, for example obtaining warrants from a Magistrates court to seize noise equipment from two properties. Staff attributed the reduction in garden waste accumulation to Street Wardens proactively visiting and surveying 1,216 properties and gardens from February 2019 onwards. This resulted in 413 legal notices being served on property owners requiring issue resolution. This in turn resulted in 70 cases remaining unresolved and environmental services carrying out works in default and charging the cost back to the property owner. The identification and resolution of garden waste issues in particular was reported as having played an important role in mitigating the serious rat problem in Page Hall, alongside Yorkshire Water baiting the local sewers (however, an article in a local newspaper from March 2020 indicates that the issue remains prevalent)³³.

³³ ExaminerLive, "Super-sized' monster rats that can climb walls are terrifying residents in Sheffield street: Monster rats have become part and parcel of life down the street, according to residents", published 4 March 2020, available online: <https://www.examinerlive.co.uk/news/local-news/monster-rats-in-sheffield-street-17772062>

“There’s universal agreement it has got better... but there are still pockets... if the wardens are there then people will not drop litter in front of them because they know they’ll get a fixed penalty fine... it’s definitely better but you’ll still get it...” Project stakeholder, interview

Figure 4.2 Data on numbers of complaints related to noise, bonfires and garden waste for Page Hall 2018-19



There was little evidence available to the evaluation for other project areas. Street Wardens were reported as being active in other areas where necessary, but they worked in a more targeted and reactive manner. Evidence from the Salford University interim evaluation indicated that project stakeholders in Grimesthorpe reported that the amount of fly tipping and litter had noticeably reduced and attributed this to joint working between a CDW and Street Wardens. One project stakeholder shared an email attributed to a representative of a local Residents’ Group which suggested that the Street Wardens had made a positive impact.

Project stakeholders and staff did not provide entirely consistent reports of whether the project had contributed to improving the cleanliness of the area in the longer-term through lasting behaviour change. However, they also recognised that the issue was not confined to the project area (for example, with people coming from outside the area to fly-tip) or straightforward to resolve.

Overall, the work of the Street Warden was perceived to have been a success and staff reported that the council planned to continue funding the Street Warden positions beyond the SCID project.

Overall, the evidence appears to suggest that the project contributed to improved cleanliness and quality of the local area, although issues with environmental problems remained in some areas.

Unintended outcomes

Although not an intended outcome, there is evidence that the ‘How Your Neighbourhood Works’ course contributed to the CMF outcome of *improved social mixing* for different migrant new arrivals. A

stakeholder described how, through the course, beneficiaries supported one another, showed interest in learning about each other's lives. The stakeholder did not feel this would have occurred in the absence of the course. Some participants also expressed an interest to the stakeholder in continuing the group beyond the course.

In addition, while delivery of activities beyond the Community Action Plans was limited, there was evidence that the Community Development strand contributed towards *increased insight into local migration patterns and community impact* and *housing issues identified*, through the work undertaken to inform the Community Action Plans, as well as the work of Street Wardens. Insights included:

- Improved understanding of the underlying causes of tensions in communities;
- Reluctance among some new arrivals to complain about mistreatment or poor conditions (including housing and environmental issues), due to conceptions that conditions were an improvement on life in their home country;
- Lack of opportunities to meet and mix locally, resulting low levels of social mixing or contact between communities (including longer-standing communities and neighbours);

“What the CDW’s did we got a more holistic view of what’s going on in the communities down there... we ended up looking at the bigger picture – for that neighbourhood now we’re much better position to move forward to address some of those underlying systemic issues” Project staff, interview

Staff felt that this insight highlighted the ingrained nature of many issues, which required a more centralised approach, as well as considerable support to increase the capacity of local organisations. Staff reported that these learnings would inform the planned Neighbourhood Management approach for the area.

“There’s a cabinet paper that’s been produced that will go to the local authority... using some of the knowledge and information and networks that have been developed during SCID... it’s a neighbourhood management pilot... that’s going to be the way forward over the next three years.” Project staff, interview

Progress towards longer-term outcomes

Due to the limited contribution of the Community Development strand towards intended outcomes and unless progress is made in the remaining months of the project towards encouraging local organisations to implement the recommendations contained in the Community Action Plans, this strand is unlikely to contribute towards the intended longer-term outcome of *increased sense of ownership*. Furthermore, the issues the project sought to address were recognised as needing ongoing, sustained action (including extending the role of Street Wardens). Therefore, it is unlikely that the project will contribute to the longer-term outcomes of *reduced cost of public services*. Nonetheless, the evidence regarding the contribution of the Street Wardens strand towards addressing some environmental issues suggests that the project may contribute towards *improved cleanliness and quality of local area* and *reduced crime and anti-social behaviour* in the longer-term, if progress can be maintained.

Furthermore, while not intended at the outset of the project, the contribution of the Community Development strand towards increasing insight suggests the project may contribute to *building the evidence base of “what works” locally*. If recommendations are taken forward in future initiatives, as staff suggested was intended, this is also evidence that the project may contribute to *evidence for future service planning and resourcing*.

5 Key findings: Value for Money

Introduction

Due to the lack of quantifiable outcomes data or primary or secondary data to monetise outcomes, it was not possible to conduct a Cost Benefit Analysis or a Cost Effectiveness Analysis for the Sheffield Community Investment Deal project. The assessment below includes perceptions of costs and benefits were explored in qualitative consultations with staff and stakeholders, as well as a review relevant secondary data related to potentially monetizable outcomes.

Value for money assessment

Qualitative assessment of project costs and benefits

On the Street Warden strand, fines issued and enforcement work undertaken may result in increased income for the local authority, although evidence of resulting income from these activities was not available to the evaluation. There was also some evidence to suggest that the Street Wardens contributed towards reduced fly-tipping. Secondary evidence provides estimates that the cost of fly-tipping to local councils amounts to £57 million per year. Reduced public health risks (for example, through reduced rat infestations) may also represent a cost-saving to health services in the longer-term.

As the Community Development strand was largely exploratory and Community Action Plans had not yet been taken forward (with no clear plan to do so at the time of the evaluation), there was limited evidence that these activities represented value for money at the time of the evaluation. A key finding of the Community Development and Organised Welcome strands was the lack of capacity among local VCF organisations to take ownership and responsibility for activities on a voluntary basis. As a result, the project subsequently provided small grants of £10,000 to encourage buy-in and ownership of the plans. This suggests that future projects will need to take this additional expenditure into account.

6 Conclusions and lessons learned

This final section provides summary conclusions and lessons learned from the evaluation. It includes a summary of overall progress made towards intended outputs and outcomes, highlighting key successes (i.e. areas where the project achieved/ exceeded what was expected from the outset), as well as areas where the project fell short of what was expected. This is followed by discussion of the lessons learned from the project in terms of what works, for whom and in what circumstances, as well as consideration of whether the delivery model is replicable and whether outcomes and delivery are sustainable beyond the funded project.

What works?

This evaluation found that the main components that worked for the SCID project included:

- 1) Consistent face-to-face contact and focus on resident views in the four project areas;
- 2) Promotion of service coordination;
- 3) Joint educational and enforcement approach of Street Wardens

The emphasis on **face-to-face engagement with residents** (through the work of Street Wardens and Community Development Workers in neighbourhoods) enabled the project to gain the trust of residents and insight into the issues most affecting them. On the Street Warden strand, this was considered to have improved engagement with environmental enforcement and increased resident confidence that their concerns had been listened to and addressed. On the Community Development strand, the insights gathered from residents informed the Community Action Plans. The need for greater **service coordination** in order to overcome entrenched issues was a clear theme in the Community Action Plans and a focus of delivery. While less successful than hoped, there were some positive examples of local service coordination, including between the Street Wardens, police and resident groups, and local partner meetings in one area. The joint educational and enforcement approach of Street Wardens was considered to work well to address environmental issues and promote behaviour change in the longer-term.

For whom?

On the Street Warden strand, residents benefited from increased capacity of the Environmental Regulation team to listen to and address environmental concerns.

The local authority benefited from the insight gained through engagement with residents on both the Street Warden and Community Development strand. The Street Warden model was considered successful and extended. At the time of the evaluation, the extent of influence of the Community Action Plans at a local authority level was yet to be seen, although there were some indications that these insights may influence a planned Neighbourhood Management approach.

Local migrant communities arguably benefited less from the project, and at a small scale, due to the limited delivery of the Organised Welcome strand and lack of progress implementing Community Action Plans.

In what circumstances?

The education and enforcement approach of the Street Warden strand worked well where staff had relevant complimentary skills (including being empathetic and approachable, alongside enforcement) and a willingness to work with Community Development Workers.

Project delivery models that rely on considerable input from VCF and voluntary organisations require those organisations to have the capacity and willingness to support project objectives. A clearly communicated offer (including identification and promotion and shared objectives) and availability of funding to increase capacity emerged as important facilitators.

Similarly, improving service coordination emerged as reliant on securing senior, strategic support and buy-in at both a local authority and local community level.

The **lack of clear strategic leadership** at a local-authority level contributed to unclear objectives and project drift on the Organised Welcome and Community Development strands, impeding delivery and limiting contribution towards outcomes.

The project **lacked buy-in from key stakeholders** (both within the council and from local VCF organisations), created a barrier to progressing with delivery of the Community Action Plans and reaching some intended beneficiaries (such as Roma residents). Poor communication surrounding the project and the lack of a clear narrative around objectives and intended outcomes; lack of trust of the local authority among some VCF organisations; and insufficiently senior managerial staff capable of securing buy-in were the main barriers.

Due to the **length of time taken to build relationships and trust in the community**, identify suitable partners (particularly on the Community Development and Organised Welcome strands) and undertake community work to inform Community Action Plans, the project was unable to progress with delivery to the extent expected. This resulted in limited contribution towards a range of outcomes.

The **lack of capacity in the local VCF sector** hampered the ability of the Community Development strand to promote service coordination and take forward Community Action Plans.

The project was unable to **engage Roma-Slovak residents** to the extent expected. This was due to the lack of relevant skills of project staff (including language skills), the low capacity of key community organisations and lack of buy-in from other VCF organisations, as well as the perceived mistrust of authority among Roma-Slovak residents.

Could the project be replicated?

The Street Warden strand could be replicated in other areas with heightened resident concerns around environmental issues, with visible environmental officers undertaking both enforcement and educational activities. This would require officers with suitable skill-sets (including “softer” skills) and would benefit from joint-working with local organisations (including neighbourhood police, residents’ groups, schools and other local organisations).

The Community Development approach could also be replicated in areas where the local authority is interested in understanding resident concerns. Learning from this project suggests that this would work best with a structured approach to gathering and recording resident feedback and developing Community Action Plans. It also requires buy-in from local organisations (ideally prior to delivery), which may be reliant on the availability of funding.

While delivery on the Organised Welcome strand activities (Welcome Walks, Welcome Sessions and Welcome Boxes) was limited, the model was based on delivery in other areas, suggesting that they could be replicated. Learning from this project suggests that this would be reliant on suitable partner organisations with skills and capacity to deliver activities and local volunteer networks with a desire to deliver these activities.

The How Your Neighbourhood Works session was considered successful, suggesting that the format and content could be replicated in other contexts, including schools and potentially wider settings (such as VCF organisations or libraries). This would be reliant on partnerships with these organisations, suitably skilled delivery staff, and relationships with beneficiaries to engage them to take part in activities.

6.1 Could the project be scaled up?

The Street Warden activities and Community Development Workers appeared to work well on a localised scale. This is so that staff can become a trusted “go-to” person for residents through building relationships in the community, including with relevant wider agencies and organisations (such as schools, the VCF sector, statutory agencies and the police);

Some recommendations of Community Action Plans would require a city-wide approach (or regional approach), including: a commitment to include new migrant arrivals in city-wide integration activities; promoting greater service coordination at a local authority level, including consistent messaging and information sharing in the local authority regarding available services; and greater regulation of landlords.

While delivery of the Organised Welcome strand was limited, its success in other local contexts suggests that some activities may lend themselves to being scaled up, although this would be reliant on suitable coordination at a city or regional scale, as well as local delivery partners.

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

The council’s decision to continue funding the Street Wardens beyond the project suggests that this model is likely to be sustainable. However, the evidence suggests that for environmental improvements to be sustained in the longer-term (without further delivery), greater emphasis would need to be placed on educational activities to inspire lasting behaviour change, alongside enforcement activities.

In order for the learnings from the Community Development strand to be sustained and inform service delivery, they would need to be taken forward by the local authority and local organisations. There was some evidence at a local authority level that the recommendations may inform the planned Neighbourhood Management approach. However, the limited engagement of local organisations with the Community Action Plans suggests that these learnings are unlikely to be sustained unless they are promoted further and taken forward.

7. Appendix 1: Methodology and technical note

Evaluation Methodology

Qualitative evidence

Qualitative data was gathered through interviews with six project staff and two wider stakeholders:

- three delivery staff from the Community Development strand;
- one staff member from the Street Warden strand;
- one staff member commissioned to deliver activities on the Organised Welcome strand;
- one staff member working across all strands in a managerial capacity; and
- two wider stakeholders from key partner organisations.

Participants were identified through discussions between the Ipsos MORI Relationship Manager and the project lead.

Five additional staff members and two stakeholders were approached by Ipsos MORI to take part, but either did not respond or declined the invitation. CDWs were also asked to approach residents involved with the Community Development strand to take part in an interview or focus group, but this was not successful.

Secondary data and monitoring information

Monitoring data was collected in the form of an Action Log completed by CDWs over a period of two months (October – November 2018). For the Street Warden strand, some monitoring data was shared in an email by project staff. However, this did not cover the entire project period.

The evaluation also draws on secondary data in the form of:

“Highlight” reports written by the project lead (February 2018, August 2018, January 2020);

Advisory Group meeting minutes (June 2018, September 2018, January 2019, March 2019, June 2019, October 2019, January 2020);

Draft Community Action Plans for ‘Page Hall, Wensley and Grimesthorpe’, Darnall, Lower Firth Park and Tinsley and a summary of the key themes from across the four plans;

An interim evaluation report written by the external evaluator, drawing on resident survey responses and staff and stakeholder interviews (Salford University, July 2019); and

Results from the Neighbourhood Barometer survey, designed by external evaluator Salford University and administered by CDWs between January and March 2019. The barometer received 198 responses.

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:

Cost benefit analysis (CBA): Where data on quantitative and monetizable outcomes was available, a cost-benefit analysis was conducted;

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

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.

Eight step model for reviewing project outputs and outcomes

The process for conducting the cost-benefit analysis follows the 8 key steps outlined below.



© Ipsos | CMF Cost Benefit Analysis Report | June 2020 | Version 2 | Internal/Client Use Only

Ipsos MORI 

Cost-benefit analysis followed an eight-step process:

Identify the projects outputs (e.g. number of individuals provided with housing support)

Identify the achieved projects outcomes and the outcomes which are monetizable

Identify monetary values for each outcome from existing data sources

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

Monetize the outcomes by multiplying the monetary value of each outcome by the number of additional outcomes achieved

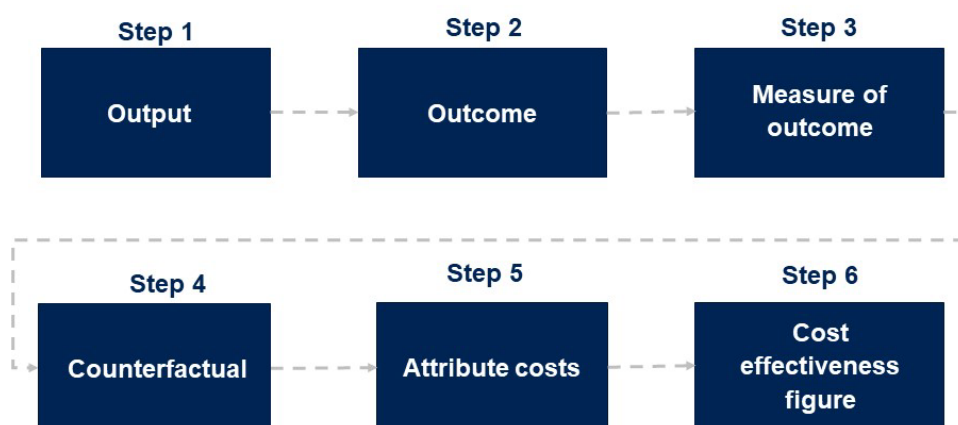
Estimate the persistence of the outcome (i.e. is this a one-off benefit or ongoing, and how long does the benefit persist for into the future?)

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.

Compare 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:

The process for conducting the cost-effectiveness analysis follows the six key steps outlined below.



© Ipsos | CMF Cost Effectiveness Analysis Report | June 2020 | Version 1 | Internal/Client Use Only



Identify the projects outputs

Identify the achieved projects outcomes

Identify quantifiable values for each outcome

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.

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.

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.

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.

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.

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 7.1: 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
No target	There was no quantifiable target identified for the output

Project-level evaluation framework

The evaluation framework below was developed during the consultation phase of the project-level evaluation.

STRAND	Output / Outcome / Impact	Who will measure it?	When will it be measured? Details	Target	Data source		
					Quant	MI	Interviews
	Outputs						
ORGANISED WELCOME	Welcome Sessions created and delivered	Delivery partner	At each session	No target set		Attendance records	Delivery partner staff (Salford)
COMMUNITY DEVELOPMENT	Community Action Group formed	Project	Post	1 group formed		Attendance records	Interviews with "Super connectors" and Community Development workers (Salford)
COMMUNITY DEVELOPMENT	Community Action Plans developed	Project	Post	1 plan set-up		Project records	Interviews with "Super connectors" and Community Development workers (Salford)
SERVICE COORDINATION	Cross-agency meetings attended	Project	At each session	No target set		Project records	Project lead and stakeholders
	Short-term Outcomes						
Migrants & Residents	Increased understanding of local services available	Ipsos Mori	Post	No target set			Qual interviews with activities participants (IM)

Migrants & Residents	Increased sign-posting	Ipsos Mori+ Salford	Post	No target set			Interviews with activities participants (IM) and with project delivery staff (Salford)
LA	Increased trust that local issues are being addressed	Project + IM + Salford	Post	No target set			Interviews with activities participants (IM) and with project delivery staff (Salford)
LA	Increased involvement in local issues and local activities	IM + Salford	Post	No target set	Resident barometer (Salford)		Interviews with activities participants (IM) and with project delivery staff (Salford)

Appendix 2: Research tools

CMF qualitative tools

Qualitative tools for different participant groups

Participant	Research method	Outcomes measured
Delivery staff: Community Development strand	Interview	<p>Intermediate outcome 1: Increased coordination and cooperation between agencies</p> <p>Intermediate outcome 2: Improved signposting and referral systems</p> <p>Intermediate outcome 3: Increased understanding of and access to local services available</p> <p>Intermediate outcome 4: Increased understanding of British culture and social norms</p> <p>Intermediate outcome 5: Increased confidence their concerns are listened to and addressed</p> <p>Intermediate outcome 6: Increased involvement in community-led integration activities</p>

<p>Delivery staff: Street Warden strand</p>		<p>Intermediate outcome 1: Increased coordination and cooperation between agencies</p> <p>Intermediate outcome 2: Improved signposting and referral systems</p> <p>Intermediate outcome 3: Increased understanding of and access to local services available</p> <p>Intermediate outcome 4: Increased understanding of British culture and social norms</p> <p>Intermediate outcome 5: Increased confidence their concerns are listened to and addressed</p> <p>Intermediate outcome 7: Improved cleanliness and quality of local area (in relation to fly tipping and littering)</p>
<p>Delivery staff: Organised Welcome</p>		<p>Intermediate outcome 1: Increased coordination and cooperation between agencies</p> <p>Intermediate outcome 2: Improved signposting and referral systems</p> <p>Intermediate outcome 3: Increased understanding of and access to local services available</p> <p>Intermediate outcome 4: Increased understanding of British culture and social norms</p>
<p>Delivery staff: Service Coordination</p>		<p>All intermediate outcomes</p>

Stakeholders	Interview	All intermediate outcomes
--------------	-----------	---------------------------