

# Controlling Migration Fund evaluation

## Project-level evaluation report

Lead local authority: Wakefield District Council  
Project name: Community Harmony



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# Executive Summary

This project-level evaluation report presents the key findings relating to the delivery and outcomes for the Community Harmony project led by Wakefield District Council.

## Project overview and objectives

The Community Harmony project received a Controlling Migration Fund (CMF) grant of £433,104. The project aimed to address service pressures on English for Speakers of Other Languages (ESOL) and youth services, in addition to resident concerns around property standards, anti-social behaviour and cultural tensions. The project included supplementing existing ESOL provision, funding existing and new youth programmes, creating an environmental volunteering scheme to recruit both recent migrants and longer-established residents for community ‘clean-ups’ and hiring an additional housing enforcement officer. These activities aimed to contribute towards the CMF fund-level outcomes listed in Tables 1.1 below.

Ipsos MORI undertook an evaluation of Community Harmony between January 2019 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 activities.<sup>1</sup> Evaluation activities included a scoping phase to identify project activities and objectives, focus groups with beneficiaries, interviews with project delivery staff, interviews with local authority project leads and analysis of monitoring information.

## Progress towards intended outcomes

Progress towards intended CMF-level intermediate and longer-term outcomes is summarised in table 1.1, below. Of the 13 CMF outcomes the project was working towards, there was evidence that the project contributed towards 11 outcomes. There was also evidence that the project was on course to achieve an additional outcome and for one outcome the evidence was inconclusive.

**Table 1.1: Summary of project outcomes – local authority**

Outcome group	Intended Outcome	Assessment of progress made by March 2020
Local authority and partners	Intermediate outcome 1: expanded and strengthened network partners	The evaluation found evidence that the project established and strengthened pre-existing partnerships, through focusing on mutual benefits for the local authority and third sector organisations.

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<sup>1</sup> 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>

	Intermediate outcome 2: increased co-ordination and co-operation between agencies	The evaluation found evidence that the project partners improved coordination through information sharing and joint funding bids.
	Intermediate outcome 3: acquired expertise and structures in place to deal with local issues	The evaluation found evidence of acquired expertise across the different strands of the project, including new approaches to housing enforcement and ESOL.
Migrants	Intermediate outcome 1: increased understanding of and access to public services	Evidence from the ESOL strand indicates that the project improved migrants' understanding of and access to local health and education services.
	Intermediate outcome 2: Housing issues identified	Evidence suggest that the housing enforcement strand successfully identified previously unknown housing issues.
	Intermediate outcome 3: Housing issues resolved	Evidence from the housing enforcement strand indicates that both material and interpersonal housing issues were resolved.
	Intermediate outcome 4: access to ESOL and EAL provision	Evidence suggests that the project's ESOL strand increased access to classes to those who would not have normally accessed existing provision.
	Intermediate outcome 5: increased understanding of British culture and social norms	Evidence from the youth work and ESOL strands suggest that migrants learnt about British customs, history and traditions.
	Intermediate outcome 6: increased civic society participation	Evidence from the ESOL, youth work and environmental volunteering strands demonstrate that migrants increased participation in volunteering and other community activities.
Wider residents	Intermediate outcome 1: increased involvement in community-led integration activities	While evidence from the environmental volunteering strand indicated a small increase in involvement in community led

		integration activities, there was little direct evidence of resident involvement available to the evaluation, in part due to a lack of evidence of resident views. As a result, this outcome is inconclusive.
	Intermediate outcome 2: improved quality of public space	Evidence from the environmental volunteering strand indicates some improvement in public spaces, although persistent issues remain.
	Intermediate outcome 3: increased confidence that their concerns are listened to and addressed	Evidence from the housing enforcement strand suggests that concerns raised were addressed, despite a lack of qualitative evidence from wider residents.
	Intermediate outcome 4: increased understanding of other cultures and nationalities	Evidence suggests that the youth work strand increased resident young people's understanding of other cultures through social and cultural activities shared with migrants.

Based on the contribution of the project towards the intermediate outcomes above, there is evidence to suggest the project will contribute towards building the evidence base for “what works locally” and future service planning and delivery. Due to the successes of the ESOL, youth work and housing strands, the project also appears to be on course to achieve the following long-term CMF outcomes for migrants: increased well-being, increased living standards, increased contribution to British society and increased English language proficiency. The lack of conclusive evidence for the intermediate resident outcome of improved quality of public space means that it is difficult to assess whether the project is likely to achieve the long-term outcome of improved cleanliness and quality of the local area. However, if the successes from the youth strand are carried across to the environmental volunteering strand, the project may expect to achieve an increased sense of ownership, increased levels of social mixing and improved perceptions of recent migrants to the local area.

### **What works?**

- The project created a space for open dialogue between landlords and the local authority through the housing strand and between migrants and longer-established residents through other delivery strands, particularly through the youth strand.

- The tailored approach to engaging beneficiaries worked well, with proactive face-to-face recruitment and feedback mechanisms to enable continuous improvement, particularly within the youth and ESOL strands.
- The project faced challenges engaging wider residents, particularly around the environmental volunteering strand. Building trust and breaking down barriers to participation was a task that was likely to take longer than the project timeline.

### **For whom**

- Local authority and Voluntary and Community Organisation (VCO) staff gained expertise through trying new and untested approaches. For local authorities, this meant procuring from smaller VCOs, while for the VCOs this meant hosting ESOL classes for the first time.
- Outcomes were apparent for young people of all backgrounds and new migrant adults, particularly through the youth and ESOL strands.
- For longer-established adult residents, the project's impact was less apparent, due to the challenges faced by the environmental volunteering strand and the lack of disaggregation of housing data by nationality.

### **In what circumstances?**

- An expansive pre-existing network of voluntary and community organisations providing support services to migrant communities and young people gave the project a sound foundation upon which to build its youth and ESOL activities.
- Underlying community tensions limited the success of some social mixing activities, such as the environmental volunteering strand.



# 1 Introduction

## Introduction

The Department for Levelling Up, Housing and Communities (DLUHC) then known as Ministry of Housing, Communities and Local Government, commissioned Ipsos MORI alongside the Migration Observatory at the University of Oxford to conduct an independent evaluation of the Controlling Migration Fund (CMF) in May 2018. Launched in November 2016, the Controlling Migration Fund (CMF) aims to help local authorities across England develop and deliver activities to mitigate the perceived negative impacts of recent and unexpected migration on communities in their area. DLUHC provided funding to local authorities to deliver projects that aim to address local service pressures, tailored to their context and needs. While the primary emphasis is on relieving pressure on public services in a way that delivers benefits to the established population, the fund also seeks to support wider community cohesion and the integration of recent migrants. Interventions can also focus on gaining a greater understanding of the local migration data landscape where there is currently a lack of accurate local data.

Project-level evaluations of 14 CMF-funded projects were conducted as part of the CMF evaluation. The project-level evaluations aim to assess the effectiveness of various project approaches in delivering against their local-level objectives and those of the wider fund.<sup>2</sup> 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 **Community Harmony** project led by Wakefield District Council.

## The area context

Wakefield District Council applied for CMF funding after identifying several local issues in Ward 16 (Wakefield East)<sup>3</sup> which the local authority attributed to high rates of recent migration. The local authority identified service pressures as a result of recent migration, including lack of **ESOL availability** and **youth service provision**. Local authority staff also identified concerns among local residents related to **property standards, hate crime and anti-social behaviour**.

Prior to the start of the project, a working group was set up to address these issues. The group included partners from Wakefield District Council, Wakefield Police, and voluntary and community sector organisations (VCOs) including Next Generation at Lightwaves Community Centre, Eastmoor Community Project at St Swithun's Community Centre and Inspiring Communities at the Rainbow Café, Portobello,<sup>4</sup> referred to locally as "Community Anchors".

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<sup>2</sup> An overall Theory of Change, created during the scoping stage, outlines the intermediate and longer-term fund outcomes (see Appendix 1).

<sup>3</sup> Including the areas of Eastmoor, College Grove, Primrose Hill, and Portobello

<sup>4</sup> <https://nextgeneration.org.uk/>, <https://www.eastmoorcommunity.co.uk/>, <http://inspiringcommunity.co.uk/>

## ESOL availability

The proportion of people in the ward born outside of the United Kingdom increased at a faster rate than in other parts of Wakefield and the UK, from 10% in 2001 to 31% in 2011.<sup>5</sup> Of the ward's 3,422 non-UK born residents recorded in 2011, 39% were born in the Middle East and Asia, while 46% were born in other European countries.<sup>6</sup> According to more recent estimates, most European nationals in the borough were from Poland<sup>7</sup>. The ward also has a higher population of dispersed asylum seekers than other areas of Wakefield, with an Initial Accommodation Centre housing 300 asylum seekers.<sup>8</sup> Additionally, in 2011 17.5% of the ward's population had a main language that was not English, and of this group, 34% reported that they could not speak English well or at all.<sup>9</sup>

Wakefield Council's research into the Eastern European community found that only a small proportion of these communities attended ESOL classes. However, research found that they were keen to learn English, and that work and caring responsibilities currently acted as a barrier.<sup>10</sup> Through an audit of local ESOL provision and communications with local VCOs, the local authority assessed that there was little pre-entry level ESOL available. City of Sanctuary,<sup>11</sup> who offer support to refugees resettled through the Vulnerable Person's Resettlement Scheme (VPRS), approached the local authority for support as their conversation and informal English language classes were over capacity. Youth service provision

The need for additional youth services was based on a combination of educational and employment data and intelligence gathered by council officers and local VCOs. Educational attainment levels were recorded as low, with 50.3% of pupils in 2015 achieving GCSEs at A\* - C compared to 59.8% across the district. Additionally, 37% of those in work in the ward were employed in low skill/low wage 'elementary' or 'process' occupations, around one and a half times the national average.<sup>12</sup> According to feedback from VCOs and local council members, tensions had increased between young people due to cultural differences as a result of recent migration.<sup>13</sup> Additionally, local authority stakeholders described how diminished funding had limited their 16+ offer to Young Carers, Special Educational Needs and youth parliament, with no informal offer for this age group.

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<sup>5</sup> <https://www.nomisweb.co.uk/census/2001/ks005> and <https://www.nomisweb.co.uk/census/2011/ks204ew>

<sup>6</sup> <https://www.nomisweb.co.uk/census/2011/qs203ew>

<sup>7</sup> "It is estimated over 12,000 people of EU origin are currently resident in Wakefield district, with over 90% of these of Polish national origin"

[https://www.wakefieldccg.nhs.uk/fileadmin/site\\_setup/contentUploads/Get\\_involved/Final\\_report\\_on\\_Eastern\\_European\\_Engagement\\_partners\\_version\\_draft\\_doc](https://www.wakefieldccg.nhs.uk/fileadmin/site_setup/contentUploads/Get_involved/Final_report_on_Eastern_European_Engagement_partners_version_draft_doc)

<sup>8</sup> <https://wakefield.cityofsanctuary.org/information/initial-accommodation-centre-urban-house>

<sup>9</sup> <https://www.nomisweb.co.uk/census/2011/qs205ew>

<sup>10</sup> This consisted of an online survey completed by 157 people June-December 2017 and 6 focus groups with 57 people January-March 2018

[https://www.wakefieldccg.nhs.uk/fileadmin/site\\_setup/contentUploads/Get\\_involved/Final\\_report\\_on\\_Eastern\\_European\\_Engagement\\_partners\\_version\\_draft\\_doc](https://www.wakefieldccg.nhs.uk/fileadmin/site_setup/contentUploads/Get_involved/Final_report_on_Eastern_European_Engagement_partners_version_draft_doc)

<sup>11</sup> <https://wakefield.cityofsanctuary.org/>

<sup>12</sup> Evidence gathered by the local authority as part of an additional request for evidence by to DLUHC in June 2017 after the initial bid submission

<sup>13</sup> Ibid.

## Property conditions

Census data from 2011 shows that the ward had a greater number of Houses of Multiple Occupation (HMOs) and privately rented households than other areas in Wakefield.<sup>14</sup> In the ward, 65% of 'White Other' (not British or Irish) were renting privately<sup>15</sup> and 34% of the same demographic lived in homes with too few bedrooms.<sup>16</sup> The local authority's research with Eastern European communities identified a lack of understanding of tenants' rights among local landlords and tenants.<sup>17</sup> The local authority believed that high numbers of non-British renters in the area, along with poor understanding of tenants' rights among landlords and tenants, led to a highly transient population. This was considered to exacerbate local tensions between residents with different cultural norms, because of the perception that more transient populations lacked "understanding or loyalty to the local community".<sup>18</sup> The local authority's housing enforcement experience in the ward also led them to suspect that there would be more HMOs with substandard conditions that they needed to address.

## Hate crime and anti-social behaviour

According to the local authority, social tensions in the ward resulted from different cultural norms between migrants and residents, which manifested in a lack of social mixing. Local authority staff attributed this in part to transient communities and also to residents lacking awareness of different cultures, rarely travelling outside of the city and having little previous exposure to diversity.

The local authority also identified the area as a hate crime hotspot. Hate crime across Wakefield increased by 314% between 2013 and 2018.<sup>19</sup> The Police Partnership Working Area 'Wakefield Centre', which overlaps with Ward 16, was the neighbourhood with the highest proportion of hate crime in Wakefield in 2016/ 2017 (35%), 87% of which was recorded as race- or faith-related.<sup>20</sup> In this neighbourhood, 62% of residents voted to leave the European Union compared to 52% nationally;<sup>21</sup> project staff felt this may in part have been driven by concerns around immigration, a link that national studies have also made.<sup>22</sup> Additionally, in 2015 there were 682 anti-social behaviour offences reported to the police.<sup>23</sup> Minutes from Police and Communities Together (PACT) meetings in 2017 highlighted resident concerns related to transient communities, who some residents felt did not understand or feel loyalty towards the local community.<sup>24</sup>

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<sup>14</sup> <https://www.nomisweb.co.uk/census/2011/ks402ew> and <https://www.nomisweb.co.uk/census/2011/ks105ew>

<sup>15</sup> <https://www.nomisweb.co.uk/census/2011/dc4201ew>

<sup>16</sup> <https://www.nomisweb.co.uk/census/2011/dc4205ew>

<sup>17</sup> See footnote 9 above

<sup>18</sup> Evidence gathered by the local authority as part of an additional request for evidence by to DLUHC in June 2017 after the initial bid submission

<sup>19</sup> From 212 cases in 2013 to 907, with most of these cases relating to race or faith.

[https://www.westyorkshire.police.uk/sites/default/files/foi/2019-05/foi\\_0286-19\\_hate\\_crimes\\_march\\_2019.pdf](https://www.westyorkshire.police.uk/sites/default/files/foi/2019-05/foi_0286-19_hate_crimes_march_2019.pdf)

<sup>20</sup> Hate Information Report - March 2017, West Yorkshire Police (access restricted)

<sup>21</sup> <https://www.bbc.co.uk/news/uk-politics-38762034>

<sup>22</sup> <https://www.ipsos.com/ipsos-mori/en-uk/concern-about-immigration-rises-eu-vote-approaches>, <https://www.ipsos.com/ipsos-mori/en-uk/4-ways-anti-immigration-vote-won-referendum-brexit>

<sup>23</sup> Evidence gathered by the local authority as part of an additional request for evidence by to DLUHC in June 2017 after the initial bid submission

<sup>24</sup> Evidence gathered by the local authority as part of an additional request for evidence by to DLUHC in June 2017 after the initial bid submission

## The CMF-funded project

Wakefield District Council received £393,834 CMF funding in January 2018 for the Community Harmony project. The two-year project (running from January 2018 to March 2020) focused on Ward 16. All council and VCO partners from the working group were involved in the delivery of the project. While the project focused on one ward, it aimed to roll out successful approaches across the District to other areas where similar issues are identified.

The project aimed to deliver four activity strands:

1. **Environmental Volunteering:** The project planned to recruit volunteers from the local community, including both recent migrants and longer-established residents, to take part in community 'clean up' activities. The strand also intended to collaborate with the local authority's Strategic Housing Department and the Community Anchor organisations on project outcomes around waste management (such as having representatives from the local waste collection company visiting youth groups).
2. **Youth Outreach and Integration:** This included funding for pre-existing programmes to focus on Ward 16, including:
  - *Skills for Adolescents*, a schools-based Personal, Social, Health and Economic (PSHE) programme with Year 7 pupils; and,
  - *Branching Out*, an environmental activity programme targeting Year 10 pupils.

It also included funding for new programmes, including:

- a pop-up youth club engaging young people from different backgrounds; and
  - detached street-based work targeting at-risk young people of Child Sexual Exploitation (CSE), modern slavery and radicalisation.
3. **ESOL:** to supplement existing ESOL provision in the Ward, this strand involved increasing provision of courses in Community Anchor organisations. ESOL course content was aimed at beginners and included discussion of democracy, freedom of speech and other British values.
  4. **Enforcement action against non-compliant landlords<sup>25</sup>:** an additional Housing Enforcement Officer was employed to: conduct housing inspections; work with landlords to improve property standards within the private rented sector; where necessary, take formal action to ensure tenants homes remained safe; encourage landlords to become accredited by the local authority to raise housing standards;

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<sup>25</sup> Although the project originally referred to "rogue landlords", including in the project's original bid documents, local authority staff did not subsequently use this term as they felt it inaccurately implied negative intent from landlords, which could exacerbate tensions between landlords and local authority staff. Instead, the local authority subsequently opted for the more neutral term of "non-compliant

ensure that any mandatory HMOs are licensed; and work with landlords to meet the Responsible Landlord Scheme Accreditation standard.

## Project objectives

Project objectives were identified following a review of project documentation and a consultation between the Ipsos MORI Relationship Manager and Community Harmony 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).<sup>26</sup> The logic model outlines planned activities and outputs and how these relate to project and CMF fund-level outcomes.<sup>27</sup> How the project aimed to contribute to CMF intermediate outcomes is outlined below, including longer-term CMF outcomes where contribution of the project towards these outcomes was expected or seen within the evaluation timeframe.

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

- **Expanded/ strengthened network partners and increased coordination and cooperation between agencies:** All activity strands of the project aimed to contribute towards strengthening the network of Wakefield District Council through establishing new, and developing existing, relationships between the local authority, the Community Anchor organisations and other local public services (West Yorkshire Police and local health services).
- **Acquired expertise and structures in place to deal with local issues:** through developing new and existing partnerships, the project aimed to acquire expertise and build structures to address local issues and resident concerns in a more efficient and sustainable manner across the different strands of the project. In the longer-term, the project aimed to build the evidence base of “what works” locally for future service planning and delivery across the city.

Project activities and outputs also aimed to contribute towards the following **intermediate CMF fund-level outcomes for migrants**<sup>28</sup>:

- **Housing issues identified:** through funding a new Enforcement Officer role, the project aimed to identify HMOs and non-compliant landlords and build intelligence of where poor landlords operated in the ward. In the longer-term, the project hoped to prevent tenants from being exploited, minimise the impact of poor landlord performance on neighbourhoods and build relations with compliant landlords.
- **Housing issues resolved:** linked to the above, through the new and existing Enforcement Officers, the project aimed to increase the enforcement of housing standards through mediation or, if necessary, by issuing legal notices and

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<sup>26</sup> 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.

<sup>27</sup> CMF fund-level outcomes are outlined in the Theory of Change in Appendix 2.

<sup>28</sup> For all outcomes, the project did not differentiate between different nationalities or ethnicities or length of time in the city.

addressing housing issues experienced by tenants- both recent migrants and longer-term residents. This outcome also linked to the project-level outcome of **'fewer rogue landlords'**<sup>29</sup>: In the longer-term, the project aimed for these housing enforcement actions to contribute towards **increased living standards** for all tenants and a **reduction in exploitation**.

- **Access to ESOL provision:** through funding additional ESOL classes at Community Anchor organisations, the project aimed to increase access to ESOL provision for new migrants to improve their ability to communicate and, in the longer term, lead to **increased English language proficiency** (a longer-term CMF outcome). Through improving migrants' English language skills, the project also hoped to contribute to the CMF intermediate outcome of **increased understanding of and access to public services among migrant residents**, as well as improved understanding of how to report issues. In this way, the project also hoped to promote a sense of belonging in the community among beneficiaries. In the longer-term, the project aimed for ESOL to contribute towards migrants' increased labour market skills (an intermediate CMF outcome but not intended during the project timeframe).
- **Increased understanding of British culture and social norms:** through both the youth strand and ESOL strand, the project aimed to improve beneficiaries' understanding of British and local customs and norms, including: seasonal festivals; recycling and refuse collection and how to empty bins; and awareness of the local area, such as its coal mining history.
- **Increased civic society participation:** through the environmental volunteering strand community clean-ups, the project aimed to develop a community-centred approach to improving the local environment and appearance of the ward. In the longer-term, the project aimed to contribute towards an increase in migrants' and residents' contribution to British society.
- In the longer-term, the project aimed to contribute towards an increase in migrants' well-being through social mixing and a greater sense of community belonging.

The project also aimed to contribute towards the following project-level outcomes:

- **Reduced risks for young people:** through the youth strand's on-street work and pop-up youth club, the project aimed to reduce the risks to young people of Child Sexual Exploitation (CSE), modern slavery and radicalisation. In the longer-term, the project aimed to contribute towards a **reduction in these types of exploitation** (a longer-term CMF outcome).

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

- **Increased involvement in community-led integration activities and increased understanding of other cultures and nationalities:** through both the youth strand

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<sup>29</sup> Although 'rogue landlords' are referred to at a programme-wide level and in the project's original bid documents, the local authority did not subsequently use this term as they believed that it inaccurately implied malicious intent and exacerbated tensions between landlords and local authorities.

and environmental volunteering strand, the project aimed to engage people in the ward to bring them together and break down potential barriers between longer-established residents and migrant groups. These outcomes also relate to the project-level outcome of increased opportunities for social mixing. In the longer-term, the project aimed to contribute towards **improved perceptions of recent migrants to the local area**, and the related project-level outcomes of reduced community tensions, reduced crime and anti-social behaviour, increased levels of social mixing, an improved inclusive community feeling and a reduction or no increase in hate crime.

- **Improved quality of public space:** through the environmental volunteering strand, the project aimed to develop a community-centred approach to clean up the local environment and improve the appearance of the ward. This outcome linked to the project-level outcome of improved satisfaction with the local neighbourhood. In the longer-term, the project aimed to contribute towards fostering **an increased sense of ownership and improved cleanliness and quality of the local area**, through better waste management.
- **Increased confidence that their concerns listened to and addressed:** through the housing enforcement strand, the project aimed to improve the dialogue between the local authority and residents regarding their concerns, identified through resident complaints. Relevant concerns included overcrowding, poor waste management and anti-social behaviour.

**Figure 1.1: Community Harmony logic model**

### Context

- Increasing diversity in the area: 10,462 people from a BAME background (2001 census) to 23,506 people (2011 census)
- Increasing migration: Historically, Wakefield had low levels of migration, with recent increases from Eastern European and South Asian countries. An Initial Accommodation Centre houses up to 350 asylum seekers.
- Negative perceptions in the local population relating to diversity and migration, according to the local authority:
  - Residents lack awareness of diversity / do not travel to other cities or experience different cultures.
  - About 2/3 residents voted to leave EU, which the local authority attributed in part to negative perceptions about increased migration.
- The project focuses on Ward 16 where the local authority identified heightened issues/concerns.

### Issue

- Different cultural norms among asylum seekers, EU migrants and white resident British communities creating tensions
- Increases in reported instances of hate crime and far-right demonstrations in the ward
- Existing ESOL provision unable to meet need
- Almost all dispersed asylum seekers live in the ward, alongside Eastern European communities and white British residents.
- Particular issues identified in the ward around: street cleaning / fly tipping; greater number of Houses of Multiple Occupation and rogue landlords; and anti-social behaviour issues and local tensions.

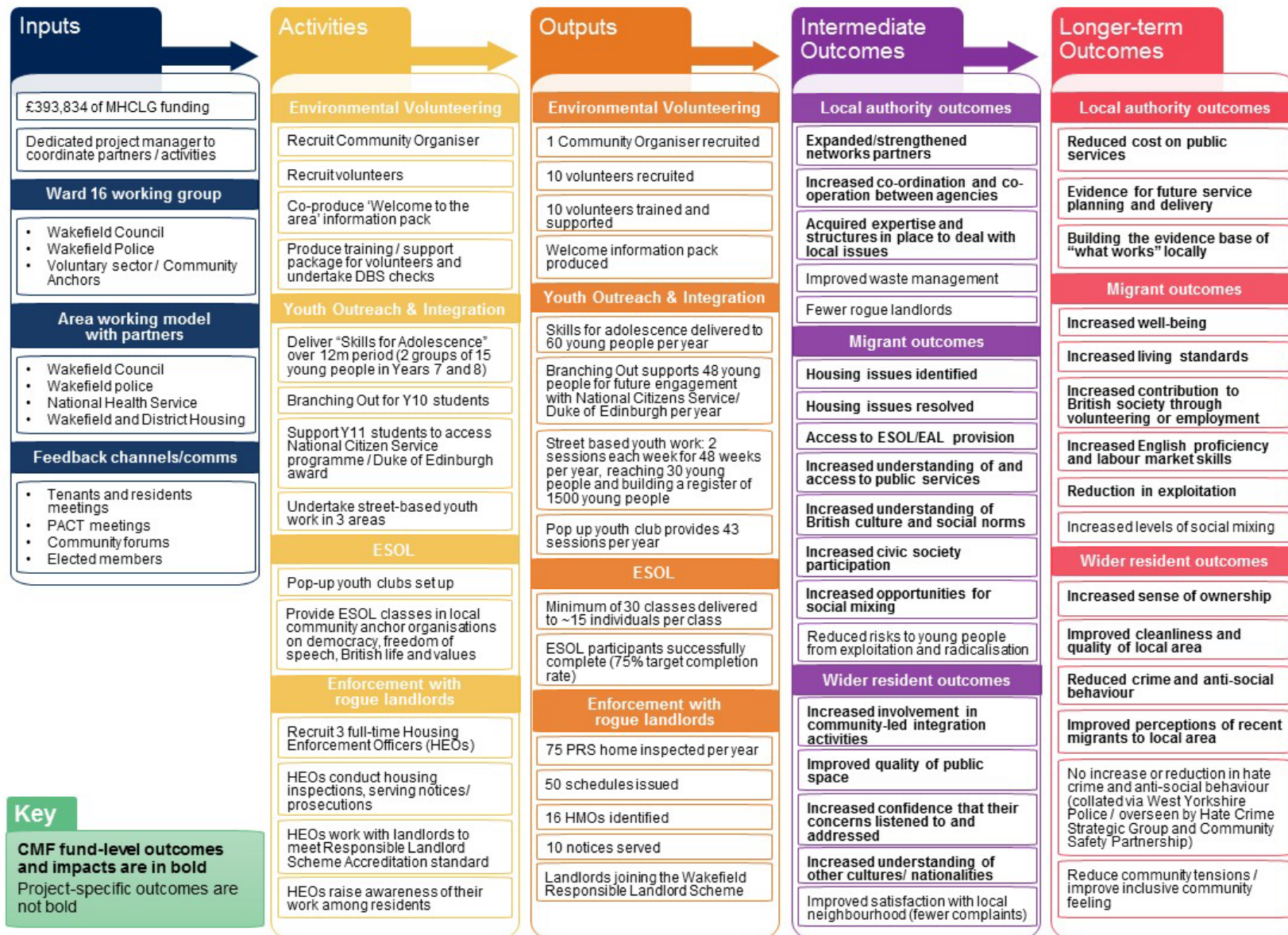
### Risks and assumptions

- Project manager is able to recruit qualified staff within timeframes for various strands and Wakefield Council has capacity to deliver activities.
- Recruitment activities target appropriate beneficiaries for activities.
- Beneficiaries are actively engaged in the activities (e.g. young people, volunteers).

### Impact

- **Evidence base of what works established** and shared within the local authority and voluntary and community sector organisations
- **Increased LA capabilities to address local migration issues** through delivery and evidence collection
- **Adequate and relevant services developed to address specific local issues**
- **Successful social mixing**
- **Residents most affected can see difference that has been made**
- **Improved perceptions about local impacts of immigration**





## 2 Methodology

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

### Overview of evaluation approach

A theory-based approach was taken for the evaluation, which focused on reviewing and testing the outputs and outcomes within the project's logic model.<sup>30</sup> 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 control groups was explored during individual project consultations, but this was considered inappropriate for three reasons:

- **Local-level comparison groups** were not identifiable given the lack of clear inclusion/ exclusion criteria for each activity (e.g. both residents and migrants could take part in the pop-up youth club and no potential beneficiaries were excluded from taking part);
- **Identifying a control group outside of the ward** was also considered inappropriate due to the ward's unique circumstances and challenges; and
- Additionally, as Community Harmony was selected later than other project level evaluations (as a replacement for another project that could no longer participate in the evaluation), there was a time constraint on finding suitable control groups.

Project-level outcomes were “mapped” onto relevant CMF-fund level outcomes contained in the overall fund-level Theory of Change (contained in Appendix 2). The evaluation approach was designed in consultation with project staff, including the development of an evaluation framework, along with further information about the evaluation approach (contained in Appendix 1). Primary data was collected through a mix of qualitative and quantitative approaches.

Project-level outcomes were “mapped” onto relevant CMF-fund level outcomes contained in the overall fund-level Theory of Change (contained in Appendix 2). The evaluation approach was designed in consultation with project staff, including the development of an evaluation framework (contained in Appendix 1). Primary data was gathered through a mix of qualitative and quantitative approaches

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

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<sup>30</sup> 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>

the availability and suitability of data collected at each of the 14 project sites. Consequently, each project was triaged to one of three methodological groupings:

1. **Cost benefit analysis (CBA):** Projects for which data on quantitative and monetizable outcomes was available met the higher threshold for Cost benefit analysis.
2. **Cost effectiveness analysis (CEA):** Where quantitative measures for outcome(s) existed, but no data (primary or secondary) was available to monetize the outcomes, cost effectiveness analysis was conducted.
3. **No feasibility for quantitative analysis:** Where there was no quantitative measure of outcomes available to the evaluation, neither cost benefit analysis nor cost effectiveness analysis could be conducted.

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

As there was no robust control (counterfactual) group against which to assess impact, artificial baselines were constructed. Where possible, input from project leads or secondary data was used to inform the assessment of the counterfactual. In the cases that this was not available, conservative estimates were made. Given the nature of the data used in the construction of the cost benefit and cost effectiveness models, the accuracy of results produced by the models should be interpreted with caution.<sup>31</sup>

**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 project staff and stakeholders and focus groups with project beneficiaries from each activity strand.

Project staff facilitated the recruitment of participants for qualitative research activities to minimise the need to share personal data as part of the evaluation. Participants for research activities were recruited by the project team, as well as through Ipsos MORI recruiting beneficiaries during project activities.

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<sup>31</sup> The Maryland scientific methods scale scores methods for counterfactuals construction on a scale of one to five (with five representing the most robust method). Due to the use of measures of additionally in the construction of the counterfactual, the approach taken for this analysis cannot be attributed a score. Therefore, the accuracy of results produced by the models should be interpreted with a high degree of caution. For more information, see: [https://whatworksgrowth.org/public/files/Methodology/Quick\\_Scoring\\_Guide.pdf](https://whatworksgrowth.org/public/files/Methodology/Quick_Scoring_Guide.pdf)

## Secondary data and monitoring information

Monitoring data on relevant project outputs was collected by the project and shared with Ipsos MORI. This included attendance records and progress reports from the Community Anchor organisations and records from the local authority's housing department.

Relevant secondary data collected by the project and partners was identified during the project scoping phase. This included crime statistics from the West Yorkshire Police, records from the local authority's complaints call centre and an independent report from Theatre Royal Wakefield. This information was collated by the project and shared with Ipsos MORI at the end of the evaluation period (January 2020).

## Value for money assessment

Due to the lack of primary or secondary data available to monetize outcomes, the Community Harmony project was selected for a CEA. Where it was not possible to quantify monetizable outcomes, secondary data on potential monetizable benefits was considered. Perceptions of project costs and benefits were also explored in qualitative consultations with staff and stakeholders and secondary data from local migrants. The analysis acts to supplement the quantitative value for money assessment. The findings are outlined in Chapter 6.

## Methodological strengths

- The **breadth and depth of the qualitative data**, including end beneficiaries, project staff of all strands and wider stakeholders, which contributed to a well-rounded analysis of the project's activities and is a key strength of this evaluation.
- The **range of monitoring and secondary data** shared by the delivery staff, including local administrative data and statistics, which provided further context and evidence on the achievement of CMF and project outcomes and some evidence of change over time.
- **Strong communication between delivery staff and the evaluation team** allowed for a transparent and honest relationship which further strengthens the credibility of the evaluation itself.

## Methodological limitations

- **Participant self-selection biases:** participants could decide for themselves whether they wanted to take part in evaluation activities. Attendance at two focus groups (with young people and environmental volunteers) was limited due to some participants being reluctant to take part and a lack of availability during the fieldwork date.
- **It is difficult to measure change or judge attribution due to the limit of one assessment date and lack of a counterfactual.**
- One focus group was conducted with beneficiaries for each activity strand (volunteering, youth work, housing and enforcement, ESOL). While this data cannot

capture the full range of views and opinions and is therefore not truly representative, it provides additional context to the findings and enables triangulation of the evidence gathered from different participant groups

- It was not within scope of the evaluation to conduct surveys with beneficiaries on any strand, which would have added further context to the interviews and focus groups. This was a result of infrequent attendance by beneficiaries at project activities and the overall evaluation starting later due to Community Harmony replacing a different local authority's project, both of which prevented the potential for a before/ after comparison.

## 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 were 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 Community Harmony 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. It concludes with discussion of the extent to which the evidence suggests that the project could be replicated elsewhere or scaled up.

### 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 17 target outputs set, 12 were achieved or exceeded, three were partially achieved and two were not achieved.

**Table 3.1: Achievement of project outputs**

Strand	Target output	Output achieved	Completion measure <sup>32</sup>
Environmental volunteering	1 community organiser recruited	A community organiser was recruited to lead the Environmental Volunteering	Achieved
	10 volunteers recruited, trained and supported	The community organiser recruited, trained and provided support to 18 volunteers.	Exceeded
	Welcome Pack produced	The environmental volunteering Welcome Pack had not been written during the evaluation timeframe. However, the project lead had identified partner organisations to take this forward and planned to publish in 2020.	Partially achieved (on track)
	Reduced complaints from local community	Data from the local authority's complaints call centre showed no significant change in the levels of complaints from before (2017) as	Not achieved

<sup>32</sup> 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.

		compared to during (2018 -2019) the project.	
Youth work	60 young people (per year) taking part in Skills for Adolescence	Project monitoring information showed that 120 young people took the course over 2 years	Achieved
	48 young people taking part in Branching Out	Project monitoring information showed that 60 young people completed the Branching Out programme.	Exceeded
	2 sessions each week for 48 weeks per year, reaching 30 young people	Project monitoring data showed that the project ran 129 sessions in total, engaging 121 individual young people	Exceeded
	Register built of 1,500 young people	Project monitoring information shows that the project built a register of 537 young people	Partially achieved
	Pop up youth club to provide 43 sessions per year	Project monitoring information shows that the project ran 43 sessions per year	Achieved
ESOL	Minimum of 30 classes delivered	Class registers shared by the project show that there were 170 classes in total.	Exceeded
	Average 15 individuals attending each class	Class registers showed that the average class size was 8 beneficiaries	Partially achieved
	ESOL participants successfully complete - 75% target completion rate	From class registers, 38% of students (102/269) completed the course (defined as having attended 75% or more of the classes).	Not achieved
Housing	75 private rented sector homes inspected per year	According to project monitoring information, 203 private rented sector homes were inspected during the period.	Exceeded
	50 work schedules issued	According to project monitoring information, 179 work schedules were issued during the period.	Exceeded

	16 HMOs identified	According to project monitoring information, 33 HMOs were identified during the period.	Exceeded
	10 legal notices served	According to project monitoring information, 47 legal notices were served during the period.	Exceeded
	Landlords join the Wakefield Responsible Landlord Scheme (no target)	According to project monitoring information, 7 landlords who own c.60 properties in the area joined the local authority's Responsible Landlord Scheme. <sup>33</sup> As this scheme is voluntary, no specific target was set. However, project staff felt that they had achieved what they had intended to.	Achieved

## What worked in delivering the project?

**There were four key elements that were found to facilitate project delivery overall:**

- (1) Active recruitment and engagement of participants by project staff;
- (2) Interventions tailored to the needs of beneficiaries and drawing on the skills and experience of partner organisations;
- (3) Flexible project design enabling staff to work around barriers to participation among beneficiaries;
- (4) the social and practical design of project activities.

### **(1) Active, face-to-face recruitment and engagement**

Active, face-to-face recruitment and engagement of beneficiaries by project staff was identified by staff as a success factor for most strands of the project.

For the **youth work strand**, project delivery staff reported that going out and meeting young people worked well to encourage engagement. The detached work<sup>34</sup> allowed staff to refer young people considered “at-risk” to the indoor pop-up youth club (for example, young people congregating at the bus station). Project staff also described how presentations delivered at the local college, followed by college staff accompanying young people to the youth club, facilitated their engagement through creating a “bridge of trusted adults” . Staff reported that this approach was particularly effective for engaging young Asian women, whose parents had concerns about the mixed gender group. Staff also

<sup>33</sup> More information available here: <https://www.wakefield.gov.uk/housing/private-rented/wrls>

<sup>34</sup> Detached work is defined as 'youth work which takes place away from buildings, or other provision primarily intended for the use of young people, and instead happens in areas which young people might identify as their 'own ground', for instance; street corners, bus shelters, parks, cafes, shopping precincts and other places where young people choose to meet.' <http://www.youth-association.org/downloads/TheYouthAssociation-DetachedYouthWorkPolicy.pdf>



reported that the presentation reassured them that the youth group would involve practical/purposeful activities (e.g. crafts, sports), rather than focusing on socialising. Beneficiaries also recalled finding out about the youth club through word of mouth at their local college. Project stakeholders and delivery staff described home visits as effective for promoting engagement among harder to reach groups. When recruiting participants for Branching Out, delivery staff described how young people were often reluctant to travel outside of their neighbourhood due to territorial tensions between different communities. By visiting these young people already known to them in person at their homes, staff described how they were able to explain the benefits of the programme. A project stakeholder stated that it would not have otherwise been possible to engage these young people with the project.

Similarly, on **the ESOL strand**, delivery staff described picking up beneficiaries considered to be socially-excluded (particularly women) from their homes, as they would not have attended the classes otherwise. Delivery staff also described the benefits of visiting schools, churches and mosques to promote the classes, though staff noted that recruitment was generally straightforward due to the widespread demand among target groups for ESOL classes.

On **the housing enforcement strand**, local authority stakeholders described how the project's funding had provided greater staff capacity to proactively identify and respond to housing issues in the area, through conducting street walks and house visits. Stakeholders described how this approach helped to spread word among landlords that the local authority officers could be trusted to work with them and not against them, but also that if they breached their licenses then action would be taken.

## **(2) Tailored interventions responsive beneficiaries' needs**

Project staff and beneficiaries reported that tailoring the interventions to the needs of beneficiaries and drawing on the experience of partner organisations promoted high engagement from target beneficiaries.

On **the environmental volunteering strand**, beneficiaries expressed support for the range of participation options that they could get involved with and valued that these did not depend on existing physical or practical skills. This included supporting tasks, such as help with catering, for those who were less physically able.

On **the ESOL strand**, delivery staff and stakeholders took on board student feedback when designing the overall curriculum and individual sessions, for example prioritising content to boost conversation skills.

On **the youth strand**, *Skills for Adolescents* delivery staff adapted their sessions to avoid repeating topics that students had already covered, which staff reported helped to maintain their interest. Some staff suggested that conducting the programme with Year 6 pupils prior to their transition to secondary school could be more effective than Year 7 pupils, as more of the content of the course would be new to them. Branching Out delivery staff reported that a list of rules co-produced and continuously updated with the young people helped to overcome conflicts between them. Delivery staff involved with the on-street detached work also reported that a non-hierarchical approach to young people worked

most effectively when building rapport, including staff keeping an “open mind” before judging young people’s behaviour.

Additionally, the pop up youth-club beneficiaries valued the lack of compulsory activities and being able to choose their activity (such as sport or socialising) depending on their mood that day. Delivery staff and stakeholders involved with the youth club described how they regularly consulted the young people with a ‘session log’, flip charts and group discussions to track the young people’s feedback and adapt the activities on offer where possible.

*“[Young people] tell us what kinds of activities they want to do, whatever mood they’re in, whatever issues are going on... We try to work around their needs.” Delivery staff, interview*

### **(3) Flexible project design**

On multiple project strands, staff and stakeholders reported that the flexible approach to arranging activities enabled staff to work around barriers to participation encountered for specific beneficiaries.

On **the youth work strand**, youth club delivery staff described how scheduling sessions immediately after the end of college, at a sports venue familiar to them, was effective in engaging young people before they dispersed to different neighbourhoods.

For **the ESOL strand**, delivery staff scheduled classes on different days and times to fit around the work and caring responsibilities of beneficiaries. Staff also reported that the provision of free childcare was a key enabler for encouraging beneficiaries to sign up to the classes and maintain engagement. ESOL beneficiaries reported that there were minimal barriers to attending classes. However, the end of term reports showed many students missed classes or dropped out due to caring responsibilities, work or illness, suggesting that there may be limitations on how flexible delivery can be to accommodate different learners’ needs. This is explored in more detail in challenges below.

For **the housing enforcement strand**, local authority stakeholders described how their proactive and remedial approaches had enabled them to identify local stakeholders who have real influence and are direct links with the community rather than those with the “loudest voices”.

### **(4) Social and practical design of project activities**

Beneficiaries and project staff reported that the social and practical design of project activities facilitated ongoing engagement among beneficiaries.

On **the youth strand**, youth club participants and delivery staff described the most enjoyable activities as talking with people from all different cultures, going on trips to local cultural sites, such as York Cathedral. and taking part in sports and arts and crafts activities at the community centre.

Similarly, on **the ESOL strand** participants and delivery staff described how class topics that focused on ‘neighbourhood’ and conversation skills that highlighted the correct use of English as it came up, rather than in the abstract, were the most engaging. This was also recorded in end-of-term progress reports. Additionally, ESOL beneficiaries enjoyed arts

and crafts in lessons (such as sewing and painting) and trips to local cultural sites such as the Yorkshire Sculpture Park. Staff reported that these activities conveyed key messages and knowledge in an engaging format.

## What were the challenges to delivering the project?

There were three main challenges to the delivery of the Community Harmony project: (1) difficulties engaging a diverse mix of participants, including recent migrants and longer-established residents; (2) the diversity and varied needs of the local migrant population; (3) Lack of consideration of practicalities, such as venues and weather.

### (1) Recruiting a diverse mix of participants

On the **environmental volunteering strand**, delivery staff reported challenges recruiting a diverse mix of participants by length of residence in the community (longer-term residents and recent migrants) and by tenure (tenants and landlords). Beneficiaries similarly reported that the street clean-up sessions were mostly attended by long-time residents with only small numbers of migrants; in contrast, they described the youth-led clean-up sessions of the local parks as being much more diverse by nationality. Delivery staff and beneficiaries considered this to be due to a general lack of engagement in community activities among local residents except for a small cohort of committed “usual suspects” who attended most events. For the Eastern European (mostly Polish) community, stakeholders cited long working hours and transience in private rented housing as barriers to engagement.<sup>35</sup> According to local authority stakeholders, it was these barriers, which had been encountered beyond the project (such as PACT meetings), rather than any specific reluctance towards community activities aimed at social mixing, which made volunteer recruitment difficult. Local authority stakeholders also described the short-term funding as a limiting factor and felt that bringing together migrant communities and wider residents was a process that would take longer than the two-year project period.

*“[Social mixing is a] process that takes longer than [we had] anticipated...the issue with short-term funding is that you get to the point where you can see what progress is happening and you can see what you want to develop but it’s how much time you have to do it.”*  
Internal stakeholder, interview

On the **youth strand**, delivery staff reported that they had struggled to recruit longer-established residents, as most of the youth club attendees were recruited from the local college’s existing ESOL classes. While this was considered to have been a success, a local authority stakeholder reported a knock-on effect of young people perceiving the youth club as “for migrants” and, therefore, “not for them”. The stakeholder also believed that the area’s limited youth provision acted as a barrier to tapping into networks of other young people, which were not considered to exist locally.

*Branching Out* delivery staff stated that engaging enough interested participants was not an issue, but rather ensuring an even spread across different schools and neighbourhoods. They explained that this issue was exacerbated by a miscommunication

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<sup>35</sup> Wakefield CCG “Final Report on Eastern European Engagement”, available at: [https://www.wakefieldccg.nhs.uk/fileadmin/site\\_setup/contentUploads/Get\\_involved/Final\\_report\\_on\\_Eastern\\_European\\_Engagement\\_partners\\_version\\_\\_\\_draft\\_.doc](https://www.wakefieldccg.nhs.uk/fileadmin/site_setup/contentUploads/Get_involved/Final_report_on_Eastern_European_Engagement_partners_version___draft_.doc)

with the local college that the programme was supposed to be focused on one ward (Ward 16) while the local college's catchment covers a wider area.

*Skills for Adolescents* delivery staff suggested that a barrier to reaching a representative mix of migrants and wider residents for project activities was due to a misconception on the part of educational establishments, who saw the project as primarily focused on pupils with additional needs and/ or low English language ability.

## **(2) Diversity of the local migrant population**

The diversity of the local migrant population presented challenges for delivery staff to tailor the delivery and content to accommodate the varied needs of attendees.

On **the ESOL strand**, delivery staff described the varied abilities of beneficiaries as creating additional work to decide on course content and accreditation, which was a time-consuming process. However, end of term reports suggest that this issue reduced once students were split into classes based on ability. Delivery staff also described challenges when choosing whether to treat local migrant communities with a uniform or customised approach. For example, one delivery staff member expressed frustration that they had to invest in creche facilities, due to the childcare needs of one cohort, when subsequent cohorts did not require childcare provision. However, according to the end of term reports, caring responsibilities were one of the frequent reasons for infrequent attendance and drop-outs. In another case, a delivery staff member reported that while they had initially attempted to recruit a British Asian female staff member to encourage attendance among Asian women, students fed back that gender matching was not required.

According to a local authority stakeholder, while the project's target was more recent migrants, they were aware of longer-established migrant women who had never accessed any ESOL, and who the project therefore wished to engage. This was confirmed by ESOL beneficiaries at the focus group, some of whom had lived in Wakefield for 10 years or more.

Local authority stakeholders reported that the ESOL delivery staff initially struggled to engage men and European migrants to the classes, which they attributed to cultural considerations and pride. However, stakeholders overcame barriers to engaging Eastern European migrants by coordinating with an additional language school that focused on this group and scheduled classes on Saturday afternoons to take account of their working patterns. This increased both the gender and nationality spread of the classes.

## **(3) Attendance practicalities**

While the project adapted to take into consideration beneficiary needs in the timing of sessions (as outlined above), an initial lack of consideration by project staff of practicalities (such as venues and the weather) led to low attendance for some activities.

**Environmental volunteering** beneficiaries and local authority stakeholders stated that seasonal weather changes severely limited this strand's feasibility of engaging with wider residents. As a result, the project experienced low turnout over the winter months. In contrast, **on the youth strand**, local authority stakeholders described how good weather negatively impacted attendance, with young people opting for playing sports and meeting

friends outside in local parks instead of going to the indoor pop-up youth club. In addition, youth club beneficiaries expressed frustration with the limited space for their activities and stated a desire for more funding to expand this.

# Key findings: Outcomes

This section reports on the key findings from the evaluation in relation to progress made by Community Harmony towards its intended outcomes. It begins with an assessment of progress made towards each of the intermediate CMF outcomes set out in the project logic model. Project-specific outcomes are also considered where these relate to relevant CMF outcomes. Where expected during the project timeframe, evidence towards meeting longer-term outcomes are also considered. This is followed by discussion of the factors that were found to have contributed to the achievement of project outcomes. Finally, this section summarises the expected progress towards outcomes expected to be realised in the longer-term, beyond the timeframe of the project or the evaluation.

## Progress towards intended outcomes

The available evidence suggests that the project contributed towards all of its intended intermediate local authority outcomes. This suggests that the project is on track to achieve longer-term outcomes around building evidence for future service planning, delivery and “what works” locally.

The project also contributed towards outcomes for beneficiaries on the ESOL, housing enforcement and youth strands. This suggests that the project is on course to achieve the following long-term CMF outcomes for migrants: increased well-being, increased living standards, increased contribution to British society and increased English language proficiency.

There was a general lack of data regarding resident outcomes, so the findings for this group are less conclusive.

## CMF fund-level local authority outcomes

### Intermediate outcome 1: expanded and strengthened network partners

The project aimed to achieve this outcome through establishing new and developing existing relationships between the local authority, the Community Anchor organisations and other local public services (notably West Yorkshire Police and local health services). The project model is predicated on partnerships with key “Community Anchor” organisations, coordinated by the District Council, with regular working group meetings to feedback on delivery.

Partnership working has facilitated increased trust between local authority staff and third-sector delivery partners. Local stakeholders and project staff reported that key partnerships had been strengthened as a result of the project. The local authority stakeholders described how, although they had experience of commissioning to the third sector, the CMF funding had allowed them to “take risks” with newer, smaller voluntary and community organisations. The stakeholders highlighted the benefit of these smaller organisations’ ability to deliver effectively and add value through identifying additional funding from other sources. In this way, project staff felt the project had built capacity in the third sector to deliver integration work.

*"It's good to take risks and reach new organisations...you give [third sector organisations] money and they double or treble it." Internal stakeholder, interview*

Similarly, local authority stakeholders described how the open dialogue of the Community Harmony working group had improved relations with elected members (councillors) as a means of gathering resident concerns that may have previously 'got lost' in the local authority officers' systems and processes and therefore not been addressed.

**Partnership working was encouraged through clear communication of mutual benefits to the local authority and partnership organisations.** Some delivery staff appreciated the relationship with the project team, describing them as "working with them rather than against them". However, other delivery staff thought that this relationship could be equalised by not having to do things the local authority's "preferred way". This included the perceived administrative burden of setting up systems to collect monitoring information (to meet the local authority's monitoring and evaluation requirements) and finding formally qualified ESOL teachers rather than recruiting from the community. Similarly, local authority stakeholders stated how important it was to be "open and honest" with their third sector partners about how investing time and energy into the project would be mutually beneficial to ensure these relationships were "equitable and sustainable".

Local authority stakeholders reflected that the short timescale for writing the funding bid may have reduced the potential for consultation and co-production with these third sector partners. As a result, issues that might have been addressed during the initial formulation of the project did not emerge and could not be addressed until the project was underway.

Through the project, **new partnerships were also formed between the local authority and local cultural organisations.** These partnerships (including with Yorkshire Sculpture Park, Theatre Royal Wakefield, The Art House (Wakefield)) enabled the project to arrange cultural experiences for ESOL and youth strand beneficiaries. Delivery staff also reported improved relationships with schools, churches and mosques through ESOL beneficiary recruitment activities. Delivery staff described how the strengthened partnerships helped to signpost beneficiaries to internal and external support; for example, signposting ESOL beneficiaries internally to the pop-up youth club, as well as externally to social programmes run by local GPs.

Despite limitations in the approach, **there is some evidence which supports that the project has contributed towards the intermediate outcome of expanding and strengthening network partnerships.**

### **Intermediate outcome 2: increased co-ordination and co-operation between agencies**

**Partnerships fed into the design of interventions and facilitated the identification of additional funding sources.** On the **ESOL strand**, the local authority stakeholders highlighted a successful collaboration with Theatre Royal Wakefield on the funding and design of the 'Raise your Voice' project to improve the confidence of migrant women. Outside of the project's formal strands, a local authority stakeholder described working with local groups to access funding:

- With a local VCO to access a total of £52,000 of funding from the People’s Health Trust<sup>36</sup> and the local Clinical Commissioning Group to help support young people from migrant communities (mostly from African nations) with football, boxing, swimming, IT sessions and CV advice;
- With a local VCO to access £35,000 from the Co-op’s crime reduction Safer Spaces campaign<sup>37</sup>; and
- With a local VCO to access £5,000 of funding from #iwill<sup>38</sup> for two public art projects (one delivered, the other delayed due to Covid-19).

Some project delivery staff emphasised the benefits of sharing best practice and materials (such as ESOL teachers sharing lesson plans) and being able to refer students to the classes where they felt most comfortable (in terms of English ability and demographics). However, other delivery staff from the ESOL strand believed that pre-existing third sector forums already fulfilled the ability to share best practice in Wakefield.

On **the youth strand**, project delivery staff involved in the detached on-street work, described how an existing multi-agency community forum (with delivery staff as well as representatives from the police, social workers and teachers) enabled them to identify anti-social behaviour hotspots.

Project delivery staff involved with **the youth and ESOL strands** also reported that staff at community centres had gained expertise through the project, such as learning how to host and run ESOL classes and formally monitoring attendance and participation; the delivery staff described these new activities and self-monitoring skills had built their capacity and improved their ability to apply for future funding.

**The project also promoted increased joined-up intelligence and information sharing, to the mutual benefit of local services.**

On **the youth strand**, local authority stakeholders and project delivery staff reported successful co-operation with the police on several activities. With the pop-up youth club, local authority stakeholders and project delivery staff reported that inviting Police Community Support Officers (PCSOs) to talk to the young people improved the young people’s perception of the police which, in some cases, had been negative. With Branching Out, the project delivery staff described how including police officers without their uniforms engaging in the same activities as the young people helped to 'break down barriers' for those who previously saw them as a threat.

The findings outlined above indicate that there is some evidence to suggest **the project contributed towards the intermediate outcome of increasing co-ordination and co-operation between agencies.**

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<sup>36</sup> <https://www.peopleshealthtrust.org.uk/>

<sup>37</sup> <https://www.co-operative.coop/campaigning/crime-campaign>

<sup>38</sup> <https://www.iwill.org.uk/>



### **Intermediate outcome 3: Acquired expertise and structures in place to deal with local issues**

Through the aforementioned new and developed partnerships, the project aimed to acquire expertise and build structures to improve the efficiency and sustainability of helping local residents across the different strands of the project.

**Both local authority stakeholders and project delivery staff described learning new approaches that would help them in the future. For stakeholders, this was particularly the case on the housing enforcement strand;** they used the funding to commission training for enforcement officers on communicating positively with tenants and landlords to change perceptions about the local authority. As a result, the local authority's Strategic Housing Department was in the process of rolling out the same approach to landlord enforcement to other wards in Wakefield.

**Local authority stakeholders reported that delivering the project in community centres had enabled them to reach socially isolated residents and create a referral route for support. Staff on the ESOL strand** reported that running classes in community centres had also increased local awareness and trust of these services among vulnerable individuals, who now came to these spaces to seek help for wider issues. With people coming forward of their own accord, staff reported that the local authority and other public services had increased capacity to reach vulnerable and socially isolated people who may need support (for example, in cases of people trafficking or child safeguarding).

On **the youth strand**, staff also referred to examples of young people at risk of homelessness seeking support after hearing about the community centre used by the project's pop-up youth club.

*"We have had people knowing the building now and coming in, even if I'm not there, there's always somebody there and they never had that before." Delivery staff, interview*

A stakeholder also recounted that experience from Community Harmony, across all strands, had been applied to a new CMF-funded programme (the Migrant Access Project<sup>39</sup>), drawing on the experience of staff and networks built (including beneficiaries and stakeholders).

**There is some evidence to suggest that, despite limitations in the approach, the project contributed towards the intermediate outcome of acquiring expertise and structures in place to deal with local issues.** This evidence also indicates that the project is on course to meet two of its longer-term outcomes: providing evidence for future service planning and delivery and building the evidence base of "what works" locally.

### **CMF fund-level migrant outcomes**

#### **Intermediate outcome 1: increased understanding of and access to public services**

The project aimed to achieve this outcome through its **ESOL strand**, working with Community Anchor organisations to assist migrants to learn English to improve, among

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<sup>39</sup> More information available here: <https://twitter.com/MapWakefield>

other skills, their understanding of how to access services (including health services, schools and local authority support services). In addition to the primary data, assessment of this outcome draws on end of term reports from ESOL providers.

Classes included content on school and parents' evenings, reading medicine labels, going to the GP, using banks and post offices, contacting emergency services, using buses and trains and contacting the local authority. Testimony from ESOL beneficiaries and project delivery staff indicated that beneficiaries had improved their ability to speak to teachers at parents' evenings and attend medical appointments by themselves, without an interpreter. This was also reported in end of term reports.

*"Before, at parents evening, I had to go with my daughter, but now it's just me." Project beneficiary, focus group*

Local authority stakeholders also described the classes as giving the students a "safe space to ask questions" about public services without fear of feeling embarrassed. ESOL project delivery staff described how, rather than simply teaching vocabulary in the abstract, they went for trips to local supermarkets, cafes, GP surgeries and train stations, to show beneficiaries visually and interactively how to communicate with staff in public services. Project delivery staff described how some of the students had never had these types of interactions in English before.

The findings outlined above provide **strong evidence which supports that the project has contributed towards the intermediate outcome of increasing migrants' understanding of and access to public services.**

## **Intermediate outcome 2: Housing issues identified**

The project aimed to achieve this outcome through its **housing enforcement strand**. This was set up by the local authority's Strategic Housing Department to build intelligence of where landlords were operating irresponsibly in the ward through housing inspections and raising awareness with residents in the local area about landlords' and tenants' responsibilities and how to report when these were not upheld. In addition to the primary data, assessment of this outcome draws on administrative data from the local authority's Strategic Housing Department. As shown in table 3.1 above, project exceeded target outputs for private rented home inspected (203, target of 150) and for unlicensed HMOs identified (33, target of 16).

In terms of how this was achieved, local authority stakeholders described how the project's funding had allowed them to be proactive and gather information on properties that had been unknown to them in the past. Local authority stakeholders reported that the funding allowed them to gain greater knowledge and nuance about landlords: for example, while some landlords were actively avoiding the licensing scheme, others did not know that they needed to license their properties. In addition, housing enforcement delivery staff described how housing issues were found across a variety of communities and not specifically related to migrants. This runs contrary to the wider public perceptions in the area gathered through community intelligence (see 1.2 above).

**ESOL** beneficiaries also recounted learning about how to contact the local authority about housing issues. Local authority stakeholders, project delivery staff and monitoring information on this strand also indicate that these topics were covered in many lessons.

Topics included ‘how to talk to your landlord’, ‘housing issues’, ‘what a good tenant and landlord is’, and ‘what a tenancy agreement looks like’.

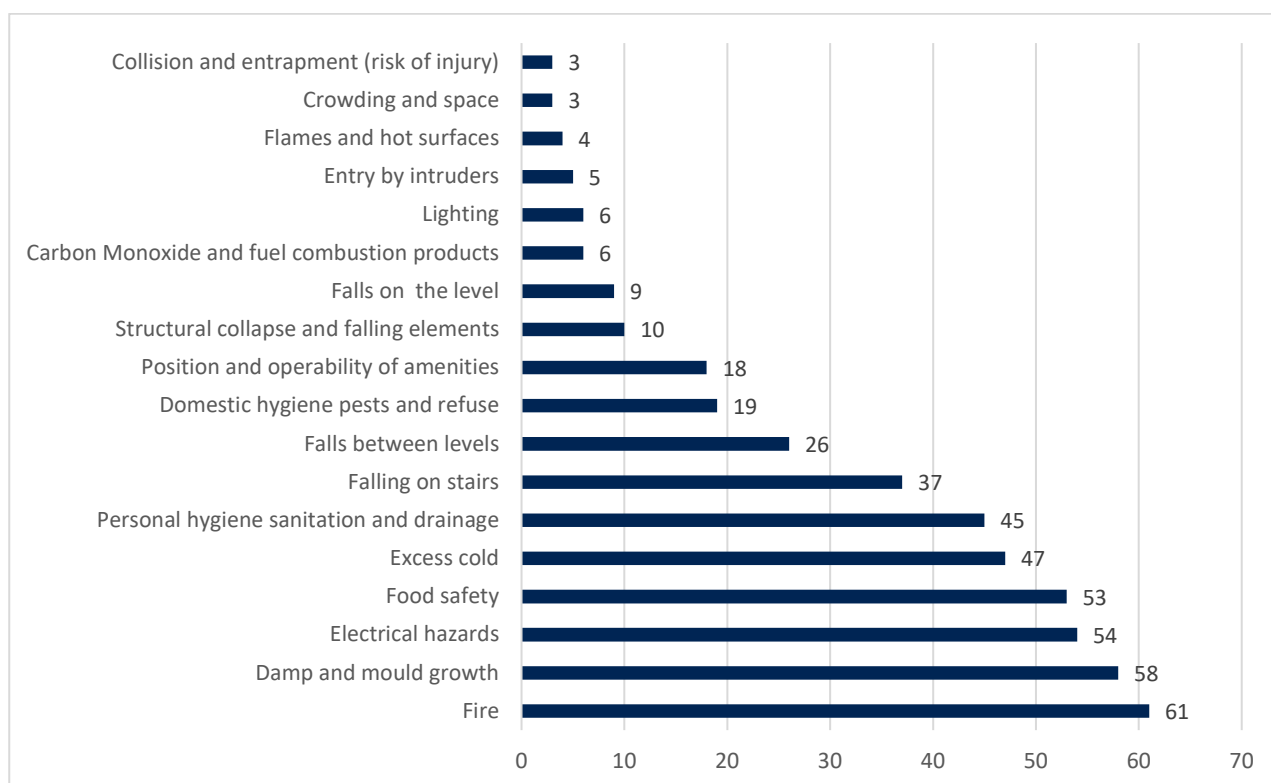
**The findings outlined above provide strong evidence to support that the project contributed towards the intermediate outcome of identifying housing issues.**

### Intermediate outcome 3: Housing issues resolved

The project aimed to achieve this outcome through the **housing enforcement strand**. This was set up by the local authority’s Strategic Housing Department to prevent tenants from being exploited and to minimise the impact of poor landlord performance on neighbourhoods through serving notices and prosecutions where necessary. The CMF intermediate outcome also relates to the project-level outcome of “fewer rogue landlords”.<sup>40</sup> In addition to the primary data collected, assessment of this outcome draws on administrative data from the local authority’s Strategic Housing Department.

As shown in table 3.1 above, the local authority exceeded its target outputs for work schedules issued (179 compared to a target of 50) and legal notices served (47 compared to a target of 10). In addition, Figure 5.1 below outlines the issues resolved after enforcement officers conducted follow-up visits.

**Figure 4.1: Housing issues resolved in Ward 16 during the project**



<sup>40</sup> Although ‘rogue landlords’ are referred to at a programme-wide level and in the project’s original bid documents, the local authority did not subsequently use this term as they believed that it inaccurately implied malicious intent and exacerbated tensions between landlords and local authorities.

As above, local authority stakeholders described how the project's funding had provided greater staff capacity to proactively identify and respond to housing issues in the area. They stated that this was a departure from the usual "reactive" complaints-based approach system, where action was taken on the basis of a complaint from a tenant. As a result, stakeholders reported that the project had:

- built trust with landlords;
- raised tenants' awareness about the hazards in their homes;
- informed landlords about their responsibilities to address issues; and
- reduced the antagonism that often resulted from following up on tenants' complaints.

Stakeholders described how, as a result of this approach, word had spread amongst local landlords that the local authority officers could be trusted to work with them and not against them, but also that if they breached their licenses action would be taken.

*"With us taking a proactive approach we were able to break those barriers down and build that trust up...we were able to tell people there that 'we're here to stay, we're not going to go away, we're committed to this'" Internal stakeholder, interview*

The findings outlined above provide **strong evidence that the project contributed towards the intermediate outcome of resolving housing issues**. This evidence also indicates that the project is on course to meet its longer-term outcome of **increased living standards**.

#### **Intermediate outcome 4: access to ESOL and EAL provision**

The project aimed to achieve this outcome through **its ESOL strand**. This involved funding the Community Anchor organisations to provide community ESOL provision for migrants who were unable or unwilling to attend mainstream college provision. In addition to the primary data, assessment of this outcome draws on end of term reports from ESOL providers.

Beneficiaries described **how the free courses, childcare (in some cases) and class timings that worked around school runs and work schedules helped them attend lessons** that they would have been unable to get to previously. Further, local authority stakeholders and project delivery staff highlighted how they **targeted recruitment around neighbourhoods previously with no or limited ESOL provision, as well as reaching out to people who were less likely to have attended formal ESOL classes**, such as socially-excluded migrant women. Although male attendance remained low in the initial classes, as outlined above this was overcome through engaging an additional partner and arranging classes to a timetable that better suited target beneficiaries' work schedules. End of term reports demonstrate that this improved the gender and nationality diversity of the ESOL strand.

According to the end of term reports, while the project exceeded its target for number of lessons delivered, many students did not attend all lessons or completed the course. Project delivery staff and stakeholders attributed this to several reasons. In some cases

this was positive, with students progressing quickly to higher level and/or accredited courses, while in other cases this was due to barriers such as long working hours, caring commitments or moving to a different area.

Beneficiaries described feeling more confident about their English language skills and becoming less dependent on interpreters and/or family members for their communication needs.

*“Every time I saw my neighbours outside, I stayed inside, but now it’s better. I can do it. Now I talk to them about where they go on holiday, just small talking.” Project beneficiary, focus group*

The end of term reports confirm this, with descriptions of increased confidence and beneficiaries’ greater ability to interact with people in everyday life. Local authority stakeholders and project delivery staff similarly described how learners had become more confident and were able to talk in a greater number of social situations. Tutor comments in the end of term reports confirm this, with references to several learners progressing in English proficiency and, according to delivery staff, in some cases being referred to the local authority’s formal ESOL offer.

The findings outlined above provide **strong evidence that the project contributed towards the intermediate outcome of improving access to ESOL and EAL provision.** In addition, this evidence suggests that one of the project is on course to meet the long-term outcome of **increased English proficiency and labour market skills.**

### **Intermediate outcome 5: increased understanding of British culture and social norms**

Through both the **youth work and ESOL strands**, the project aimed to improve understanding of British cultural norms such as seasonal festivals, how to empty bins and awareness of the local culture such as the coal mining history. In addition to the primary data, assessment of this outcome draws on end of term reports from ESOL providers.

On the **youth strand**, beneficiaries and project delivery staff from the pop-up youth club described learning about Remembrance Day through making poppies out of plastic bottles with a guest art practitioner. While beneficiaries from the youth club expressed nuanced views on British people and culture, all agreed that trips to cultural sites, such as York Cathedral, were beneficial for learning about different aspects about British society. While some beneficiaries reported facing racist and xenophobic abuse from local people, those who had not had these experiences described British people and culture as polite and friendly. Beneficiaries hoped that by learning more about British customs and practices they might avoid misunderstandings and that, in doing so, British people may also want to learn about their cultures in return. Delivery staff of Branching Out described finding value in teaching young people (including migrants) about the area’s mining history through a trip to a ‘living museum’.

*“We were able to take them to the mining museum and sculpture park and find out that these places are on their doorstep but they probably hadn’t even heard of them.” Delivery staff, interview*

On **the ESOL strand**, beneficiaries described finding the subject matter on British cultural norms engaging, relevant and useful. Project delivery staff believed this was achieved through focusing the content on ‘British culture and social norms’ at local everyday life, rather than national citizenship, to make it more relevant and engaging for beneficiaries. This is confirmed through reports of the lesson content, for example:

- housing enforcement officers attended classes to teach the students about recycling and waste collection;
- the end of term reports described class topics covering different festivals (e.g. Christmas, Easter), institutions such as the Royal Family, as well special occasions such as traditional Church of England weddings and Remembrance Day.
- Local authority stakeholders, project delivery staff and beneficiaries from ESOL and the youth club described going on trips to local cultural sites that beneficiaries would not have known about or been able to attend before, including museums such as the Hepworth Art Gallery and Yorkshire Sculpture Park and rugby matches.

The findings outlined above provide **strong evidence that the project contributed towards the intermediate outcome of increasing migrants’ understanding of British culture and social norms.**

### **Intermediate outcome 6: increased civic society participation**

The project aimed to achieve this outcome through **the environmental volunteering strand**, developing a community-centred approach (with both migrant and longer-established resident communities) to cleaning up the local environment and improving the appearance of the ward, through **the youth strand** by encouraging beneficiaries to take part in youth volunteering schemes, and **the ESOL strand** by encouraging beneficiaries to take part in local events.

As mentioned above, project staff and beneficiaries on the **environmental volunteering strand** reported challenges recruiting a diverse mix of participants by length of residence in the community and by tenure (tenants and landlords).

On **the youth work strand**, *Branching Out* delivery staff described referring young people to the Duke of Edinburgh award. Pop-up youth club beneficiaries mentioned volunteering at local businesses and spoke highly of the careers advice they received from the project delivery staff. In addition, a stakeholder highlighted several other civic society contributions by pop-up youth club members including:

- Participation in peer mentoring training with the Samaritans;<sup>41</sup>
- Participation in the “Safe Spaces” project funded by Co-op,<sup>42</sup> including creating a video about their neighbourhood to support the successful funding application;

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<sup>41</sup> <https://www.samaritans.org/branches/wakefield/>

<sup>42</sup> <https://www.co-operative.coop/campaigning/crime-campaign>

- Volunteering at local community centres; and
- Participation in the Sports Leaders Course.<sup>43</sup>

On the **ESOL strand**, local authority stakeholders and project delivery staff described how, as a result of their newly increased English ability, students had joined clubs and societies (such as sewing and computer club), attended local seasonal events and also encouraged family members to take part in these activities.

The findings outlined above provide some evidence that, despite limitations in the approach, **the project contributed towards the intermediate outcome of increasing civic society participation.**

The evidence from this intermediate outcome also relates to a longer-term outcome for migrants: **increased contribution to British society (through volunteering or employment)**. On the **youth strand**, beneficiaries from the youth club expressed that they were keen to get education, find work and make better futures for themselves in England. Similarly, on the **ESOL strand**, beneficiaries explained that they were learning English in order to find a job, mostly in care or education, though some planned to go to university to pursue dentistry. Delivery staff also spoke positively about their students' contribution to society and how this might impact on wider residents' perceptions of migrants.

*"[ESOL at the community centre] has educated other people that they're not just there pinching all their jobs and they're not just there doing what [tabloid newspaper] spouts out. They're part of the community, they work hard, they input into the community." Delivery staff, interview*

The findings outlined above provide some evidence that, despite limitations in the approach, **the project has contributed towards the long-term outcome of increasing migrants' contribution to British society.**

## **CMF fund-level resident outcomes**

### **Intermediate outcome 1: increased involvement in community-led integration activities**

The project aimed to achieve this outcome through its **environmental volunteering strand**, engaging the ward's residents to participate in 'community clean-ups'. For this activity, the beneficiaries were both the volunteers recruited through the strand and residents living on the affected streets. The CMF intermediate outcome also relates to the project-level outcome of **increased opportunities for social mixing.**

Beneficiaries of the **environmental volunteering strand** described the community involvement in the clean-ups as 'heart-warming', with people voluntarily taking part and giving up their Saturdays in aid of their neighbourhood. Although the project exceeded its target for environmental volunteer recruitment, beneficiaries and local authority stakeholders expressed some disappointment with low turnout and a lack of diversity of volunteers, describing attendance as often representing the same owner-occupiers and

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<sup>43</sup> <https://www.sportsleaders.org/>

long-term tenants, with a lack of new migrants or short-term tenants. While stakeholders believed that the low turnout was due to some residents' antipathy towards the local authority, some beneficiaries felt that this was due to the transient nature of migrants and tenants, leading to lack of attachment to the area.

*"How long are [renters] going to be here? So they're not bothered, are they? I've been here 50 years" Project beneficiary, focus group*

In contrast, however, beneficiaries described the youth-led community clean-ups as more diverse with both residents and migrants represented (though further evidence on this was not available to the evaluation). A local authority stakeholder also described the variety of age groups of involved from "age six to 78". Although photographic documentation of the 'clean-ups' gives a sense of the diversity of participants, attendance at the sessions was not consistently recorded by the project.

Due to limitations in the evaluation approach, **the evidence is inconclusive as to whether the project has contributed towards the intermediate outcome of increasing involvement in community-led integration activities.**

## **Intermediate outcome 2: improved quality of public space**

The project aimed to achieve this outcome through its **environmental volunteering strand**. This involved recruiting local residents to participate in 'community clean-ups' to work together to improve the public realm through removing litter, painting over graffiti and street gardening. The CMF intermediate outcome links to the project-level outcome of **improved waste management**.

On **the environmental volunteering strand**, beneficiaries described some areas of improvement in the quality of public space, such as reduced litter and new flower beds alongside certain streets and park improvements, including a mural to paint over graffiti and a fixed gate and fence which they believed would prevent anti-social behaviour when it closes in the evening. Local authority stakeholders recognised that resident engagement with environmental volunteering had been challenging, which they attributed to the fractured relationship between the local authority and some sectors of the community, manifesting in a lack of pride in the area.

In terms of waste management, the beneficiaries referred to some positive improvements such as a reduction in fly-tipping at a local park but also highlighted continuing issues with a build-up of waste outside properties allegedly rented by migrants. According to a local authority stakeholder, similar issues have been raised at street PACT<sup>44</sup> meetings around "single working men" discarding possessions after leaving short-term tenancies. Further, data from the local authority's complaints call centre shows a similar level of complaints from before the project (2017) as during (2018-19) including complaints about waste specifically. However, according to a local stakeholder, residents often circumvent this call centre to relay complaints to local councillors, who then pursue these complaints directly with council officers. Additionally, there is no evidence to suggest any link between these complaints and private rented properties or migrant communities. Some local authority

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<sup>44</sup> In addition to Police officers and local residents, these meetings included local council officers from Housing, Highways, anti-social behaviour and Street Scene departments.



stakeholders believe that resident perceptions of migrant overcrowding may be exaggerated. This is borne out through the housing enforcement data, with only 3 instances of overcrowding out of the 465 Housing issues resolved in the ward during the project (see Figure 4.1 above).

On the **ESOL strand**, end of term reports and interviews with project delivery staff and stakeholders describe students receiving lessons from housing enforcement officers and waste management staff, which may indirectly further contribute to the intended outcome of improved quality of public space.<sup>45</sup>

The findings suggest that **there is some evidence that the project has contributed towards improving the quality of public space, although persistent issues remain.** Furthermore, the scale of overcrowding was considered to be smaller than originally perceived.

The evidence from this intermediate outcome also relates to two the project's long-term outcomes, **increased sense of ownership** and **improved cleanliness and quality of the local area**. On the environmental volunteering strand, beneficiaries believed that the young people's involvement in improving their local park had given them a sense of ownership. They predicted that the mural they had painted would have a legacy of positive social effects, such as reduced fly-tipping and anti-social behaviour, because of the pride they have gained for the space.

*"Young people will become adults and they'll be less likely to fly tip in the community and do anti-social behaviour because they've got pride in that community" Project beneficiary, focus group*

However, beneficiaries also believed that pride was not high in the area because of the high proportion of private rented accommodation, where turnover of tenants is high, resulting in less of a connection to the area. It is unclear, without a wider sample of local residents, whether this sentiment is shared by the wider community. Due to the limitations in the evaluation approach, **the evidence is inconclusive as to whether the project has contributed towards the long-term outcomes of increased sense of ownership and improved cleanliness and quality of the local area.**

### **Intermediate outcome 3: increased confidence that their concerns are listened to and addressed**

The project aimed to achieve this outcome through **the housing enforcement strand**, improving dialogue between the local authority and residents regarding their concerns in the ward such as overcrowding, waste management and anti-social behaviour. The CMF intermediate outcome links to the project-level outcome of improved satisfaction with local neighbourhood (fewer complaints).

Local authority stakeholders described mixed views regarding whether residents felt listened to. On the one hand, stakeholders described improved relations with elected members due to more direct mechanisms for gathering resident concerns. In addition, as described above, stakeholders reported that the project had built trust with local landlords

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<sup>45</sup> <https://renewwakefield.co.uk/education/>

and improved relationships between landlords and housing department staff when following up tenants' complaints. This is further evidenced by the high number of housing issues resolved across the ward which covers both resident and migrant households (see Figure 5.1 above).

On the other hand, however, a stakeholder described how a residents' forum created as part of the project had gathered many concerns but not generated many solutions. According to the stakeholder, the issues raised were often related to long-running and complex issues, which could not easily be addressed. Data from the local authority's complaints call centre shows a similar level of complaints from before the project (2017) as during (2018-19); the key issues raised also remained the same, regarding staff conduct, quality of service and a failure to take action. However, this may not be representative due to residents relaying complaints to local councillors directly who then pursue these complaints directly with councillors (as suggested by a local stakeholder).

Environmental volunteering beneficiaries highlighted difficulties around raising concerns with the local authority, describing their processes as confusing and unresponsive. However, without a broader sample of residents, it is difficult to ascertain whether these issues were prevalent throughout the ward.

The findings outlined above indicate that, despite limitations in the approach, **there is some evidence that the project has contributed towards the intermediate outcome of increasing residents' confidence that their concerns are listened to and addressed.**

#### **Intermediate outcome 4: increased understanding of other cultures and nationalities**

The project aimed to achieve this outcome through the youth work strand, engaging young people in the ward with the aim of breaking down potential barriers between resident and migrant groups through cultural environmental and cultural activity programmes.

Branching Out delivery staff described how their young participants included "a big mix of nationalities" and that the activities on offer enabled resident young people to learn about other cultures. For example, delivery staff reported that some young Syrian refugees made an Eid meal, which prompted an open discussion about religion.

*"The young people didn't have so much information about what Eid's about... [this gave] them the opportunity to ask questions about the culture because sometimes they might listen to what their parents say, 'oh they come to this country and they do this and that'... it's good that they can ask these questions and find out answers for themselves." Delivery staff, interview*

A *Skills for Adolescents* delivery staff member described how longer-established resident pupils were initially impatient with some migrant pupils' lower English ability, but later learnt to empathise with how they must feel being in a new country. The delivery staff member also felt that the course allowed beneficiaries to discuss issues that the standard curriculum did not include, such as racism and religion.

Although the pop-up youth club attracted more migrant than resident young people (see section 3.4 above), project delivery staff, local authority stakeholders and beneficiaries referred to at least some young British attendees though due to the limitations of the

evaluation approach, we cannot confirm attendance by nationality. Delivery staff described how the young people enjoyed making and sharing food from different cultures (such as Latvian potato pancakes) and the beneficiaries described learning about different customs (such as not shaking hands as a greeting and dietary restrictions).

The findings outlined above provide **some evidence that the project has contributed towards the intermediate outcome of increasing residents' understanding of other cultures and nationalities.**

## **Project-level outcomes**

### **Reduced risks for young people**

The project aimed to achieve this outcome through the youth work strand, identifying potential at-risk young people and signposting them to relevant social services through on-street detached work, the pop-up youth club and Skills for Adolescents.

Delivery staff for detached work argued that their work had been largely responsible for the reduction of anti-social behaviour around a local bus stop, while keeping vulnerable young people safe in the process through signposting. Both delivery staff and local authority stakeholders recalled successfully signposting young people from detached work to the pop-up youth club, and referring young people at risk of homelessness, neglect, mental health issues and sexual exploitation to the relevant public services.

Pop-up youth club beneficiaries contracted their experience at the youth club to the xenophobic abuse they had received at college and around town, describing it as a "safe space" where everyone respected each other. Delivery staff and local authority stakeholders also described how PCSOs explained the crime reporting process, to encourage young people reporting hate crimes and raise awareness about how to report crimes.

In addition, a sexual health worker had come into the pop-up youth club to give advice and free condoms. Project staff and local authority stakeholders believed that this was important for beneficiaries, due to cultural and religious limitations placed on sexual and reproductive health education in some migrants' previous countries of residence. Beneficiaries also spoke highly about this encounter and noted that they had not received this type of advice at college. Similarly, local authority stakeholders described how the youth club created a safe space to raise concerns about forced marriage and discuss how forced marriage is different to arranged marriage.

Local authority stakeholders described how the project had prevented potential labour exploitation through discussing labour and employment rights (including the minimum wage) and the need for a National Insurance number. This occurred due to some young people sharing concerns about pay and conditions they experienced working in car washes.

A *Skills for Adolescents* delivery staff member also reported helping young people learn about internet safety and substance abuse. However, they believed that Year 7 was potentially too late to provide this information and intervene, as young people would likely have already been exposed to potential risks by that age.

The findings outlined above indicate that **there is strong evidence that the has contributed towards the intermediate outcome of reducing risks for young people.**

## Unintended outcomes

The evaluation found evidence of two unintended outcomes as a result of *Community Harmony*.

There is some evidence to suggest that the local authority **improved their signposting and referral systems** as a result of the project. ESOL delivery staff and local authority stakeholders felt that the project's working group enabled signposting between ESOL providers, the pop-up youth club, the local college, NHS services and VPRS delivery staff.

Though intended as an outcome for residents, there is also evidence that migrants gained an **increased understanding of other cultures and nationalities**. Beneficiaries from the ESOL strand and the pop-up youth club spoke positively about sharing each other's culture, including national food and seasonal festivals. End of term reports from the ESOL classes also described topics covering Nowruz and Chinese New Year.

## Progress towards longer-term outcomes

This section gives a short summary of progress made towards long-term outcomes based on the direction of travel identified for intermediate outcomes. This is based on the logic intended by the project, outlined in the logic model (figure 1.1 above) and on the expectation that the assumptions contained in the model are valid.

Through contributing towards expanded and strengthened network partners, increased co-ordination and co-operation between agencies and acquired expertise and structures in place to deal with local issues, the project is likely to achieve the long-term CMF outcomes of **evidence for future service planning and delivery** and **building the evidence base of "what works" locally** through improving their procurement processes with the local VCO sector and determining how to tailor their services for their diverse communities.

The project also already appears to be on course to achieve the following long-term CMF outcomes for migrants: **increased well-being, increased living standards, increased contribution to British society and increased English language proficiency.**

The evidence suggests that the project is also contributing towards **increased well-being**, and increased confidence among participants is likely to strengthen this contribution in the future. On the **ESOL strand**, beneficiaries, project delivery staff and end of term reports all described beneficiaries' increased confidence in social situations and making more friends as a result of learning English. Beneficiaries described being initially shy but now being able to engage in small talk with their neighbours as a result of the classes. According to local authority stakeholders, this was particularly the case for migrant women as men tended to be better integrated because of their employment. These stakeholders, in addition to ESOL project delivery staff and an independent report from Theatre Royal Wakefield on the Raise Your Voice project, describe previously socially isolated women becoming more confident and independent. As a result of Raise Your Voice, according to project delivery staff, a woman took a driving test for the third time and passed as a result of her increased confidence and English language ability.

On **the youth strand**, project delivery staff involved with *Skills for Adolescents, Branching Out* and the pop-up youth club all described increased feelings of pride, happiness, confidence and newly established friendships. Youth club beneficiaries spoke highly of the relationships between the young people and project delivery staff, even comparing it to a “family” dynamic. Beneficiaries, project delivery staff and local authority stakeholders referred to the mental health and pastoral support provided at the youth club and its benefits for young people living in a new country along with peer pressure and the stress of studying.

*“We’re all the same even though we come from different backgrounds...we love each other because we are all nice to each other, we all respect each other.” Project beneficiary, focus group*

There is also strong evidence the project contributed towards the intermediate outcomes of identifying and resolving housing issues and reducing risks to young people. Therefore, assuming that these outcomes are maintained, the project is likely to contribute towards the longer-term CMF outcome of reduced exploitation for victims of rogue landlords.

The lack of conclusive evidence for the intermediate resident outcome of improved quality of public space means that it is difficult to assess whether the project is likely to contribute towards **increased sense of ownership** or **improved cleanliness and quality of the local area** in the future. However, while the evidence of the intermediate outcome around increased involvement in community-led integration activities was inconclusive, there was some evidence to suggest that younger residents had increased their understanding of other cultures and nationalities. Therefore, if the successes from the youth strand are carried across to the environmental volunteering strand, the project may expect to improve community feeling, **increase levels of social mixing and improve perceptions of recent migrants to the local area.**

As there is some evidence to suggest that anti-social behaviour has been reduced in certain parts of the ward, and that young people had been instructed on how to report hate crime to the police, assuming that these outcomes are maintained, the project may contribute towards the longer-term project-level outcome of **reduced crime and anti-social behaviour.**

# 5 Key findings: Value for Money

## Introduction

Cost-effectiveness analysis was conducted in order to assess value for money of the CMF funds granted to the Community Harmony project. The assessment looks at the project's achieved outcomes against the specific costs associated with achieving the outcome in question.

The project was selected for a CEA due to the lack of primary or secondary data available to monetize outcomes. As there was no control (counterfactual) group against which to assess the impact of the project, artificial baselines were constructed (outlined in more detail below). Given the nature of the data used in the construction of the cost benefit and cost effectiveness models, the accuracy of results produced by the models should be interpreted with caution.<sup>46</sup>

In addition to the CEA, a secondary data search was made to further inform the value for money assessment in the case where benefits could not be monetized. Perceptions of project costs and benefits were also explored through qualitative consultations with staff, and delivery partners. This analysis acts to supplement the quantitative value for money assessment. For more information on the methodology, see Chapter 2 and Appendix 1. This assessment does not take into account non-monetizable benefits of project outcomes (such as increased understanding of British culture/other cultures), which are explored in Chapter 4.

## Value for money assessment

### Cost-effectiveness analysis

Cost-effectiveness analysis was conducted in order to assess value for money of the CMF funds granted to the Community Harmony project. The assessment weights the project's achieved outcomes against the specific costs associated with achieving the outcomes in question.

The outcomes of interest were:

- **Number of legal notices served to landlords of private rented dwellings.** This was selected as an outcome of interest because there is a logical and evidenced link between the number of legal notices served to landlords of private rented

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<sup>46</sup> The Maryland scientific methods scale scores methods for counterfactuals construction on a scale of one to five (with five representing the most robust method). Due to the use of measures of additionally in the construction of the counterfactual, the approach taken for this analysis cannot be attributed a score. Therefore, the accuracy of results produced by the models should be interpreted with a high degree of caution. For more information, see: [https://whatworksgrowth.org/public/files/Methodology/Quick\\_Scoring\\_Guide.pdf](https://whatworksgrowth.org/public/files/Methodology/Quick_Scoring_Guide.pdf)

dwellings and the following intended intermediate outcomes: housing issues resolved; and fewer rogue landlords.<sup>47</sup>

- **Number of ESOL participants completing the course:** This was selected as an output of interest because there is a logical and evidenced link between the number of ESOL participants completing the course and the following intended intermediate outcomes: Increased understanding of and access to public services; Increased access to ESOL provision; Increased understanding of British culture and social norms; and Increased civic society participation.
- **Number of young people taking part in Skills for Adolescence:** This was selected as an output for interest because there is a logical and evidenced link between the number of participants completing the Skills for Adolescents course and the following intended intermediate outcome: Reduced risks for young people.

In addition, there is evidence that the project contributed to outcomes that were not possible to include in the cost-effectiveness analysis due to a lack of available data on beneficiary outcomes, but that have the potential to increase the true cost-effectiveness of the project interventions. Analysis of secondary data is therefore included to provide wider context to the CEA presented above.

### **Legal notices served**

Over the lifetime of the project, 47 legal notices served to landlords of private rented dwellings. Although stakeholders noted that, in the absence of the project they expected that none of these legal service notices would have occurred, we introduce a degree of conservatism into the calculations, the model assumed that 10% of these notices (4.7 notices, rounded up to five) would have occurred in the absence of the project. This scenario will represent the counterfactual; against which the net effect of the intervention can be calculated.

The costs associated with achieving the net 42 legal notices served related to the attributable salary costs for a Housing Enforcement Officer (full time 2 years) and the attributable value of salary cost for the Community Harmony Project Co-ordinator. A more detailed breakdown of the isolated and attributed costs involved in generating the legal notices served can be found in table 5.1 below.

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<sup>47</sup> Although 'rogue landlords' are referred to at a programme-wide level and in the project's original bid documents, the local authority did not subsequently use this term as they believed that it inaccurately implied malicious intent and exacerbated tensions between landlords and local authorities.

**Table 5.1: Community Harmony project cost type and cost value – legal notices served**

Cost type	Cost Value
Attributable salary cost for Housing Enforcement Officer (full time 2 years)	£66,403
Attributable value of salary cost for Community Harmony Project Co-ordinator	£10,000
<b>Total cost of legal notices served</b>	<b>£76,403</b>

By dividing the total costs presented above by the net number of legal notices served (42) provides a **‘cost per legal notice served’ value of £1,806.**

In light of this assessment, if the benefit to the individual and society at large from net 42 legal notices served exceeds £1,806 per notice served, then the project can be deemed net beneficial to society from a value for money perspective. Additionally, the cost per legal notice served value can be used to assess the value for money of this project relative to all other projects which seek to serve legal notices to private rented landlords. If alternative interventions lead to a cost per legal notice served value greater than £1,806, we can infer that the Community Harmony project is better value for money at the margin (in terms of its impact on numbers of legal notices served).

In addition to this outcome, seven landlords owning around 60 properties joined the local authority’s Responsible Landlord scheme. Landlords who join the scheme abide by a code of standards relating to the management and physical condition of their properties.<sup>48</sup> This has the potential to reduce future societal costs associated with hazardous and substandard housing. The cost to society of sub-standard housing (defined as housing that has a hazard rating that is below the average for its age and type) is estimated to be £18.6 billion per year.<sup>49</sup> This includes medical costs, lost education and employment opportunities. The majority of these costs (70%) are associated with Category 1 hazards (a hazard that is a serious and immediate risk to a person’s health and safety) which include excess cold or heat, damp or mould, fire risks and overcrowding.

### **ESOL participants completing a course**

Over the lifetime of the project, 102 ESOL participants completed their course. Although stakeholders noted that, in the absence of the project they expected that none of these individuals would have attained ESOL courses, we introduce a degree of conservatism into the calculations, the model assumed that 10% of these participants (10 individuals) would have achieved the same ESOL qualification in the absence of the project. This

<sup>48</sup>

<https://www.wakefield.gov.uk/Pages/Community%20and%20housing/Housing/Housing%20Options/Renting%20from%20a%20private%20landlord/Responsible-landlords.aspx>

<sup>49</sup> BRE Trust, 2016, The Full Cost of Poor Housing. Available at <https://www.bre.co.uk/news/New-BRE-Trust-report-shows-poor-quality-homes-in-England-cost-the-NHS-14bn-per-year-and-wider-society-186bn-1161.html#:~:text=New%20BRE%20Trust%20report%20shows,quality%20housing%20in%20England%20unimproved.>



represents the counterfactual against which the net effect of the intervention can be calculated.

The costs associated with achieving the net 92 ESOL participants completing their course related to the ESOL course costs and the attributable value of salary cost for the Community Harmony Project Co-ordinator. A more detailed breakdown of the isolated and attributed costs involved in ESOL course provision can be found in table 5.2 below.

**Table 5.2: Community Harmony project cost type and cost value – ESOL participants completing course**

Cost type	Cost Value
ESOL courses cost	£104,528
Attributable value of salary cost for Community Harmony Project Co-ordinator	£10,000
<b>Total cost of ESOL courses</b>	<b>£114,528</b>

By dividing the total costs presented above by the net number of ESOL participants completing their course provides a **‘cost per person completing ESOL’ value of £1,248.**

In light of this assessment, if the benefit to the individual and society at large from 92 net ESOL participants completing their course exceeds £1,248 then the project can be deemed net beneficial to society from a value for money perspective. Additionally, the cost per person completing ESOL value can be used to assess the value for money of this project relative to all other projects which seek to increase ESOL provision. If alternative interventions lead to a cost per person completing ESOL value greater than £1,248, we can infer that the Community Harmony project is better value for money at the margin (in terms of its impact on numbers of people completing ESOL).

While there was no evidence of the accreditations gained as a result of the project, secondary sources can provide estimates of the monetary benefits associated with various qualifications. The Greater Manchester Combined Authority (GMCA, formerly New Economy) Unit Cost Database provides estimates for the annual fiscal and economic benefits of NVQ qualifications. For instance, a Level 2 NVQ is associated with £665 of annual fiscal and economic benefit per person per year while an NVQ Level 3 qualification is associated with £1,071 of annual fiscal and economic benefit per person per year. Evidence surrounding the cost-benefit of ESOL provision in the UK is, however, mixed. A 2013 study by the Department for Business Innovation and Skills found slight increases in employment rates and receipt of benefits following ESOL courses. However, econometric analysis found no significant returns for individuals in terms of subsequent time in work, of earnings, or of reduced time on benefits, suggesting that the economic benefit of these courses was negligible. However, these findings may be mitigated by the fact that benefits may take longer to achieve than the study period examined.<sup>50</sup>

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<sup>50</sup> Department for Business Innovation & Skills, 2013, Evaluation of the Impact of Learning Below Level 2

## Skills for Adolescents participants

Over the lifetime of the project, 120 young people participated in the Skills for Adolescence course. Although stakeholders noted that, in the absence of the project they expected that none of these individuals would have participated in an upskilling programme, we introduce a degree of conservatism into the calculations, the model again assumed that 10% of these participants (12 individuals) would have achieved the same level of skill up lift (through other existing programmes) in the absence of the project. This represents the counterfactual against which the net effect of the intervention can be calculated.

The costs associated with achieving the net 108 young people participating in the course are directly associated with the 'youth outreach' costs and an attributable value of salary cost for the Community Harmony Project Co-ordinator. A more detailed breakdown of the isolated and attributed costs involved in Skills for Adolescents provision can be found in table 5.3 below.

**Table 5.3: Community Harmony project cost type and cost value – Skills for Adolescents participants**

Cost type	Cost Value
Skills for Adolescents courses cost	£65,144
Attributable value of salary cost for Community Harmony Project Co-ordinator	£10,000
<b>Total cost of Skills for Adolescents course</b>	<b>£75,144</b>

By dividing the total costs presented above by the net number of Skills for Adolescents participants completing their course provides a '**cost per person completing the Skills for Adolescents course**' value of **£696**.

In light of this assessment, if the benefit to the individual and society at large from 108 net young people completing their Skills for Adolescents course exceeds £696 then the project can be deemed net beneficial to society from a value for money perspective. Additionally, the cost per person completing the course value can be used to assess the value for money of this project relative to all other projects which seek to provide similar skills uplift. If alternative interventions lead to a cost per person completing the course value greater than £696, we can infer that the Community Harmony project is better value for money at the margin (in terms of its impact on numbers of people completing the Skills for Adolescents course).

## Qualitative assessment of project costs and benefits

Perceptions of project costs and benefits were also explored through qualitative consultations with staff and stakeholders. The analysis acts to supplement the quantitative value for money assessment presented above.

Project stakeholders and delivery staff across the strands described different ways to minimise costs and promote efficient use of funding. In terms of overall project management, local authority stakeholders reported getting other members of their community team to contribute staff time and ‘piggy-backing’ on pre-existing events that had already been planned (e.g. the Yorkshire Sculpture International Festival) in order to reduce costs from running events. Additionally, as described above at 4.1.1., local authority stakeholders found that third-sector delivery partners were able to supplement their share of the CMF-funding with grants from external sources, in order to increase delivery.

On the **ESOL strand** specifically, project delivery staff members described progressing learners to the local authority’s formal Adult Education ESOL offer once learners felt confident enough. This was to ensure that the CMF-funded classes benefitted as many migrants with low confidence as possible. Local authority stakeholders also described how financial oversight was embedded by requiring each ESOL provider to include a monitoring report (with attendance and learner feedback) with their invoice for the next share of CMF-funding.

In contrast, some of the funding for the **Environmental Volunteering strand** had not yet been spent by the local authority due to the barriers outlined in Chapter 3. Local authority stakeholders described challenges utilising the funding effectively, given the short-term nature of the project, and felt that bringing together migrant communities and wider residents was a process that would take longer than the two-year project period. This suggests that focusing on more achievable short-term outcomes may promote more efficient use of money and financial oversight.

Views on the added value of the project varied between the different strands. Staff and stakeholders reported that beneficiaries of the ESOL classes and pop-up youth club beneficiaries would not have benefited from these activities without the funding. For other project activities, stakeholders and delivery staff felt that the activities may have gone ahead, but may not have been as successful. For example, although the local authority already carried out housing enforcement activities, stakeholders described how the CMF funding had provided greater staff capacity to proactively identify and respond to housing issues in the area. Similarly, delivery staff on the **youth strand** reported that the CMF funding allowed them to engage in more proactive recruitment of participants, particularly communities who are harder to reach.

Additionally, at a project-wide level, the local authority stakeholders described how the CMF funding had allowed them to “take risks” with newer, smaller voluntary and community organisations. This suggests that the project struck an appropriate mix of new activities to fill perceived gaps and additional support to pre-existing services.

## 6 Conclusions and lessons learned

This chapter outlines key learnings from the Community Harmony project around achieving delivery outputs and wider outcomes. The key barriers and enablers are also highlighted. This is followed by a discussion of some of the main attributes of the project, including for whom it benefited, the larger context in which it was created, and future directions in terms of replicability, scalability and sustainability.

### What works?

#### **Specific elements of project's delivery that facilitated contribution towards outcomes included:**

Proactive, face-to-face engagement of beneficiaries;

Flexible project design encompassing beneficiary feedback mechanisms, enabling continuous improvement to activities in line with beneficiary needs;

Creative and activities; and

Space created for open dialogue between landlords and the local authority through the housing strand and between migrants and longer-established residents, particularly through the youth strand.

However, the project also faced challenges. While the local authority had administration capacity to apply to the fund and record data, the smaller VCOs struggled to find the capacity to do this, taking away from their limited time dedicated to the project activities themselves. With local residents, the short-term focus of project benefitted the activities which targeted specific groups (such as young people) with specific needs (such as a risk of exploitation). However, for wider residents with less specific needs (including community tensions), the project found that building trust and breaking down barriers were more difficult to achieve in the short-term.

### For whom?

Local authority and VCO staff benefitted from strengthened networks and increased cooperation, with practical results in terms of improved signposting between different cultural activities and towards public services (including health services and the police). They also gained expertise through being able to try new and untested approaches. For local authorities, this meant procuring from smaller VCOs, while for the VCOs this meant hosting ESOL classes for the first time.

For local residents, the project's benefits varied by age and nationality. The outcomes from the youth programmes benefitted young people from all backgrounds, especially when activities achieved a representative mix of migrants and longer-established residents. Despite initial barriers presented by work and caring responsibilities, adult migrants also benefitted from the ESOL classes, as a result of the flexible delivery approach, responsive to the needs of participants.

For adult wider-residents, the project's impact is less apparent. The environmental volunteering strand was the only activity explicitly targeted at this group and the 'community clean-ups' faced manifold barriers to participation.

As housing enforcement officers found that property standards issues were not migrant-specific, the housing issues resolved were likely to have benefited all residents. However, as monitoring information data did not disaggregate households by nationality, it is not possible to test this hypothesis.

## In what circumstances?

Contextual factors had significant impacts upon the outcomes achieved and challenges encountered through the project. An expansive pre-existing VCO network providing support services to migrant communities and young people gave the project a sound foundation to build its youth and ESOL activities upon. However, the area's community tensions made the success of some social mixing activities, such as environmental volunteering, very difficult. Restrictions on outdoor activity as a result of seasonal changes over the winter months presented a further barrier to engagement.

## Could the project be replicated elsewhere?

The success factors identified in delivering the project as outlined above suggest that a key aspect of the project that could be replicated in other parts of the UK is the use of familiar locations, such as community centres for informal conversation classes, as a stepping stone to formal ESOL provision for socially isolated populations who face barriers to attending formal ESOL. Local authorities without historic waves of migration and/ or without a strong pre-existing VCO network may have to expend additional resource to achieve the same successful outcomes.

## Could the project be scaled up?

Scalability of the project was built into the design, with the intention to roll-out successful interventions further to other parts of Wakefield. The housing enforcement and ESOL aspects of the project have since been expanded to cover other areas through funding from the local authority.

The evidence also indicates that the restriction of project activities to a single ward limited the reach of the project to wider beneficiaries who may have benefited. Given that one of the project's aims was to reduce community tensions, it would seem prudent to give attention to all neighbourhoods.

However, scaling the project up further (e.g. to a regional/national level) would not be feasible nor advisable, given its reliance on local collaboration between local authority and VCO partners, as well as the signposting and knowledge-sharing that comes with close proximity, which would be more difficult over a greater geographic area.

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

Overall, the project leads' success in working with VCO partners to identify additional funding suggests that the project, or at least parts of it, may be sustainable. This varies across its different strands, though valuable learning was identified throughout. For example, on the youth strand, the pop-up youth club had secured funding for a further six months after the project. Skills for Adolescents and Branching Out staff were also confident that they would be able to continue using alternative funding to continue, but that this would lack the additional outreach which the CMF funding enabled. On the ESOL strand, although the VCO delivery partners stated that they were unsure if they would continue providing classes once the funding ended, they reported that the project had taught them how to apply for new sources of funding and that the council has started hosting their formal ESOL offer within their community centres.

In addition, the **Housing enforcement** staff explained that they were already transferring their learning from the ward to another neighbourhood in the district, suggesting that this aspect of the project will have a lasting impact in other areas.

It is difficult to assess the sustainability of the **environmental volunteering strand**, due to the limitations around engagement. However, these challenges in themselves suggest that this strand may be difficult to sustain.

# 7. Appendix 1: Methodology and technical note

## Evaluation Methodology

### Qualitative evidence

A mix of telephone and face-to-face interviews were conducted with the project leads (three interviewees) and project delivery staff (nine interviewees), in addition to face-to-face focus groups with ESOL students (15 participants), youth club attendees (four participants), environmental volunteers (three participants). Topic guides were tailored to each respondent group from a template aligned with key delivery and outcome questions for all CMF projects. All interviewees were recruited via the project lead. Focus group attendees were those who happened to be present at session/class at the time of visiting.

**Table 7.1: Targets and interviews/focus groups completed for the evaluation**

Respondent group	Target N	Achieved N
Local Authority staff	3 interviewees	3 interviewees
Delivery staff	5 interviewees	9 interviewees
ESOL participants	5 interviews	1 focus group (15 participants)
Youth club attendees	1 focus group (no participant target)	1 focus group (4 participants)
Environmental volunteers	1 focus group (no participant target)	1 focus group (3 participants)

As the table above shows, ESOL participants were originally intended to be interviewed. However, it was decided that, due to limited English language ability, it would be more effective to conduct a face-to-face focus group at the ESOL school after a lesson. No target was set for focus group participants. Considering the low turnout for the youth club and environmental focus groups, targets would have helped limit the evaluation's limitations.

### Secondary data and monitoring information

Monitoring data collected by the project lead and project staff covered:

- Environmental volunteering: number of volunteers recruited, complaints data from the local authority's call centre.

- **Youth work:** number of attendees for each activity programme, number of young people approached during on-street detached work.
- **ESOL:** end of term reports and class registers covering attendance and progress of students.
- **Housing enforcement:** data from the Strategic Housing Department logging the number of inspections, HMOs identified, legal notices served and landlords joining the Responsible Landlord Scheme.

Data was collected throughout the project and shared with Ipsos MORI in Excel.

### **Value for money assessment**

In order to assess the feasibility of a cost-benefit analysis (CBA) or cost-effectiveness analysis (CEA) each of the 14 projects were assessed using the 8-step process below.

Based on this assessment, each project was triaged to one of three methodological groupings:

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



## Eight step model for reviewing project outputs and outcomes

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



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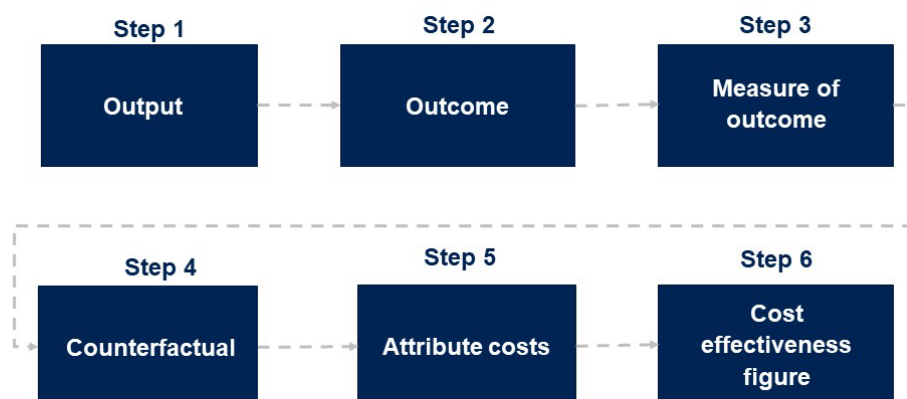
Ipsos MORI 

Cost-benefit analysis followed an eight-step process:

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

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

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



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

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

As there was no robust control (counterfactual) group against which to assess impact, artificial baselines were constructed. Where possible, input from project leads was used to inform the assessment of the counterfactual and in the cases that this was not available, conservative estimates were made. A hierarchy of counterfactual options are outlined below. Given the nature of the data used in the construction of the cost benefit and cost effectiveness models, the accuracy of results produced by the models should be interpreted with a high degree of caution.

## 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 and focus group 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.

## Project-level evaluation framework

STRAND	Output / Outcome / Impact (from logic model)	Who will measure it?	When will it be measured?	Data source					
				MI / Project collected data	Focus group with environmental volunteers	Focus group with pop-up youth club	Interviews /FG with ESOL beneficiaries	Interviews with school leaders	Interviews with project staff / stakeholders
	<b>Outputs</b>								
	All outputs	Wakefield Council and Partners	MI returns						
	<b>Intermediate Outcomes</b>								
COUNCIL AND PARTNERS	Expanded / strengthened networks partners	IM							
	Increased co-ordination and co-operation between agencies	IM							
	Acquired expertise / structures in place to deal with local issues	IM							
MIGRANTS	Increased understanding of and access to public services (i.e. NHS, schooling)	IM							
	Increased civic society participation	IM							
	Access to ESOL provision	IM							
	Housing issues identified (i.e. overcrowding, substandard provision)	WC							
	Housing issues resolved (i.e. improved housing standards)	WC							
	Increased understanding of British cultural norms and public service regulations	IM							
RESIDENTS	Increased opportunities for social mixing	IM							
	Increased involvement in community-led integration activities (i.e. volunteering)	IM							
	Improved quality of public space (i.e. related to overcrowding)	IM							
	Increased confidence that their concerns listened to and addressed	IM							
	Increased understanding of other cultures/ nationalities	IM							
	<b>Longer-term Outcomes</b>								
COUNCIL AND PARTNERS	Reduced cost on public services	NA	Not in scope						
	Building the evidence base of “what works” locally	IM							
	Evidence for future service planning and resourcing	IM							

STRAND	Output / Outcome / Impact (from logic model)	Who will measure it?	When will it be measured?	Data source					
				MI / Project collected data	Focus group with environmental volunteers	Focus group with pop-up youth club	Interviews /FG with ESOL beneficiaries	Interviews with school leaders	Interviews with project staff / stakeholders
MIGRANTS	Increased English proficiency and labour market skills	IM							
	Increased living standards	IM							
	Reduction in exploitation (e.g. victims of modern day slavery, rogue landlords)	IM							
	Increased well-being (e.g. mental and physical health, levels of confidence)	IM							
	Increased contribution to British society (through volunteering or employment)	IM							
	Increased well-being (e.g. mental and physical health, levels of confidence)	IM							
MIGRANTS AND RESIDENTS	Increased levels of social mixing	NA	Not in scope						
RESIDENTS	Improved cleanliness and quality of local area	IM							
	Increased sense of ownership	IM							
	Improved perceptions of recent migrants to local area	NA	Not in scope						
	Reduced crime and anti-social behaviour	NA	Not in scope						
<b>Impacts</b>									
NOT IN SCOPE OF EVALUATION TIMEFRAME									

## **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**

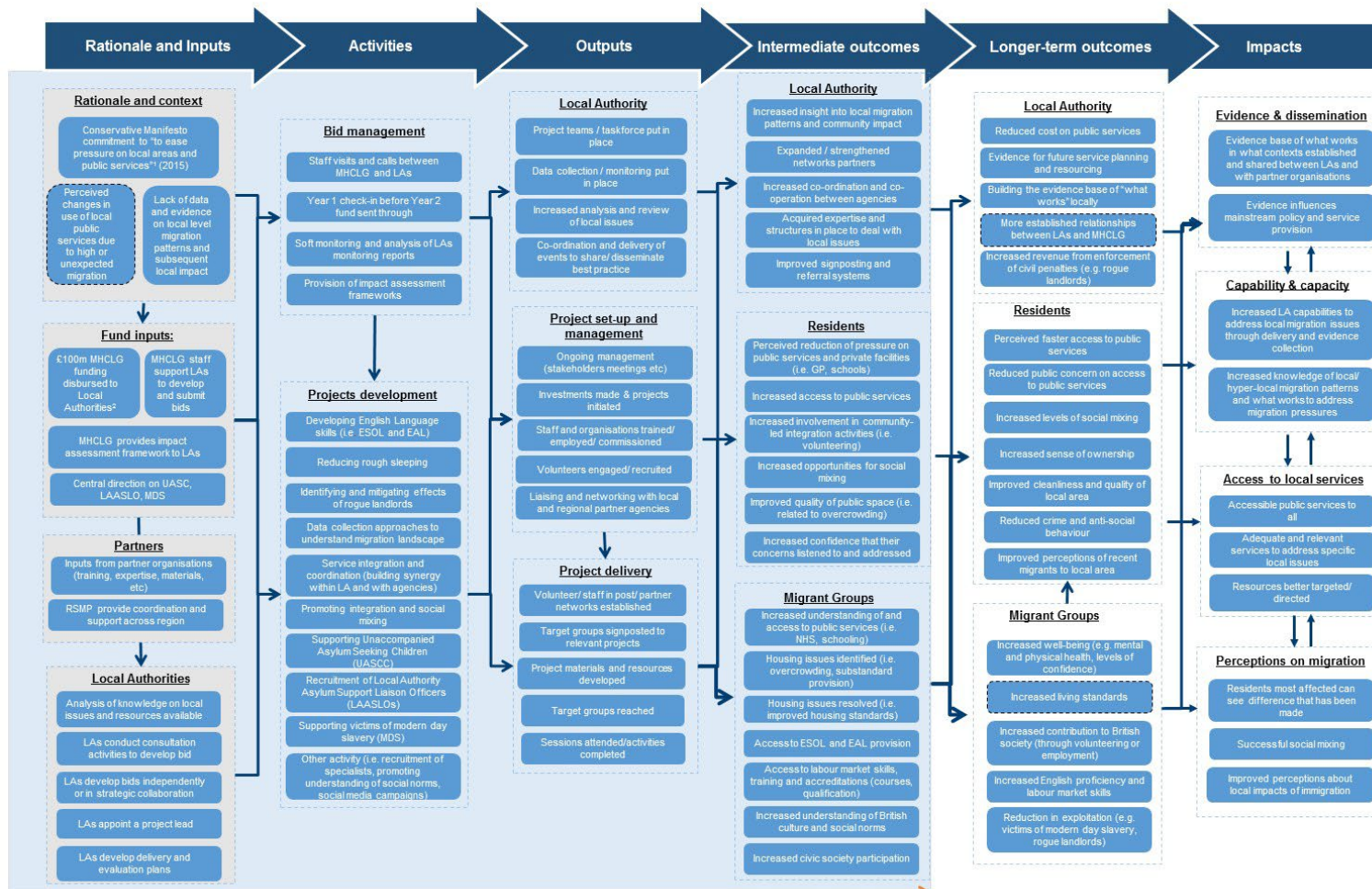
Ipsos MORI undertook an assessment of the project's success in achieving its intended outputs based on consideration of the evaluation evidence generated. There are five measures that this assessment can take and that have been consistently applied throughout the individual project evaluations. These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

**Table 7.2: Definitions of achievement measures**

<b>Achievement measure</b>	<b>Definition</b>
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.

# Appendix 2: Overall CMF Theory of Change

## Controlling Migration Fund fund-level Theory of Change



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

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

CMF Evaluation Timeframe

----- Indirect Outcomes



## Overall CMF logic model

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

### Rationale

Context:

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

Fund inputs:

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

Partners:

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

Local Authorities:

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

### Activities:

Bid management:

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

Project development:

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

## **Outputs**

Local Authority:

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

Project set up and management:

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

Project delivery:

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

## **Intermediate outcomes**

Local authority:

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

Residents:

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

Migrant groups:

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

**Long term outcomes:**

Local Authority:

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

Residents:

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

Migrants groups:

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

**Impacts:**

Evidence and dissemination:

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

Capability and capacity:

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

Access to local services:

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

Perceptions on migration:

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

# Appendix 3: Research tools

## CMF qualitative tools

All research tools contained standardised questions for each participant group (staff, wider stakeholders and beneficiaries) regarding delivery of the project and changes perceived through the project. Guides were tailored to reflect the specific experience and background of participants. The table below outlines the outcomes included in research materials for each participant group.

**Table 7.3: Qualitative tools for different participants groups**

Participant	Research method	Outcomes measured
Local authority leads	Interviews	<ul style="list-style-type: none"> <li>• All outcomes</li> </ul>
ESOL delivery staff	Interviews	<ul style="list-style-type: none"> <li>• Expanded/ strengthened network partners</li> <li>• Increased coordination and cooperation between agencies</li> <li>• Acquired expertise and structures in place to deal with local issues</li> <li>• Access to ESOL provision</li> <li>• Increased understanding of and access to public services</li> <li>• Increased understanding of British culture and social norms</li> <li>• Increased well-being</li> <li>• Increased contribution to British society</li> </ul>
Youth delivery staff	Interviews	<ul style="list-style-type: none"> <li>• Expanded/ strengthened network partners</li> <li>• Increased coordination and cooperation between agencies</li> <li>• Acquired expertise and structures in place to deal with local issues</li> <li>• Increased understanding of British culture and social norms</li> <li>• Increased well-being</li> <li>• Increased civic society participation</li> <li>• Increased contribution to British society</li> <li>• Increased understanding of other cultures and nationalities</li> <li>• Reduced risks for young people</li> </ul>

Participant	Research method	Outcomes measured
ESOL students	Focus group	<ul style="list-style-type: none"> <li>• Access to ESOL provision</li> <li>• Increased understanding of and access to public services</li> <li>• Increased understanding of British culture and social norms</li> <li>• Increased well-being</li> <li>• Increased contribution to British society</li> </ul>
Youth club attendees	Focus group	<ul style="list-style-type: none"> <li>• Increased understanding of British culture and social norms</li> <li>• Increased well-being</li> <li>• Increased civic society participation</li> <li>• Increased contribution to British society</li> <li>• Increased understanding of other cultures and nationalities</li> <li>• Reduced risks for young people</li> </ul>
Environmental volunteers	Focus group	<ul style="list-style-type: none"> <li>• Increased civic society participation</li> <li>• Increased involvement in community-led integration activities</li> <li>• increased involvement in community-led integration activities</li> <li>• Increased opportunities for social mixing</li> <li>• Improved quality of public space</li> <li>• Improved waste management</li> <li>• Increased sense of ownership</li> <li>• Improved cleanliness and quality of the local area</li> </ul>