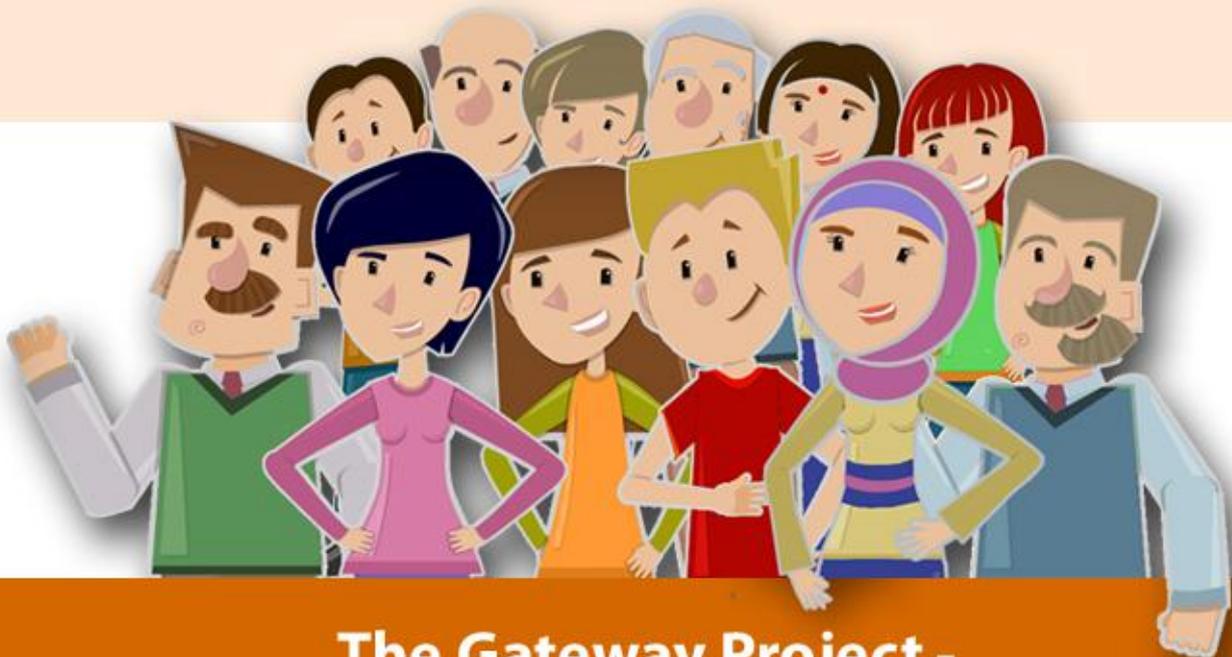




Steps Towards Co-production



The Gateway Project - Evaluation and Social Return on Investment: Full Report



This project and its actions
were made possible due to
co-financing by the European
Fund for the Integration of
Third-Country Nationals.



Portsmouth
CITY COUNCIL

Dr. Graham Lister

Contents	Page
Acknowledgements	2
Introduction	3
Steps Towards Co-Production	4
Our Approach	5
Designing Co Production into Gateway	6
Understanding Community Needs: Information	7
Understanding Community Needs: Stakeholder Research	8
Engaging All Stakeholders	9
Understanding Participants' Perspectives: Focus Groups	10-11
Participant Characteristics	12-13
Training and Community Action	13-16
Changing Perceptions	17-18
The Impact on Social Capital Formation	19
The Process of Integration	20
Methods for Evaluating the Social Return on Investment (SROI)	21
Social Value of Engagement through Training and Volunteering	21-23
Additional Value of ESOL and Cultural Awareness Training	23-24
Value of Increased Employability	24-26
Value of Advice and Information Support for Clients	27
Project Costs and Potential Co Production Costs	28-29
Social Return on Investment	30
Lessons and Recommendations	31- 33
Annex A: Sources for Valuing Social Capital	34-35
References	36-37

Acknowledgements

The success of this project was achieved through the dedication and commitment of a many individuals and organisations, principally:

Project Board

Rachael Dalby, Head of Health, Community Safety and Licensing, Portsmouth City Council (PCC); Rimple Poonia, Senior Manager, Public Health (PCC); Andrew Avenell; Em Rahman, Head of Public Health Workforce Development Programmes; Lisa Mundy, Senior Manager, Adult Social Care, (PCC).

Project Team

Jane Leech, Project Manager; Marshada Chowdhury, Project Development Worker; Ranu Islam, Volunteer Coordinator; Kerstin Johnson, Volunteer Coordinator; Elly Fox, Project Worker; Sarah Cheverton, Evaluation Lead; Uta Schmidtblaicher, Community Development Worker, Adult Social Care, (PCC).

Delivery Partners

Claire Gardner, Advisor Training development and delivery, Dynamic Training; Fran May, Education Consultant, The Learning Place; Anne Cassidy, ESOL Delivery Manager, (PCC); Elspeth Stewart; Daphne Batson; Rachel Green; Kathy Cockroft; Ria Jones; Jane Kent, Employability, Women's Wisdom; Charlene Timberlake, Senior Health Trainer, My Time Active; Julie Crawford, Data Coordinator, My Time Active; Ashraf Sultana, Health Trainer, My Time Active; Fun Wong, Health Trainer, My Time Active.

Project Partners

Kelly Huggett, Sexual Health, (PCC); Lee Loveless, Health Improvement Practitioner, (PCC); Mary Shek, Chances4Change Manager; Asha Lal, Health Development Officer, (PCC); Rowshonara Reza, Early Intervention Project, (PCC); Shipa Ahmed Khan, Community Development Worker, Solent Mental Health Trust; Joanna Kerr, Head of Public Health Intelligence; Vicky Toomey, Public Health Intelligence Technician.

Expert Advisory Panel

Alison Strang, Senior Research Fellow, Queen Margaret University; Muhammad Ali and Ian Flack, Council of Ethnic Minority Voluntary Organisations (CEMVO); Rowena Merritt, National Social Marketing Centre; Ruth Marsden, PhD student, University of Edinburgh.

Gateway Participants

Gateway participants must remain anonymous, but their enthusiastic contribution as learners, teaching assistants, researchers and Community Advisors was the beating heart of this project.

The contributions of all are gratefully recognised, any errors or omissions from this report are my responsibility, thank you all, Professor Graham Lister London South Bank University.

Gateway Portsmouth: Steps Towards Co Production Evaluation and Social Return on Investment

Introduction

Project Gateway, led by Portsmouth City Council is an innovative programme designed to aid the integration of new non EU migrants by engaging volunteers in co-producing elements of social capital. It has been funded through the European Integration Fund with the support of the UK Home Office.

Commencing in November 2012 over an 18 month period integrated training and support programmes have been designed and delivered to new migrant volunteers in: generic advice and information giving, English for speakers of other languages (pre-ESOL) and other elements of education support for UK living, employability and health advice.

In each field participants have received training to support other members of the community. This has meant they have been equipped and supported to co-produce elements of social capital – that is bonds within community groups, bridges across groups and links to services and rights. Participants have provided education, information advice and support to other members of the community and participated in, organised and led community events. These have included events in Portsmouth, online initiatives and discussions and even a link to a health community support project being initiated by a participant returning to Bangladesh.

This report draws together data from both qualitative and quantitative sources: Social Return on Investment Analysis Tool, Analysis of Focus Group Findings, Report of the Stakeholder Dialogue, Initial Business Plan, Interim Evaluation Report, Literature Review by Ruth Marsden and the Baseline Review. These constitute the elements of the Framework Development and Evaluation strand of Gateway which is further enhanced by the “Learning History” report by Sarah Cheverton describing the experiences of project participants.

Qualitative data were collected from semi structured interviews with stakeholders, focus groups and innumerable conversations with participants. Quantitative data was obtained from initial questionnaires, participants, attendance records at all training and community events and interview questionnaires administered to participants following experience of the project plus records of advice, information and support given by the volunteers to other community members. The conduct of the research and evaluation and the judgements made in this field were reviewed by an independent expert advisory panel that met 6 times in the course of the project.

This report shows the success of Gateway by describing and enumerating the changes it made to participants’ lives: creating opportunities for friendship and engagement and giving them confidence and skills, including the opportunity to develop or enhance their English language ability and employability. This produced changes in attitudes and lifelong capability and wellbeing. Applying values derived from large scale national studies to such outcomes shows the positive Social Return on Investment achieved for all stakeholders.

Steps Towards Co-Production

The Department of Health policy "Putting People First" (2007)¹ used the term co production to refer to the engagement and empowerment of individuals and communities as a key to the "personalisation and transformation" of health and social care services. This was reflected in the Cabinet Office paper of the same year "Building on Progress"², which described co production as "empower citizens to shape their own lives and the services they receive".

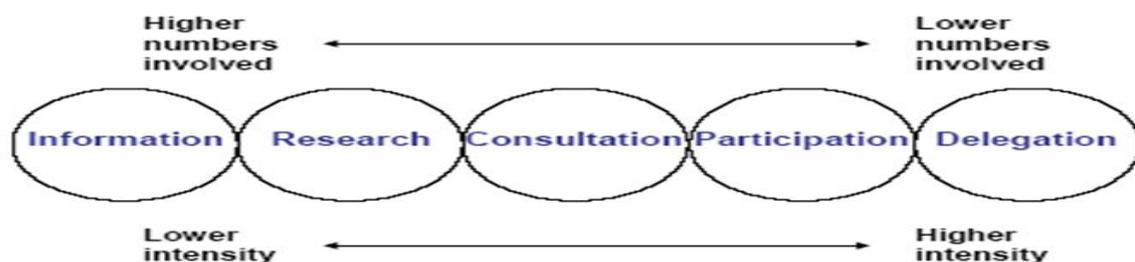
Co-production is closely associated with the development of social capital, both involve building capacity, empowering individuals to work with one another and redefining the relationship between professional service providers and people using services as one of mutuality and collaboration rather than of dependency. This requires that service providers take an enabling role to 'work with rather than do unto users'³.

Perhaps this is most clearly expressed by the "Think Local Act Personal Partnership,"⁴ in their "jargon buster" definition, they note co production is:

"When you as an individual are involved as an equal partner in designing the support and services you receive. Co-production recognises that people who use social care services (and their families) have knowledge and experience that can be used to help make services better, not only for themselves but for other people who need social care".

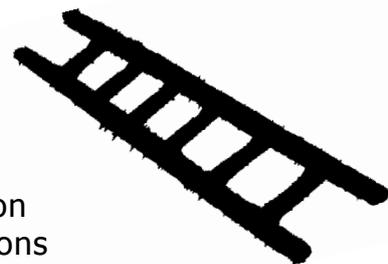
As Catherine Needham and Sarah Carr⁵ note there are many concerns and limitations to be addressed when developing co-production. This is illustrated by Arnstein's⁶ ladder of citizen participation and the Engagement Spectrum by the Action Learning Team of the Office of the Deputy PM (2004)⁷:

Fig 1 engagement spectrum (after Arnstein)



Moving from information provision and research to delegation and ongoing partnership requires all stakeholders to take "steps towards co production". Gateway has demonstrated practical steps towards co production to build social capital with new migrant women:

1. Information and research
2. Consult to understand community needs
3. Provide training to empower participation
4. Nurture bonds, bridges and links to services
5. Develop joint opportunities for partnership action
6. Recognise personal development and contributions
7. Build structures to enable delegation to ongoing partnerships



Our Approach

We adopted an Action Research⁸ approach, learning from and with stakeholders, as we explored new ways of working together. And we followed Social Return on Investment methodology⁹ to measure and value the outcomes of improved social capital and speedier integration through co production (see Research and Evaluation Strategy).

It was therefore important to consider, with the help of the Expert Advisory Panel, both the intended process of co-production and what unintended consequences might threaten the intended outcomes. This identified two potential unintended consequences. First, by training volunteer community advisors, the project might be seen as bypassing existing community leaders and service providers and might thereby undermine existing mechanisms for social capital development. Second there was a danger that since the nature of the project meant that goals, targets and processes had to be defined at the outset before engaging participants, their perspectives and needs might be underrepresented by the project. We therefore included steps to engage and listen to both community leaders and project participants.

From the outset we incorporated both qualitative methods to understanding individual meaning and community perspectives and quantitative numerical measures to test the value for money of the project.

Thus in order to understand community needs we both reviewed data sources and undertook semi structured interviews with stakeholders. We gained an understanding of participant perspectives from focus groups -carried out by trained volunteers and we developed structured questionnaires (we called these Toolkits), tested with volunteers to ensure they were appropriate for language requirements, for participants on joining the project and another for participants towards the end of their volunteer experience (called Experience Reviews). We also trained volunteers to distinguish between the help and assistance, referral and signposting they provided to members of the community, in supporting general advice and information services and support for employability, ESOL and health advice services. These examples of assistance to other community members were captured in simple feedback forms (called Snapshots).

In order to test the value for money of the project we drew on the literature review undertaken by Ruth Marsden (see Literature Review: Valuing Integration: a review of possible measures). This suggested possible indicators of social value that could be applied to outcomes, derived from large scale UK and international studies. However, it was essential to validate such measures in terms of the experience of volunteer participants in the project, gained from the qualitative aspects of the review. We needed to be able to describe, measure and value the impact of the project on people's lives and community integration. Judgements of value and approaches to research were reviewed by the independent Expert Advisory Panel.

This process was further enhanced by the learning histories approach adopted by Sarah Cheverton (see The Gateway Project - A Learning History).

Designing Co Production into Gateway

During the first stage of Gateway the process was designed as shown in Figure 2 (see Initial Business Plan). From the outset the intention was to engage with participants as co-producers of ESOL, education, employability, health, rights advice and support to clients

Fig 2 Outline Intervention Process



In outline the planned intervention process was as follows:

1. Community Organisations and other stakeholder are consulted to define the potential benefits to stakeholders, recruit volunteers, and engage them.
2. Eligible volunteers are trained in Information Advice and Guidance, ESOL/ Citizenship, Health and Employability recognised by Certificates and Diplomas.
3. Community volunteers provide support and advice for other new migrant clients at host organisation meetings and events.
4. Service Leads may provide specialist advice and/or may enrol clients into courses and services including Pre ESOL/Citizenship, Health and Employability.
5. Community Adviser Volunteers are encouraged and supported to develop their own initiatives and events and to develop their own leadership.
6. Community Adviser Volunteers, Community Leaders and Service Leads come together to share lessons learnt.

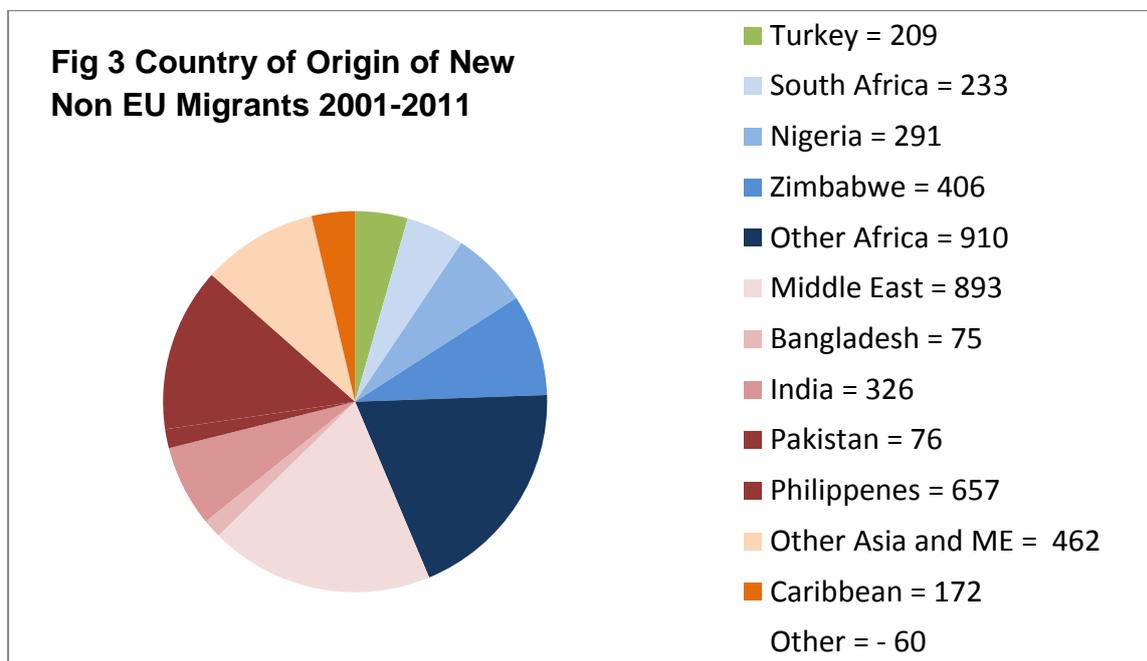
Dissemination of results and sharing its lessons and sustaining co-production beyond the timescale of the project are important further steps.

Understanding Community Needs: Information

While the Initial Business Plan was based on a broad assessment of recent non-EU migrants living in Portsmouth obtained by comparing 2001 and 2011 census data. It was essential to refine this estimate and examine the nature of migrant community needs, by examining data sources (see the Baseline Review) and by consulting community leaders (see later).

We adjusted community population estimates by gathering data from higher education establishments in order to separate students who arrived and then departed in this period, from long term migrants. We also estimated refugee numbers and considered the likely increase in the age of migrants over the period and their likelihood of having further children.

This gave an overall estimate of new migrant number as shown in figure 3



We followed guidance provided by the paper "Indicators of Integration" by Alastair Ager and Alison Strang (2004)¹⁰ and the update by Ben Gidley (2012)¹¹ to try to find relevant measures of current levels of integration for new migrants to the Portsmouth area. Following this framework we examined data on: Employment, Housing, Education, Health, Social Bridges, Social Bonds, Social Links, Language and Cultural Knowledge, Safety and Stability, Rights and Citizenship for the new migrant communities. This data was drawn from national and local sources; it provided very valuable insights into the needs and issues likely to be most relevant to new migrants to the Portsmouth area.

We also took steps to inform and engage new migrants, by disseminating leaflets through meeting places and local shops used by migrants and through talking to migrant community leaders.

Understanding Community Needs: Stakeholder Research

In order to understand the potential impact of the project, we first set out the project objectives and noted possible measures and long term socio economic impacts. We then identified potential stakeholders who might contribute to and benefit from the project. This was set out in a preliminary "Social Impact Matrix" as shown in figure 4.

In keeping with Action Research principles we continued to revise this analysis in consultation with stakeholders. The first opportunity to elaborate these ideas with came at the launch of the project. The launch event was very successful it attracted 60 representatives of community organisations and other stakeholders. The project concepts were briefly introduced and workshop sessions discussed ideas for the implementation of the project.

We continued to revise and refine the Social Impact Matrix throughout the consultations and stakeholder dialogue described in the following sections.

Fig 4 Social Impact Matrix Outline

Objectives > Stakeholders v	Improved social capital: bonding, bridging & Links	Rights, Language, Cultural knowledge, Safety & Stability	Markers: Health, Wellbeing, Education, Housing & Employment	Reduce long term social costs
New Immigrant Community women and other STG	Friend, support and trust within/ across groups + service contacts	Understanding of above and use of organisations and services	Perceptions of integration, life satisfaction and confidence in future + use of above services.	Better community self-care and employment prospects
Community Volunteers	Reinforced bonding, bridging and links	Skills Knowledge and Confidence	As above + Personal development of volunteers + accredited qualification	Better community, career and personal development
Community organisations	Increased membership & diversity	Opportunities to support community group interests	Positive social support and engagement + small amount of income	Greater viability of community organisations
Portsmouth City Council	Improved health and wellbeing reduced inequality	Appropriate delivery and use of services	As above plus feelings and actual security and reduced IMD differentials	Reduced social service and other long term costs
NHS Portsmouth	Improved health and reduced health inequality	Appropriate delivery and use of services	Health status and engagement with health specially for STGs	Reduced long term health costs particularly MH
Home Office and Other Government	Improved integration	Steps to improve integration contacts, trust and citizenship	As all above plus increased recorded trust and steps to citizenship	Tax, and benefit and other impacts including CJS
Employers	Increase in appropriately skilled workforce	More diversity in the workplace	Better match of skills to available job opportunities	Economic performance

Engaging All Stakeholders

Semi structured interviews were designed and carried out with 30 existing community leaders and service providers, not only to understand the values and potential that these stakeholders saw in the project but to encourage them to partner with the project. (This work strand was led by Uta Schmidtblaicher see Stakeholder Dialogue Report).

Some of the themes that emerge from our dialogue were: that social integration starts within communities, community organisations are a major resource for migrants and for the whole society of Portsmouth. Measures to develop co production support for new migrants such as the Gateway Project can be valuable ways of improving and speeding integration. They enable people both to use existing public and voluntary services and community support and to contribute to them.

The benefits of co-production were witnessed in relation to: health, housing, employment, ESOL and community safety, most immediate benefits came from alleviation from social isolation, loneliness and in some cases potential mental illness. While service providers need to do more to promote awareness of the support available, in most areas, once accessed services were well regarded, it was clear that individuals providing services could make a great difference through their personal understanding of the needs of the communities they serve. Gateway can offer participants a lifeline to social contact as well as addressing the needs of other people that they support.

Our dialogue also underlined the fundamental importance of English language and citizen rights and obligation training as a vital step in integration with the wider Portsmouth community. Language is not only a key to feeling at home but also a key to self-confidence. Again peer to peer support was a vital component of the Gateway project in this field. There was feedback on the need to reduce the eligibility constraints applicable to Gateway, but it was also made clear that women had specific needs and played a key role in family and community life beyond those of men in the communities served.

One suggestion was for a “welcome pack” as is provided for migrants to Glasgow¹² (but for all migrants) providing information and access to support at the point at which new migrants arrive in Portsmouth. Working with community organisations and Gateway Volunteers could ensure that migrants would feel supported and welcomed at their most vulnerable moment.

The fact that responses varied between individuals and different community support organisations highlights the need to continue to renew social networks and contacts to reflect the changing needs of new migrants to Portsmouth. It also indicates the danger of generalising about the integration needs of all new migrants – each group has particular needs and expresses them in different ways. This may call for new initiatives, for example, to support new community leadership, to recognise and support new community organisations, to foster links between them and existing organisations and service providers and to develop different integration support strategies for different groups and individuals.

Understanding Participants' Perspectives: Focus Groups

We designed and trained volunteers to run a series of 6 Focus Group discussions. (This aspect of the work was led by Marshada Chowdhury, see "An Analysis of Focus Group Findings"). Training explained the purpose and operation of focus groups, emphasising the need to avoid bias and explained the practiced aspects of the conducting sessions. All sessions were observed by a trained member of the team who took the notes which were analysed applying a Thematic, Content Analysis approach¹⁴.

These focus groups presented an opportunity to understand how participants viewed their experiences of integration in the UK and the impact of the project on this process. The findings highlight the range of benefits Gateway brought to the lives of migrant women participating in the project in view of the complex needs and values of this diverse group. They showed an array of positive experiences and also difficulties faced during the integration process on both practical and emotional levels.

Participants reported satisfaction with the project, helping them to feel happier with their life overall since participating in Gateway and happier about their life in the UK or Portsmouth.

"Now many things have improved. Very happy, going shopping alone" (D4). "Most importantly I feel happier being involved. I met lots of people from different backgrounds/countries" (C6). One participant described how the project helped her to overcome problems "[Gateway] gave different levels of care. Have locked key and exterior, found broken pieces inside, like giving medicine to mend" (E6).

The focus group findings provided insight into the informal feedback from participants and observation of the effects of the programme. They show that for many the project had a significant impact on their lives and their integration in Portsmouth. The most significant benefits reported by participants were: improved English skills, an increase in confidence in speaking English and carrying out day to day activities, improved and new social contacts and contacts with service providers and the ability to contact services independently. The project also had a major impact on participant's quality of life and happiness as well as opening up new life perspectives and opportunities for the women involved by increasing their independence.

"Before I was shy but now I can speak to others confidently" (D5). "When I came to UK, I was very shy, couldn't talk English. After I joined the class I feel more better in talking, shopping" (C5). "When I first arrived, no understanding, now after attending ESOL, can answer questions" (F3). Before I couldn't talk about my problems, now better" (E5). "I can now talk to other mothers at my son's nursery (H8)". "Before, English not good. Now more confident, speaking more. Live alone with child - can speak with doctor/hospital. Can do everything. Happy" (A6).

Participants made very positive comments about the delivery and quality of the programme in general and the support received through the project team and fellow participants throughout the project. A number of constructive

recommendations were made in relation to the frequency of ESOL classes with the need for more sessions and issues raised by the mixed levels of learners and the involvement of new learners in an existing course which creating a barriers to learning. Although the ESOL classes have been structured to accommodate the varied levels of ability, it is clear that a more successful grouping strategy is required with scaffolding and differentiation of instruction to meet the needs of the learners. Despite this, it is clear that the delivery is meeting the needs of the majority and continuous participation and attendance illustrates that respondents value the provision and understand the positive change ESOL courses can bring about for an individual and a community.

A few respondents also commented on the need to link up with more organisations to create further opportunities in volunteering and other opportunities. For an eighteen month project based on the growing needs of migrant communities, it is apparent that such recommendations are imperative to respond to the constant shift of needs. In future projects it is suggested that a participative steering group should be established at an early stage where, in addition to team members, participants would be invited to attend to join alongside stakeholders, community leaders and relevant individuals. The functions of this group would be to discuss the feasibility of implementing all aspects of the programme to ensure delivery is relevant and meeting the needs of participants. It would also strengthen partnerships and renew social networks with the potential to develop future opportunities for sustainable integration support.

As the project progressed it was very noticeable that Gateway participants increased their self-confidence, they gained a sense of purpose and self-esteem. Whereas at the start of the project they waited for instructions, as the project proceeded they began to take their own initiatives, to make their voice heard and to take a lead on actions and events. One such initiative was the development of a web site "The Voice of Diversity" including contributions from participants and directions to resources relevant to community members (see <http://portsmouthgateway.wordpress.com/>) – a Facebook page is also available.

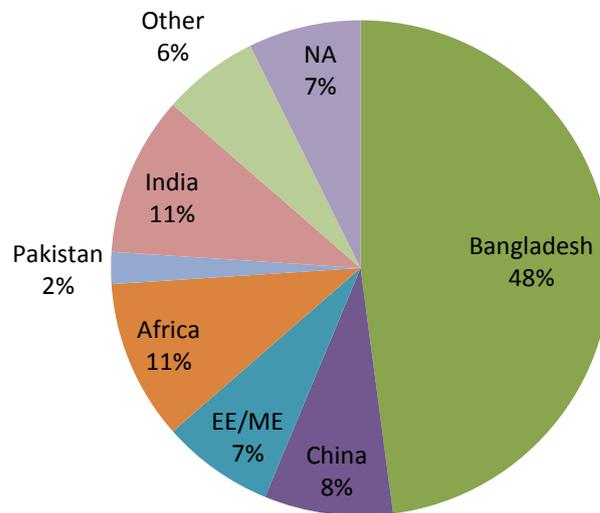
Many participants described their experience of Gateway as "life changing". They changed from a self-image as "just at home" to defining themselves as Gateway volunteers, women with a plan for their education and employment and a role in society.

"The project opened a gate for me, opened a door to help other people in the city" (E2). "My mind is fresh coming here" (H4), "Opened new avenues to explore, networking" (E6). [The project] brought back forgotten things. Interaction, brain storming, gave adrenaline. Felt awakened to get back out there and to things again. Not just a mum, but a person! (E6). "[The project] has changed people's lives, especially advisors. When I meet them I can see they are happy, feel their confidence building. Happy to talk to you. Wish we can be with project as long as possible. Feel change in others. Life changing project" (C6).

Participant Characteristics

The project engaged 102 new migrant women over the eighteen month period, 93 of whom completed initial questionnaires. About half joined each year, most who joined in the first year stayed with the project and participated in the second year. The participants had all arrived over the previous 10 years with (42%) having spent three years or less in Portsmouth. A high percentage of the women were migrants of Bangladeshi, Indian or Chinese origin. While the Baseline Review showed that migrants from Bangladesh, China and other parts of SE Asia make up a majority of non EU born residents, new non EU migrants arriving over the past 10 years were more likely to arrive from northern and southern Africa, the Middle East and the Philippines (see fig 3).

Fig 5 Country of Origin of Gateway Participants



This demonstrates both the success of the project in tapping into existing communities and the need to continue to re-design integration initiatives to match the needs of newly arriving migrants.

Participants in the project were predominantly aged between 20 and 30, most with children (85%). All could read and write in their own language, nearly all having attended some level of secondary school education - 25% had qualifications from their home country. Some 40% of participants' prior experience was of school or college, 30% said they stayed home and 25% of participants had previous experience of work. When asked to score their English language skills from 1-9 most (60%) scored themselves at 5 or less (see figures 6 and 7).

As the preliminary questionnaire was administered on joining the project some participants later revealed that they felt some (unintended) pressure to respond positively about their intentions and feeling part of the community in Portsmouth (scored from 1-9)(see figures 8 and 9).

Fig 6 Age of Volunteers

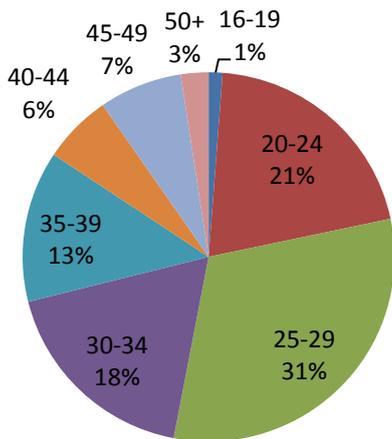


Fig 7 English Language

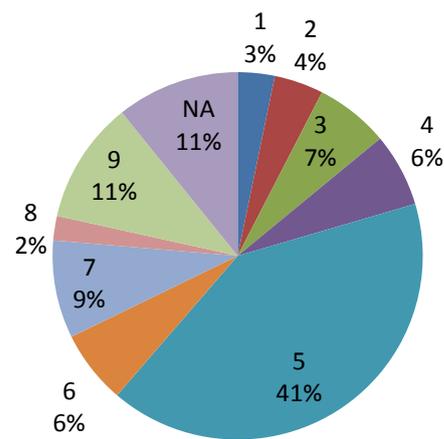


Fig 8 Future Intentions

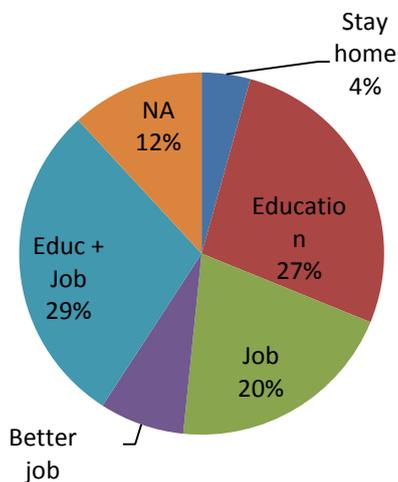
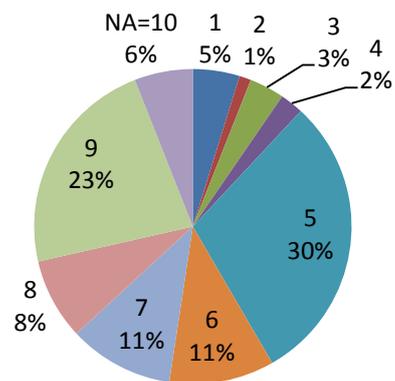


Fig 9 Feeling Part of Portsmouth Community



Training and Community Action

Training courses evolved throughout the project as we learnt from the feedback from participants. In all cases the aim was to provide both class room training and experiential learning – that is guided learning by enabling participants to support others through community action in information and advice sessions, ESOL courses, employability and health advice provision.

By the end of June 2014; 71 participants attended more than 10 weeks of training and co-produced community action; 60 participated in generic advice training and delivery, 73 in elements of the education strand training including: ESOL, pre citizenship and training to support ESOL (19 took specialist ESOL advisor), 44 participated in elements of employability training and support for others in employability and 19 participated in health training. In total there were 2,450 session attendances. Training and community action sessions were normally 2 ½ hours, some were longer and some shorter.

Fig 10 Participants Receiving Training by Type

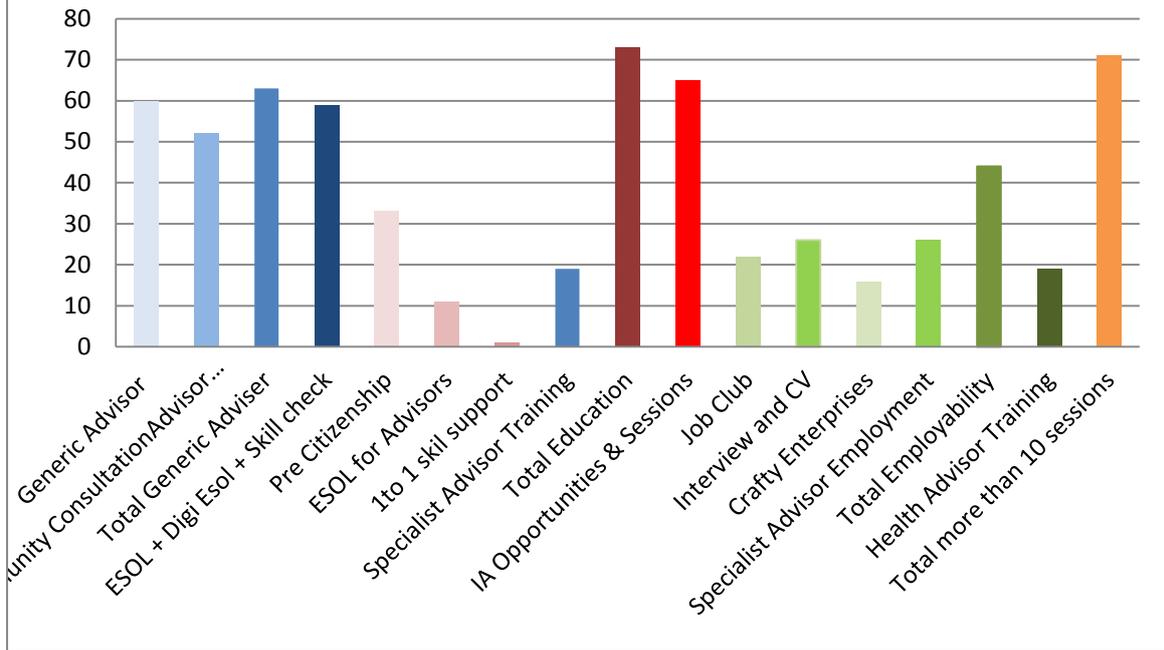
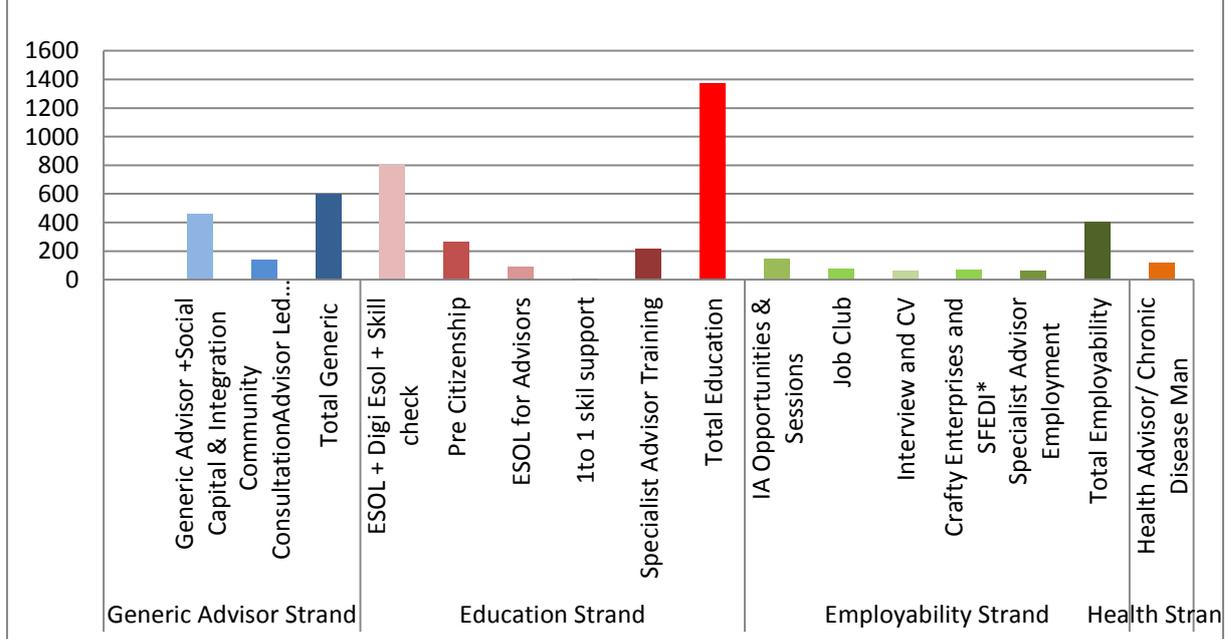
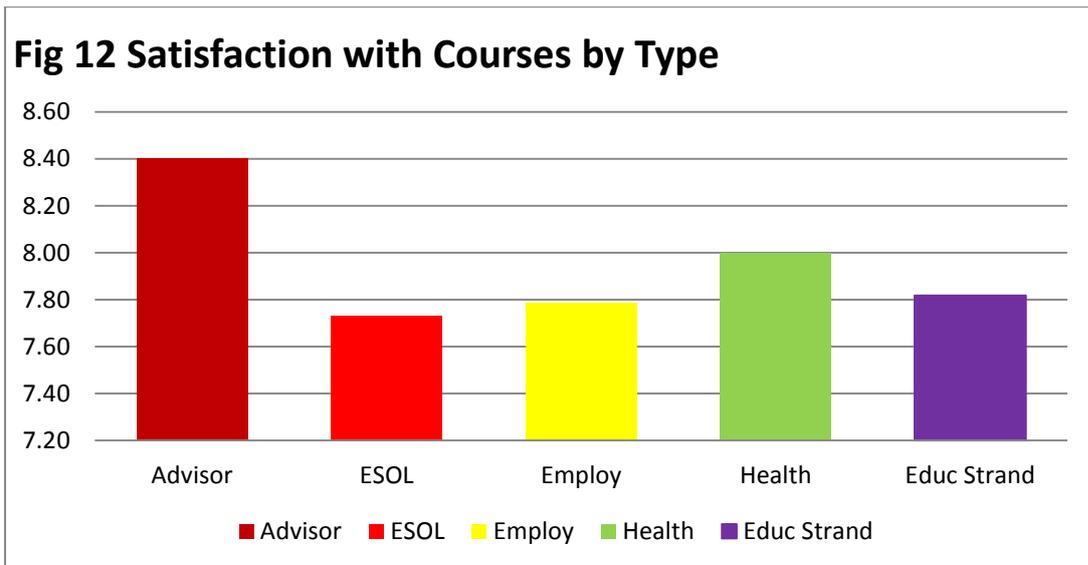


Fig 11 Attendance by Type of Course



In 92% of cases participants were judged to have achieved the course criteria. Feedback to the training programme recorded by questionnaires to 57 participants (scoring 1-9) show very positive responses to all types of training, particularly advisor training.



In general training of the type offered by Gateway was seen as empowering to women and offering them an opportunity to make friends and gain confidence. These points were also most commonly recorded in open ended questions included in the experience survey and in open discussions with participants groups.

The generic advisor course provided an introduction to other advisor courses as well as introducing ideas and opportunities for community engagement and volunteering. It was highly scored and was noted to give a sense of purpose and role in community development to participants.

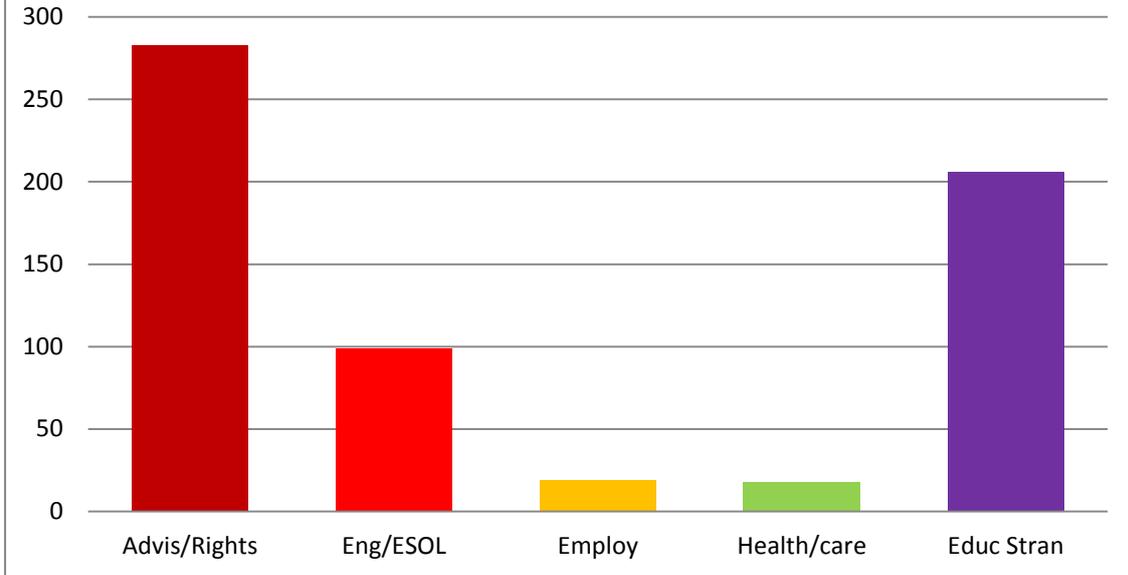
The Stakeholder Dialogue and Focus Group discussions highlighted the importance of pre ESOL training and the difficulty of ensuring the level of training provided matches the sometimes widely different requirements of participants. The Digi ESOL course was an example of an innovation designed to meet the needs of participants it was very highly scored by participants, possibly because it could be adjusted to meet their needs.

The employability course also helped women gain experience of work through shadowing opportunities and helped them prepare for work with information and advice sessions, training in CV writing and interviews. After the courses women saw themselves as more able and more likely to get jobs (see later).

The health courses were highly valued, though they only developed in the second year of the project. It helped to identify and deal with both personal and community health issues. It was particularly noteworthy that when women took on a leading role as co-producers they felt able to deal with issues such as Chronic Disease, Mental Health, Female Genital Mutilation and Honour Based Violence that would otherwise be difficult to address. One participant was so impressed she proposes to set up a similar scheme to support TB sufferers in Bangladesh.

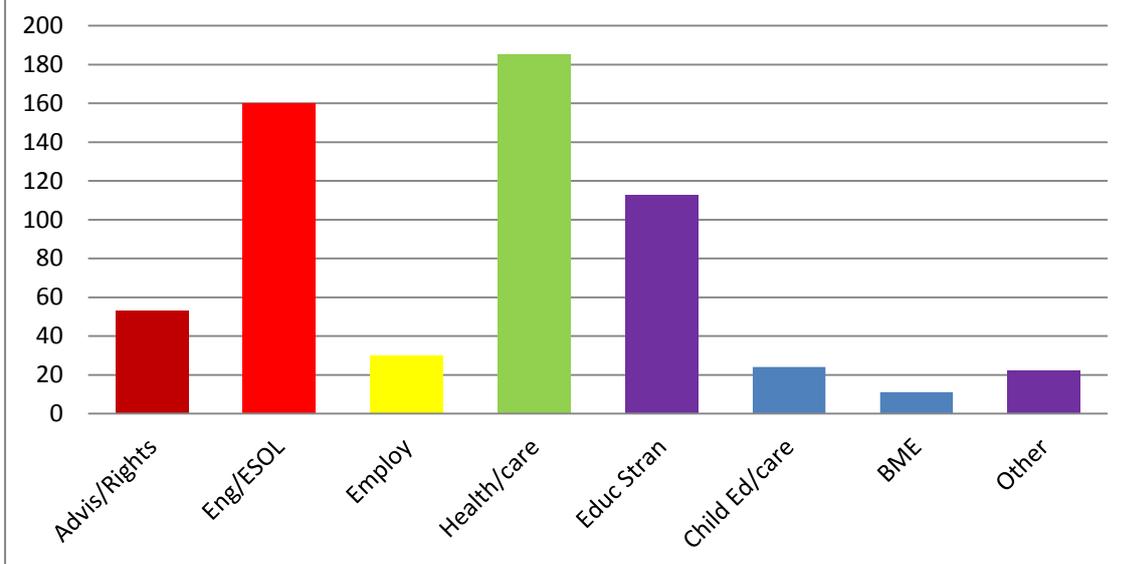
The 57 project participants who responded to the experience questionnaire recorded a total of 625 weeks of volunteering activity (see fig 13).

Fig 13 Weeks of Volunteering by Type



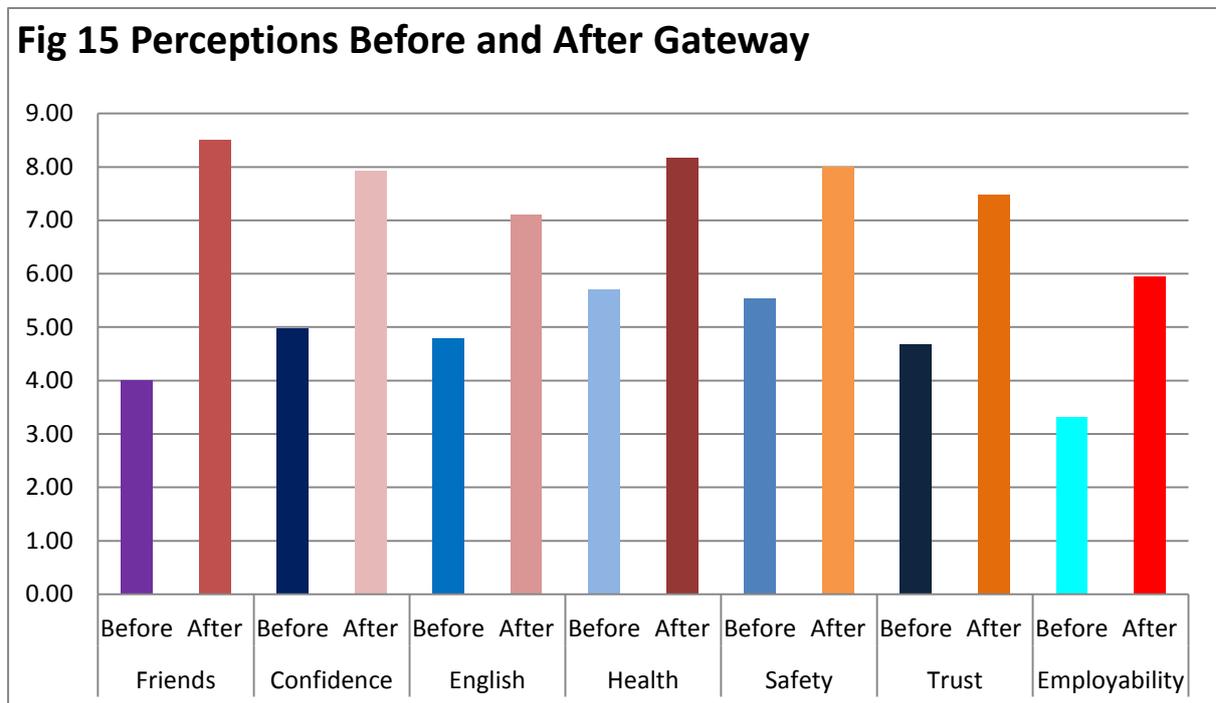
The advice and support they gave to others included 628 instances of help referral and signposting recorded by 25 participants who completed records of the nature of the advice they gave. It should be noted that only a minority of participants provided this sort of feedback but it nevertheless provides a useful indication of the scope of assistance provided particularly helping others with English language in classes and in dealing with services.

Fig 14 Number of Clients by Type of Support Given



Changing Perceptions

The experience of Gateway changed participants' perceptions of many aspects of their personal and community lives as shown in figure 15.



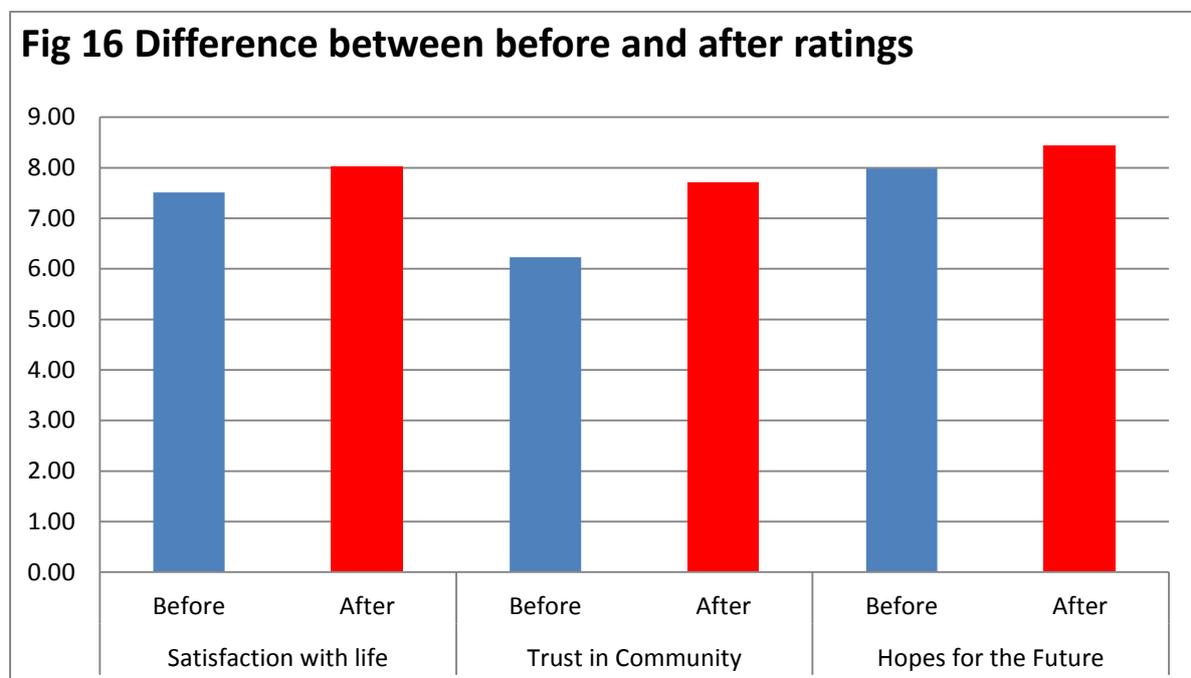
The experience questionnaire, administered by trained participant volunteers, in person or by telephone, asked 57 respondents to consider their lives before and after their Gateway. Naturally a reflection like this can give a distorted view since respondents contrast their situation now with a memory past feelings and they may wish to please the interviewer. However, participants also told us that that asking questions at the point of joining the project also created pressure to be more positive than they might have been on reflection.

- Respondents were asked how many friends outside their family they met regularly before and after Gateway, the number before was an average of 4 while after gave an average of over 8, largely reflecting the friends they met on the project. Those who could not give a number most often replied few friends before and a lot after.
- They were asked to mark how confident they felt before and after on a 9 point scale with sad to happy faces (this proved most appropriate in view of language barriers). Confidence before scored 5 and after was scored at almost 8. As noted participants very often referred to improvement in confidence as a major benefit from the programme.
- They also showed their perception of improvements in their English, improvement was noted both for participants focussed on ESOL courses (77%) and for those with better English on other courses (31%).
- Perception of health was a sensitive issue for some respondents who told the interviewers that they did not like to admit to physical and particularly mental health problems. However, many respondents did mention feelings of

anxiety and loneliness leading to poor mental health before the project and felt better after, as shown.

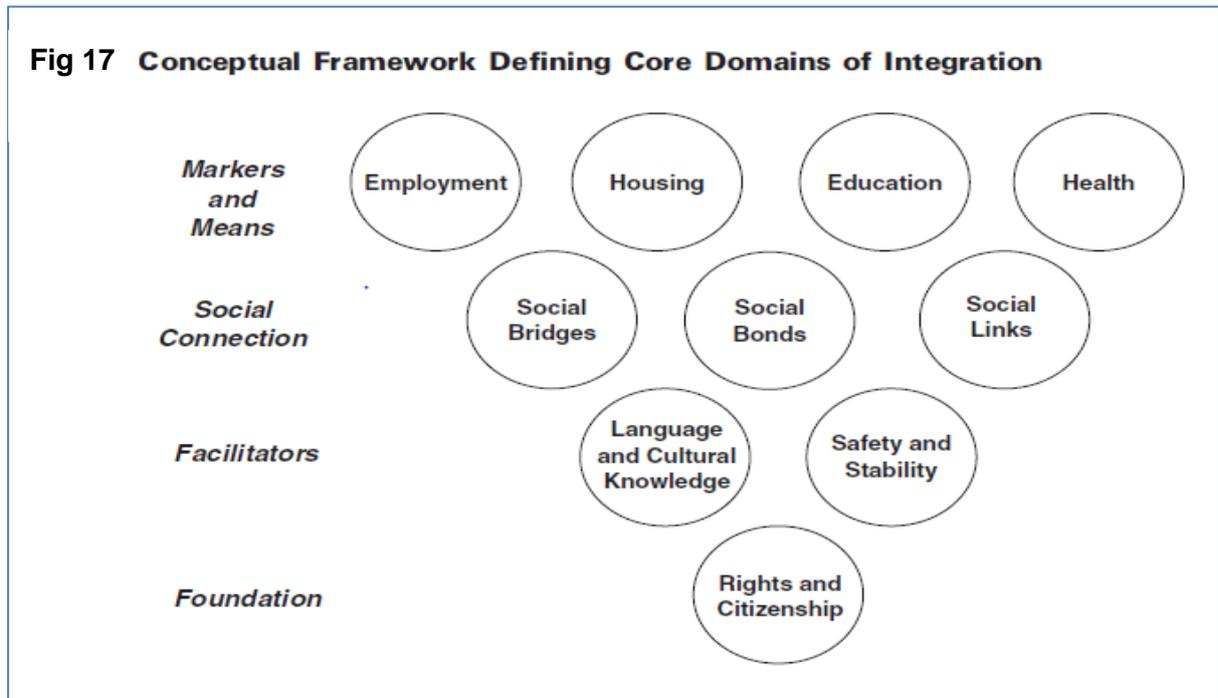
- Many respondents also mentioned their feeling of insecurity in areas of Portsmouth; sometimes they gave instances of being made to feel unsafe, for example, by groups of children, or youths in the street. After participating in Gateway perceptions of safety were notably higher.
- General trust in community is one measure sometimes used to assess social capital, while it is difficult to define, respondents found this question easy to answer, generally feeling the project had increased their understanding of UK society and improved their ability and confidence to communicate, leading to greater trust in community.
- While as young mothers often with language problems many respondents had a realistic view that they would have difficulty in getting a full time job they also began to consider steps towards employment such as further language classes, other education courses and volunteering as a step towards employment. Thus most felt that their longer term employability had been improved.

In addition to the questions reflecting on participant experience of Gateway questionnaire responses on joining the project were also compared with the same question at the end of the project. This also showed changes in perceptions though these were less marked, possibly due to the pressure respondents felt to be positive. This suggests that while the before and after ratings underestimate the difference Gateway made, the reflection on experience may somewhat overestimate the impact.



The Impact on Social Capital Formation

As the Gateway approach to integration was based on Ager and Strang (2008)¹⁵ it is helpful to reflect on the contribution that Gateway made in each field of the conceptual framework they identified:



The analysis provided in previous sections shows how Gateway:

- Developed understanding, skills and confidence to enhance employability, providing relevant skills, knowledge and “work taster” experience.
- Housing was addressed as an advice and rights issue, 48% of participants were living in areas scoring in the highest 20% of deprivation levels, as indicated by the Index of Multiple Deprivation (see baseline Report).
- The project provided many education opportunities at QCF 1 and 2 levels and also advised participants on future education options.
- Participation in the project was identified by many participants as a reason for improved health and wellbeing and health advice, referral or signposting was the most common form of assistance given to clients.
- It was observed that participation in training, first developed social bonds between women from similar backgrounds, however, as the courses proceeded participants formed friendships (bridges) across the whole group and identified themselves as Community Advisors. In addition training, “work tasters” and experience as advisers gave them knowledge of and links to services and leaders that they passed on to others.
- Clearly many of the benefits of the project arose from language courses and the confidence they gained from the ability to communicate.
- Perceptions of safety and stability were significantly improved as noted.
- Knowledge of rights, citizenship and culture were developed by all aspects of the project – most specifically through the pre-citizenship course.

The Process of Integration

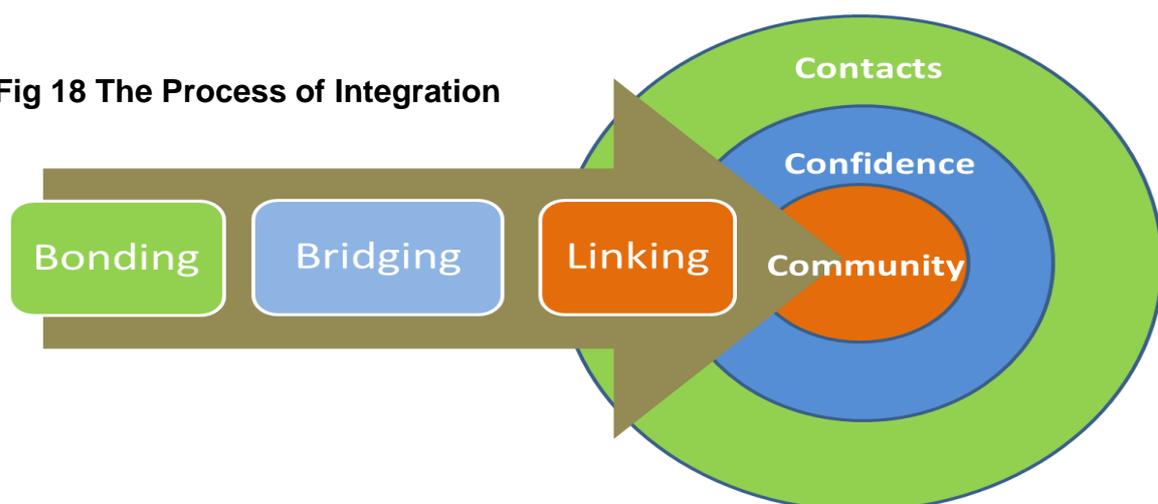
To ensure we had an appropriate understanding of the participants' perspectives and needs we encouraged open communication with and between participants, organised a meeting place at which we encouraged self-organisation and volunteer led events. These included events on Female Genital Mutilation, Mental Health issues and Careers in Adult Social Care.

Informal discussion and experience of training volunteers suggested that while participants at first came to training events alone or with people from similar backgrounds and socialised mainly within these groups (bonding), over the course of only 4/5 weeks, despite language barriers, participants rapidly developed contacts and friendships across the training group comprising people from many different backgrounds (bridging).

As they gained better skills in English and knowledge of services and contacts (linking) they also gained in confidence. Individuals emerged as leaders in relation to specific aspects of the project like the use of IT, but also as spokespersons for the group and for community on particular topics. It appeared that they developed as a "community of women" much faster than might be expected of similar groups of men. They shared interests and concerns about children, education, health and community safety.

As participants' confidence developed they increasingly identified themselves as Community Advisers and spoke about their life, education and career aims. This seemed not only to develop greater confidence in life as a resident of Portsmouth (assimilation) but also to strengthen their confidence in defining their role within their family and ethnic community and as member of the community of migrant women in Portsmouth (integration). Note that it is important to distinguish between assimilation and integration (see Jenny Phillimore¹³). What was observed is illustrated in figure 18.

Fig 18 The Process of Integration



As a member of our expert panel observed, quoting Malcolm X:

"If you educate a man, you educate one person. If you educate a woman, you educate and liberate a whole nation".

Methods for Evaluating the Social Return on Investment (SROI)

Steps in applying SROI are as follows:

- Identify and consult stakeholders to understand perceptions of benefits.
- Map the process by which benefits are generated including unintended consequences and compare with the baseline or doing nothing.
- Establish the social value of benefits generated for all stakeholders.
- Consider the baseline against which additional benefits will be evaluated; this is the time over which integration would happen without the project.
- Consider the timing of values generated in relation to the baseline.
- Calculate costs generated and values returned to stakeholders in terms of net present value.

We applied a Social Impact Matrix to identify objectives for: new migrant volunteers, clients, BME organisations, service providers, government and employers. A map of intended and possible unintended consequences of intervention showed the need to fully engage existing BME organisations and participants (see the Stakeholder Dialogue Report and Focus Group Analysis).

We then considered relevant social value that can be ascribed to benefits:

- The value that participants derive from social contact and friendship.
- The additional value of improved English language skills and knowledge.
- The value of education programmes that enhance long term employability.
- The value that clients supported by advisors derive from this support.

Value of Engagement through Training and Volunteering

The Literature Review by Ruth Marsden identified reference points for ascribing a social value to the benefits to people who volunteer.

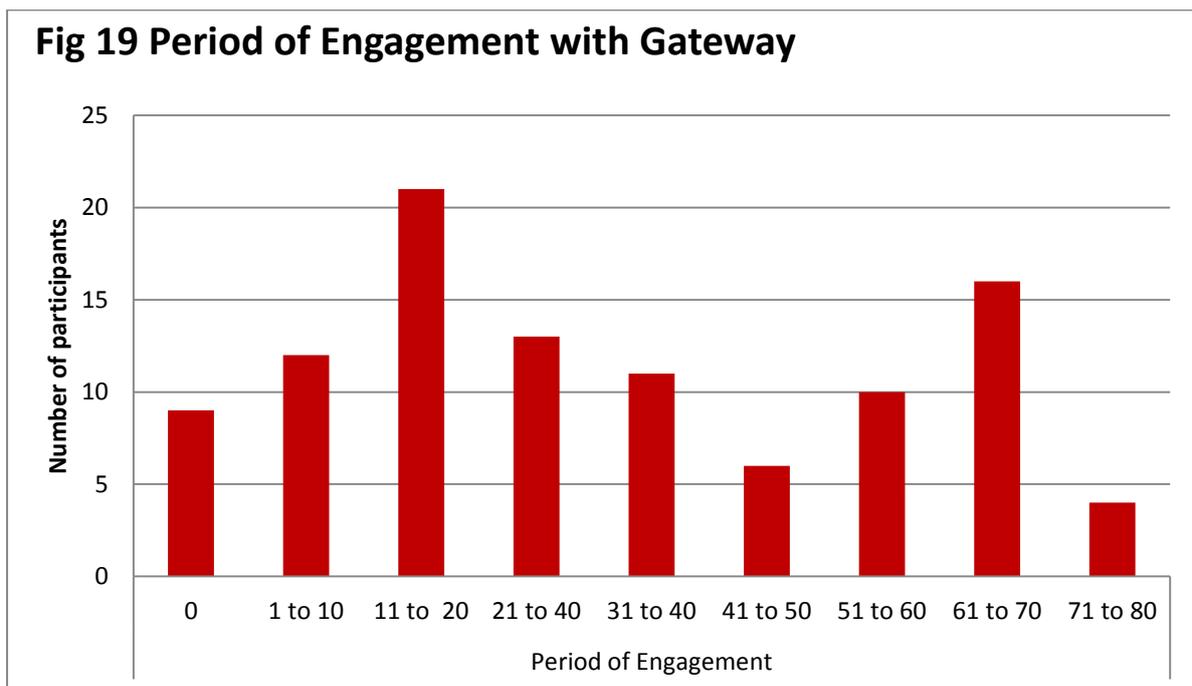
The paper by Fujiwara et al (2013)¹⁶ "Wellbeing and Civil Society: Estimating the value of volunteering using subjective wellbeing data". This working paper was commissioned by the Cabinet Office and Department for Work and Pensions and follows a methodology suggested in the Treasury Green Book of 2011, which provides guidance on the methods to be followed in public sector investment appraisal. (See Annex A for explanation and discussion).

The paper shows that the increase in life satisfaction scores shown by 31,170 people from the British Household Panel Survey (BHPS) from 2000, 2002, 2004 and 2008 associated with people who volunteer at least once a month is equivalent to the increase in life satisfaction scores associated with an increased household income of £13,500 per year in 2011 (or £260 per week). Note that this does not imply that volunteers would be willing to pay this amount but that it contributes to their life satisfaction to this extent.

Volunteering gives rise to satisfaction from opportunities for friendship, feelings of self-worth from contributing to others and opportunities to develop skills. All these factors were demonstrated by Gateway participants:

- Life satisfaction arising from the project for new migrants is ,we suggest at least as great if not greater than for the BHPS, because they have less contact with family and friends and greater social and language barriers.
- Household incomes for migrants in Portsmouth are likely to be 25% lower than general population, adjusting for this would give a lower estimate.
- Gateway volunteers were all migrant women, who face difficult challenges in adjusting to UK life and therefore may value social capital higher (see later).

We suggest that the value to participants should include the time spent training and volunteering because it introduces friends and engages them in purposeful activity and is very important for personal development. We therefore reviewed participant attendance at training, community events and volunteering to determine the period between the first encounter with the project (often ESOL or Generic Adviser Training courses) and their last encounter most often at an Adviser led event. This revealed a total of 3,256 weeks participation in the project from 102 volunteers as shown in figure 19. This may be considered a conservative estimate because many will continue to meet in friendship and volunteering beyond the timescale of the project.



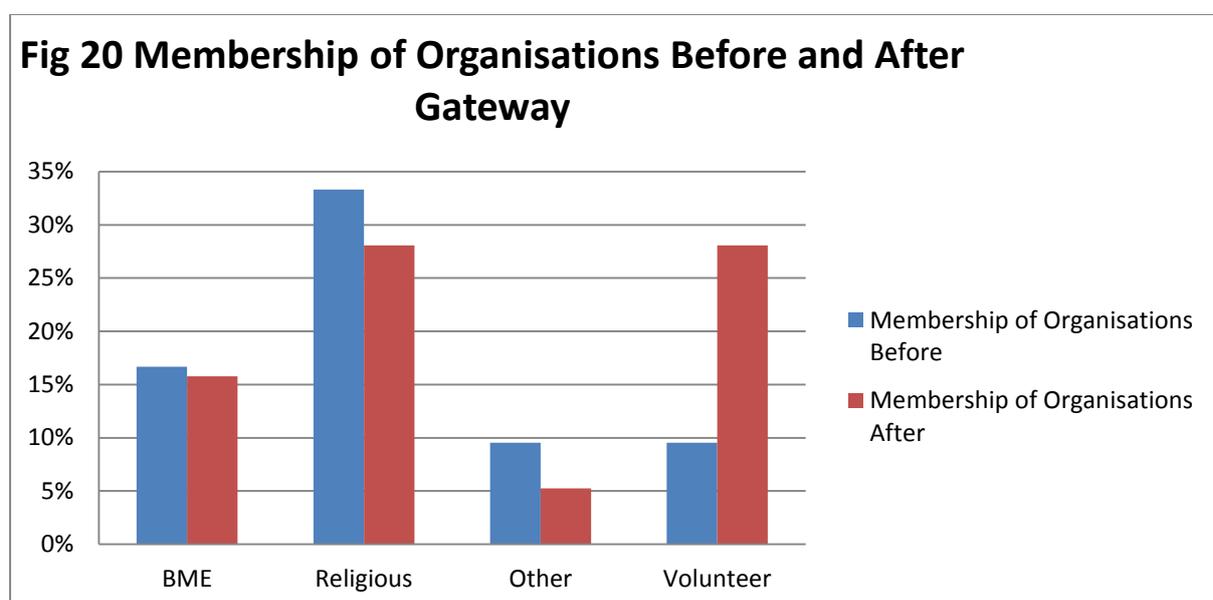
This is also an important endorsement for the project as it shows that while naturally some participants only briefly engaged (a single participation was treated as zero weeks), a great proportion stayed with Gateway and participated from the point at which they were recruited until the end. Broadly the two humps in the distribution correspond to recruitment in each year.

Opportunities for continuing engagement were developed with the volunteers and included: participation in further courses including continuation ESOL, pre citizenship, health and employability advice, one to one sessions with trainers

dealing with issues such as employment opportunities, writing skills and work taster experiences, shadowing people in their jobs.

The high level of continuing engagement also shows that, while education and training elements were an important first step for participants, Gateway took a further step in building contacts and friendships and enabling the participants to lead their own activities.

It may be that such friendships and activity would have arisen in the longer term without the intervention of the project through participation in existing BME and other community organisations. But the evidence suggests that participants did not increase their membership of BME and other community organisations and tended to define themselves as Gateway volunteers.



For these reasons we have attributed a social value to the period of participant engagement with Gateway over the total of 3,256 weeks. This social value is in addition to the long term socio economic benefit arising from education and training (see later).

If this is valued at £273 per week in 2013 values (updating the 2011 figure for inflation) it would generate a social value to participants of £888,888 or £8,100 per participant. If this is adjusted to reflect the household incomes expected amongst new immigrant families in the Portsmouth area (75% of median incomes for UK) this would suggest a lower estimate of £666,666. However, a paper by Groot et al (2006)²¹ notes that the value attributed to volunteering by women in the Netherlands was 35% higher than for men, thus a higher value might be appropriate. A value per week 15% above that found by Fujiwara would suggest a high estimate of social value from engagement of £1,022,221.

The social value attributed to social capital must be viewed in the light of the previous evidence quoted of perceived improvements in factors such as: friendship, trust in community, health, safety and life satisfaction.

Additional Value of ESOL and Cultural Awareness Training

We have not been able to find any specific studies suggesting a social value for ESOL and citizenship training. But clearly lack of ability and confidence in English and understanding of English cultural norms are key barrier to integration and social capital formation. It is difficult to form friendships outside a narrow circle, join in community organisations, claim rights or use services or even to support children in school without ability to speak and understand English and its cultural context.

We based the additional value of ESOL and Citizenship training on figures from the Fujiwara study which shows a 2011 value of £17,300 per year household income decline, associated with the same reduction in perceived life satisfaction as “not being able to meet up with friends a number of times a week”. The rationale for this is that lack of English ability and cultural confidence are very significant barrier to making friends and social contacts.

In applying this value we considered:

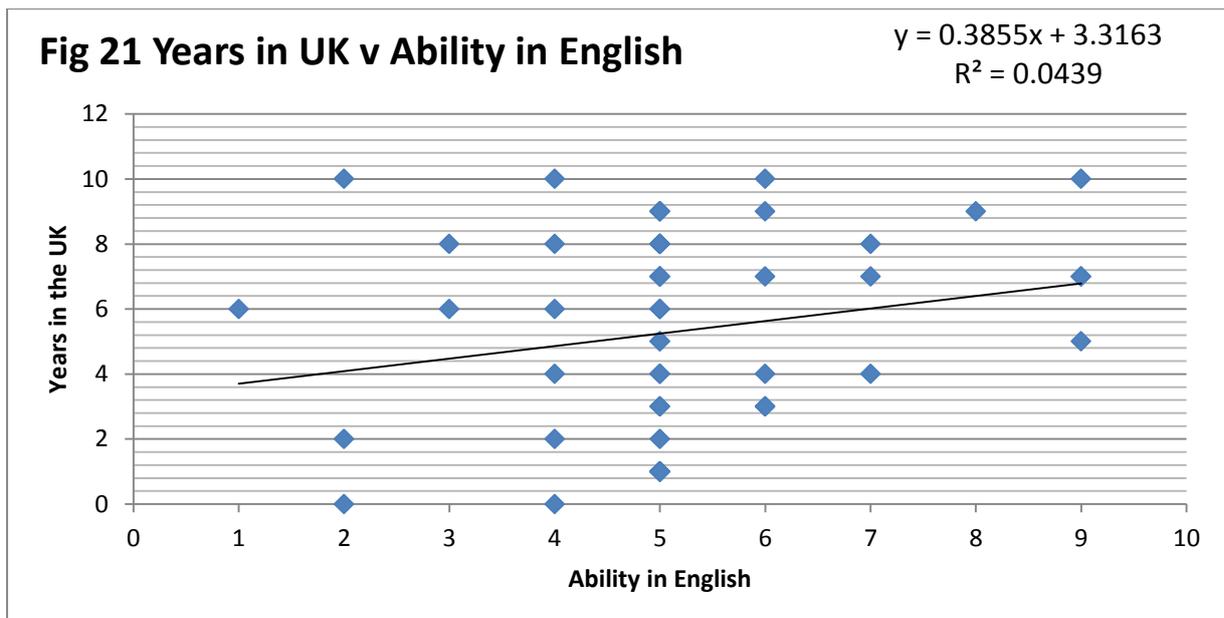
- The extent and duration of training
- Household incomes.
- Participants’ progress in English
- The time over which new migrants would have improved their English without the Gateway project.

Data shows that 1350 sessions of Education strand training were undertaken by participants (59 participants took 789 sessions of pre ESOL, ESOL continuation and Digi ESOL courses, 11 took 90 sessions of ESOL for adviser sessions and 33 took 255 sessions of Pre-citizenship training there were 5 sessions of 1 to 1 training and 211 sessions of training for 11 specialist advisors). If this is attributed an additional value of £77 per week in 2013 values it would generate an additional social value to participants of £103,950 an additional value of £1,424 per participant.

Adjusting for lower household incomes of migrants in Portsmouth gives a lower value of £77,963.

We searched for participants who perceived no improvement in their English skills after attending pre ESOL classes but only found one example. All the other participants who responded to the experience questionnaire and attended pre ESOL classes reported progress (average 77% improvement). This is very encouraging, as according to Cheung and Phillimore (2013)¹⁷ 36- 48% of respondents from UK ESOL classes report little or no progress. For this reason we did not modify the estimate.

We also considered the rate at which migrants would have improved their English without Gateway by comparing their reported capability in English with the length of time they had spent in the UK. This showed very little correlation ($R^2=0.0439$) indicating that without intervention participants would be very slow to improve their English (see figure 21). For this reason we suggest it is very conservative to add 12 months per participants to the estimated duration of impact to give a high estimate of added value of £340,186.



Value of Increased Employability

Training, including ESOL, employability and training as a community, health or ESOL or employment adviser can also be assumed to increase the long term likelihood of subsequently finding employment. BIS Research Paper No 38 (2011)¹⁸ identifies the societal added value of basic skills training for individuals to enter work and participate in society. Basic skill training including 'Skills for Life' literacy and numeracy qualifications, and English for Speakers of Other Languages (ESOL) qualifications at Qualifications and Credit Framework (QCF) level 2. These courses are estimated to generate a net present value (NPV of benefits less costs) of £20,000 in 2008/9 values as societal values for each person starting a course over their lifetime (and £27,000 for successful achievement). The social value of developmental learning courses at QCF level 1 is estimated £19,000.

The value suggested of £20,000 (net present value) plus costs of delivering the training is a value applying to starting training and takes into account likely levels of dropout or failure to complete. This figure must be adjusted to reflect the increase in average earnings from 2008/9 to 2010/13 of 10.25%, the difference between wages in SE England and the UK average of plus 11% and the difference between average earnings and women's earnings of minus 22.6%. This suggests a value in the region of £21,400 in 2013 values per course. As pointed out in BIS research paper number 105 (2013) "Review of Economic Benefits of Training and Qualifications" it all depends upon the assumptions and comparators chosen.

Other factors to be taken into account include:

- The duration of training and level of achievement.
- The response to training by participants.
- The intentions of participants to take up employment.

We analysed course attendance data to show those participants who attended more than 10 sessions of training – since this would be equivalent to about 20-25 guided learning hours required for a course at this QCF level. This showed that 71 participants had attended more than 10 sessions (42 attended 20 or more sessions) sessions).

Of the participants starting course elements 92% achieved their target outcomes, which is better than the drop out or non-achievement rate for equivalent courses elsewhere and therefore we did not adjust for this factor. The average assessment of courses given by 57 respondents was 8 on a 9 point scale (i.e. 89%). All these factors suggest our estimate is conservative.

Questions on future intentions to participants joining the course showed that 57% of the 73 respondents intended to work unfortunately due to error we asked a different question in the experience review (what do you do now?). Perceptions of employability rose from a score of 3.3 on a 9 point scale before the project to 6 after (a 79% increase). As a conservative estimate we used a low assumption that they were 75% less likely to work than other trainees.

The benefits of increased employability to government include increased tax income and reduced benefits payment. We broadly estimate this by comparing household income, including benefits less direct and indirect tax for the bottom 2 quintiles of the income distribution for non-retired households in the UK (Office for National Statistics Statistical bulletin: The Effects of Taxes and Benefits on Household Income, 2010/11). This shows that non retired household in the bottom income quintile receive net direct and indirect tax less benefits of £1,113 while the 2nd quintile generate a net contribution to government from direct and indirect taxes less benefits of £2,355. On this basis we assumed that 35% of the benefits of increased income from employability may increase taxes and reduced benefit payments to government.

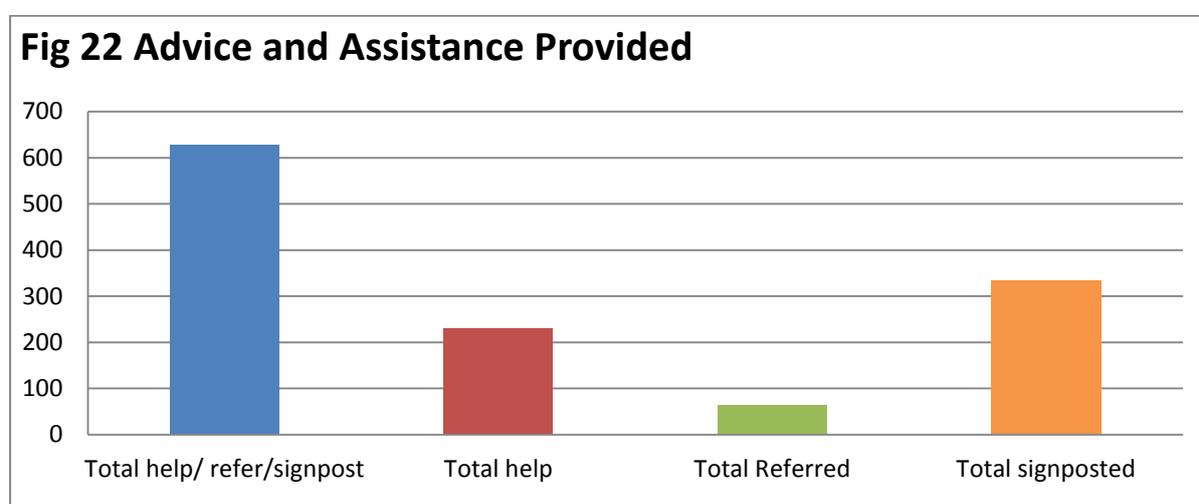
Increased employability is also likely to generate increase profit to employers from the ability to fill jobs and to move to higher value added production with more highly skilled employees. It is extremely difficult to make any generalisation about the level of expected return to employers since this depends upon the nature and profitability of particular businesses, however as a starting point, it could be assumed that a £10,000 increase in employee income would be likely to be associated with profits of at least £1,000 per year. For this reason we have assumed 10% of benefits from increased employability are realised as employer profits. On these assumptions 55% of employability benefits would result in increases in household disposable income.

The net present value of the long term impact on employment from training would therefore be: £1,519,400: of which £885,670 would benefit Households, £531,790 would benefit Government and £151,940 would benefit Employers. Assuming lower income levels and lower intentions to work would still generate net present values of £470,064 to Households, £299,132 to Government and £85,466 to Employers.

Value of Advice and Information Support for Clients

As participant volunteers become active they work with clients from migrant groups and others to support, advise and provide information. Those trained to provide generic advice and information can signpost clients to a wide range of support services, provide more specific referrals or help them directly. This covered a very wide range of possible fields including: assistance at pre ESOL classes, contact with council or other services including employment support, contact with BME groups and multicultural events, addressing physical and emotional health needs and dealing with personal and emotional issues.

We collected 628 records of client contacts categorised as: help, referral or signpost as shown in figure 22, the distribution between the areas in which assistance was given is shown in figure 15.



We had hoped to be able to provide a basis for the social value of advice and information based on the type of assistance and the field in which it was provided. Unfortunately on analysis it was found that the range and nature of such contacts was so great that it suggested that these categories were insufficient to define suitable values. Moreover the only national study we were able to find that might provide a basis for valuing general volunteer advice was "Making the Case: The value to society of the Citizens Advice Service" (2014)¹⁹. This suggests an average value of £50 for their "Gateway Advice" (signposting and referral, 60% of their cases) and "Full Advice" (detailed advice and support, 40% of their cases). We understand further research is now being undertaken to refine the value of advice services.

For this reason we applied indicative values of £40 for help, £30 for assistance and £20 for signposting, giving an overall added value of £17,540 which may be increased by 10% to give a high estimate and decreased by 10% for a low estimate. This demonstrates the principle but will not have a significant impact on the overall SROI of the project.

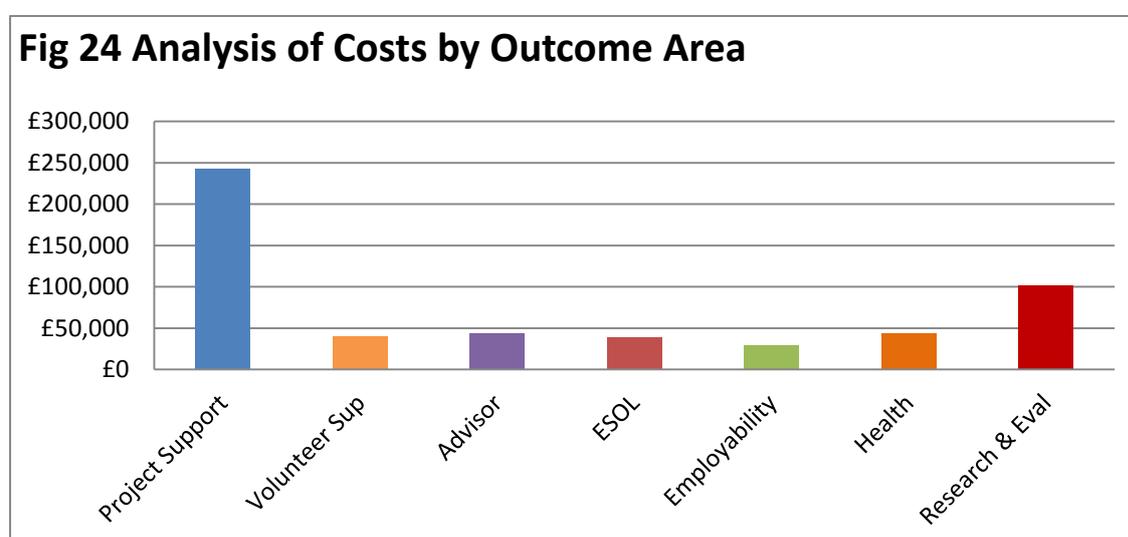
Project Costs and Potential Co Production Costs

In order to assess the Social Return on Investment we also analysed current and potential future project support costs – this aspect of the research was led by Jane Leech the Gateway Project Manager.

Over the two years of the project costs were analysed as follows:

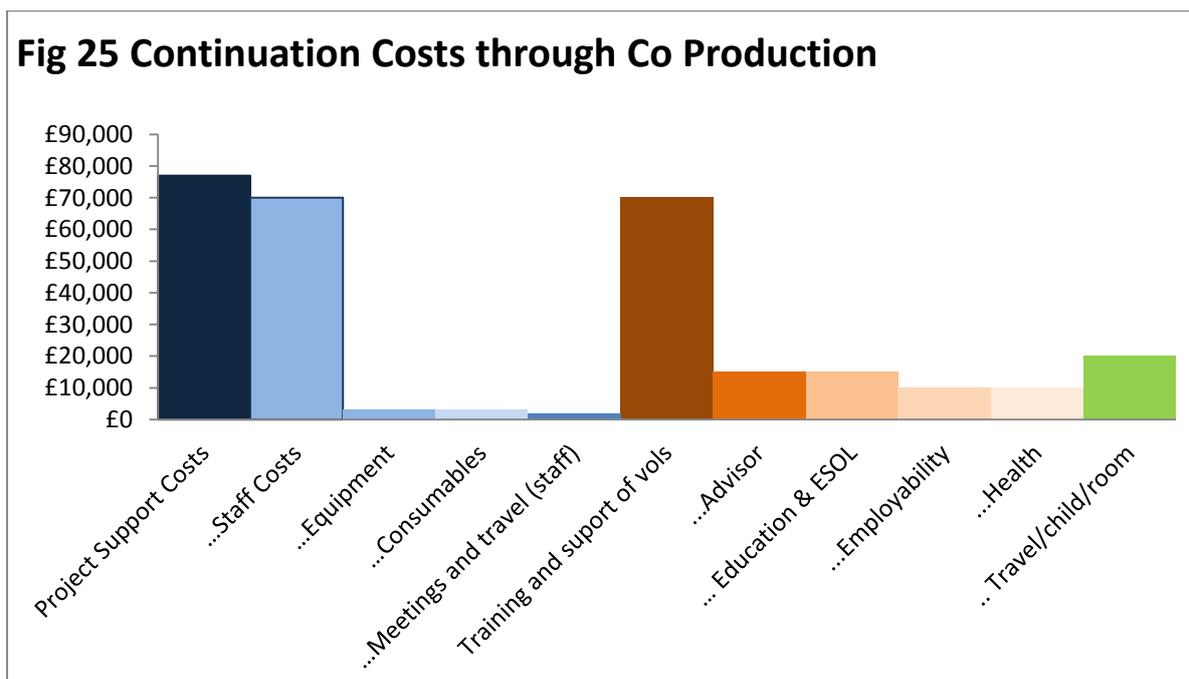
Fig 23 Project costs ex VAT & Overheads	Year 1	Year 2 Act	Project Total
Project Support Costs	£111,477	£131,355	£242,832
...Staff Costs	£97,000	£117,455	£214,455
...Equipment	£3,272	£2,883	£6,155
...Consumables	£4,749	£10,923	£15,672
...Meetings and travel (staff)	£6,455	£94	£6,549
Training and suport of vols	£94,052	£102,511	£196,563
...Advisor	£28,800	£15,000	£43,800
...ESOL/Education	£17,367	£22,130	£39,497
...Employability	£6,000	£23,230	£29,230
...Health	£36,020	£8,235	£44,255
..Support (travel/child/room)	£5,866	£33,916	£39,782
Research and Evaluation	£48,067	£54,188	£102,255
... R&E Lead	£39,000	£36,000	£75,000
...Other input	£1,953	£16,938	£18,891
..EAP	£2,114	£1,250	£3,364
...Literature review	£5,000		£5,000
...Other			£0
Total before overheads	£253,596	£288,054	£541,650

These costs were allocated to outcome areas as shown in figure 24.



In considering the future of the Gateway project we have assumed that full co-production will be achieved. This would involve Portsmouth City Council and representatives of participants and other groups representing migrant women forming a steering committee. Portsmouth City Council would monitor costs and outcomes, for which we have assumed annual costs of £55,000 and participant organisations would manage the delivery of agreed project training and events and support costs (such as room hire, child minding and transport) for which we have assumed costs of: £22,000 for management, £50,000 for training and events and £20,000 for support costs. Other elements of central costs would be reduced because the project is already designed and developed. However, courses would need to be updated to meet the changing needs of new migrants. This broad estimate of costs is based on the assumption that about 50 new migrants would be enrolled per year, about 30 of these taking ESOL and education strand courses, 25 taking general advisor courses incorporating elements of ESOL, health and employability, 10 focussing on employability and 10 on health (these numbers are dependent upon demand). On this basis the cost of continuing to provide training and support for an annual cohort of 50 participants was estimates at £147,000 (see fig 25)

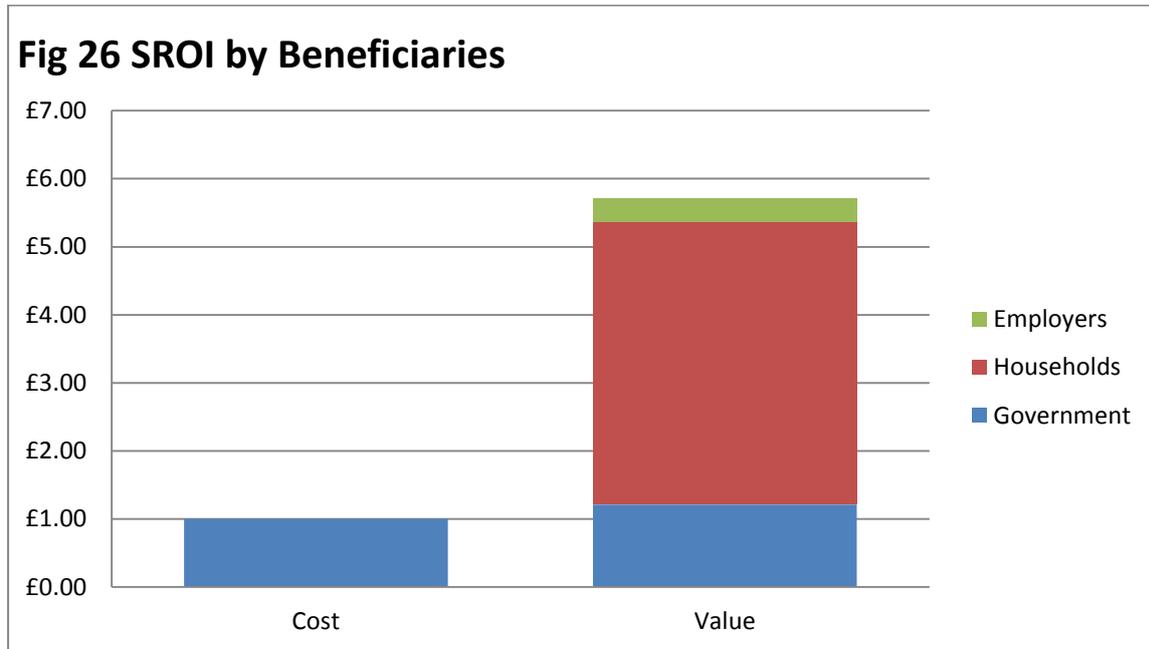
Fig 25 Continuation Costs through Co Production



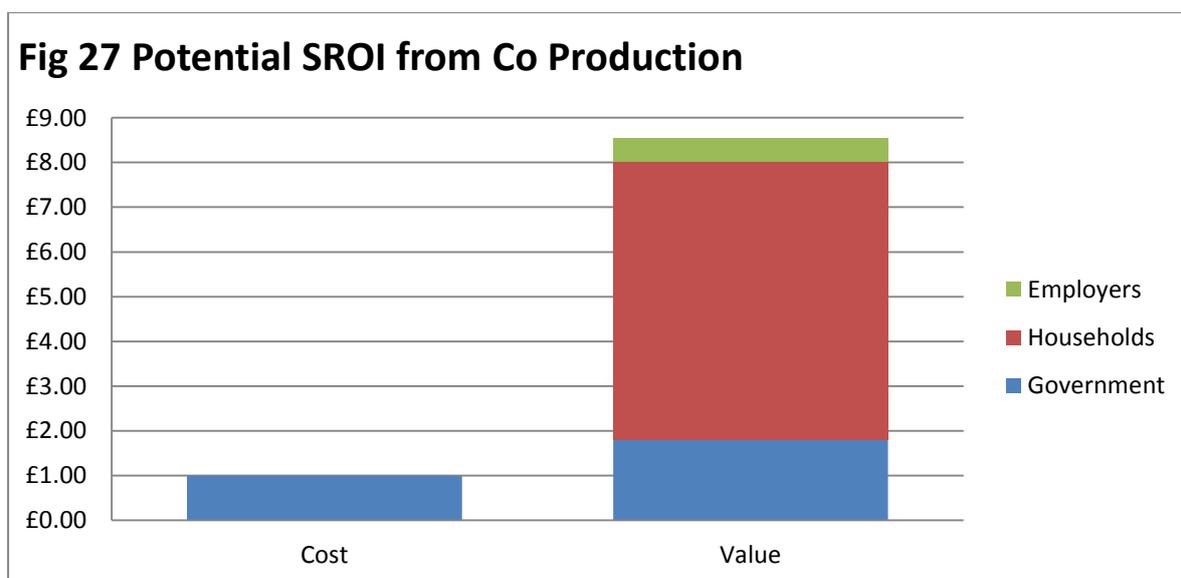
The project could continue to generate monitoring and evaluation reports utilising the questionnaires and other data gathering instruments and the tool developed to analyse costs, benefits and Social Return on Investment. They can also continue to gather qualitative data on the experience of participants through the ongoing "World in a Story" programme. Staff and volunteers have already received relevant training and experience to participate fully in this important further stage in co-production for community integration.

Social Return on Investment

Based on this assessment of costs and social benefits, the overall Social Return on Investment of the Gateway project is estimates as £4.67 social value return for every £1 spent with a high and low range, making more or less positive assumptions for sensitivity analysis of £5.36 to £2.98. Excluding research and evaluation costs (because these are not operating costs) shows a SROI of £5.76 with a range of £6.60 to £3.68 social value for every £1 spent.



The potential Social Return on Investment from continuation of the project through co-production with community organisations and volunteers is estimated as £8.6 with a range of £9.87 to £5.45 for every £1 spent.



Lessons and Recommendations from the Gateway Project

The Gateway project was a learning experience, not only for the volunteers that took part in training and community support activities and the community organisations involved but also for the project team at Portsmouth City Council, the training providers and the research team. As the project proceeded we all learnt to trust one another. Participants gained trust in the community of women they formed and the staff they worked with and the project team gained confidence in the capabilities of the women volunteers.

At the outset of the project it was essential to establish a clear understanding of the number and nature of new migrants to Portsmouth. Census data provided a starting point but it was essential to adjust these data to account for students and other short term visitors. It was also helpful to examine trends in relation to the domains of integration.

However, it was even more important to understand the perspectives and needs of migrant communities by talking to both a wide range of community leaders and the project participants.

We noted that the support provided by Gateway was particularly highly valued by new migrants (42% of participants had arrived in the UK in the past three years). These often felt isolated with very few and sometimes no friends or contacts outside their family and were fearful of life in the Portsmouth. The opportunity to meet friends and gain the ability to communicate in English was described as life changing by many participants.

Migrants from different countries had different needs and at first formed bonds within their ethnic groups. But we also found that there were many common practical and emotional issues faced by migrant women from all countries such as child care responsibilities, health and fears for safety. Once basic language barriers were addressed, it quickly became apparent that these factors helped to form bridges across groups as a "community of new migrant women".

While ESOL was an important specialist course it was also apparent that all courses needed to consider language issues as these could represent barriers in fields such as health and employability. It was essential to adjust courses to the need of participants, which posed problems both due to the diversity of the participants and because women joined courses throughout the project. It was essential to enable women to participate in the programme by providing support for transport and child minding.

While joining ongoing Gateway courses sometimes posed problems it was also important to offer women a choice of opportunities to learn and participate. Thus options to focus on ESOL, Advice and Information, pre Citizenship, Employability and Health provided many ways into the project for people with a range of different needs and priorities.

As engagement with Gateway proceeded, participants gained more confidence in their knowledge of rights and links to services, they increasingly identified themselves as "Community Advisers". This was reinforced by the recognition of learning achievements with diplomas. Participation in providing advice,

information and support to other community members in ESOL, health, rights and services and employability not only extended the ability of the project to create links with other members of migrant communities, it also gave a sense of purpose and achievement to the participants. Recording and providing small rewards for this engagement was a further way of recognising their contribution and reinforcing self-worth.

It was notable that many participants stayed with the Gateway project from the point at which they joined until the end of the current programme. This can be regarded as an important demonstration of the value that the volunteers derived from their engagement. Over time their growing confidence and the emergence of leaders within the groups of women enabled them to lead community and group events. At the same time the project team gained confidence in the participants.

The evolution of the project can be seen as steps towards co production. The next important step is to continue elements of the project in partnership with the participants. This will involve developing a representative structure amongst the participants, engaging other organisations representing women migrants. A joint board should be established between Portsmouth City Council and these representatives and responsibility for ongoing delivery should be delegating to the participants, with monitoring and oversight provide by PCC.

The analysis of the Social Return on Investment shows that even under the least favourable assumptions the project provides a very good social return on the initial investment. Moreover if the project were continued through co production the return would be outstandingly good value. While such a socio economic assessment may seem cold blooded, it is important to recognise that in reality the impact of the project transforms lives and builds community, not only addressing short term needs but also providing lifetime benefits.

For these reasons (and because continuation of the project can also be shown to create long term benefits to government greater than costs) there is a strong case for Government support for the continuation of this project and the extension of the principle of co-production for community integration to other parts of the country and the EU.

We also suggest that it is essential to establish clear guidelines for the evaluation of programmes aimed at improving the rate of integration for new migrants, including the value for money of such investments. For the evaluation of Gateway we applied the framework of measures of integration published by the Home Office and drew on the Treasury approved approach to Social Return on Investment. We applied both qualitative and quantitative data to take into account short and long term outcomes and social impacts. While we drew on the most recent national studies to indicate the value of outcomes we are aware that, as yet, there is no national consensus on these values we therefore took some time to discuss this with our Expert Advisor Panel. Further we have developed a flexible set of tools to measure and value the Social Return on Investment. We are confident that any reasonable assessment of the value of outcomes would demonstrate the positive social value for money offered by the continuation of this project through co production.

Our key recommendations are therefore:

- Local Authorities must understand the characteristics and needs of new migrants, taking into account demographic and integration factors; this should be coupled with ongoing conversations with migrant communities.
- Early interventions to support integration for new migrants, perhaps as a welcome pack offering both training and participation opportunities, is life changing for participants and communities.
- Support for new women migrants is particularly valuable in community building, as they often face cultural, practical and emotional barriers.
- Training in ESOL, citizenship, advice and information, health and employability should be offered to aid personal and social development.
- All courses need to be tailored to the needs of participants and in particular the specific language skill requirements in each field.
- It is also essential to help overcome the barriers new migrant women face by providing transport and child minding where necessary.
- Courses not only equip participants with life skills and confidence but also enable friendships, within and across cultural groups to form a community of new migrant women.
- The value of training can be greatly enhanced by engaging participants as volunteers to support others. This both extends the reach of social integration and gives purpose and self-confidence to volunteers.
- It is important to reinforce self-confidence by giving recognition to the contribution of individuals, in the form of diplomas for training and as rewards for voluntary work.
- The process of researching and listening to new migrants needs, providing training and engaging participants in community support roles are important steps towards co production of an integrated community.
- The final step is to empower the community of women formed by this process to take shared responsibility as programme partners.
- Analysis of the Social Return on Investment of this programme shows that the existing programme represents a sound investment in terms of current and future benefits to society.
- Moreover a continuation of the project in partnership with participants offers outstandingly good value for money in these terms.
- National policy should support Local Authorities to work with current and new migrant communities to co-produce social capital as a basis for community wellbeing, personal, economic and social development.

Some of the success of this project may be attributed to its approach, but it is also important to stress the importance of the team of individuals, those responsible for guiding and coordinating the project, those developing and delivering training and support and most of all the extraordinary participants who contributed so much to Gateway Portsmouth.

Annex A: Sources for Valuing Social Capital

Fujiwara, Oroyemi and McKinnon (2013)¹⁶ report the results of a study applying the Wellbeing Evaluation approach to measuring social value to participants relevant to Social Return on Investment evaluation. It is based on a regression analysis of data from a survey of 31,170 people from the British Household Panel Survey (BHPS) from 2000, 2002, 2004 and 2008. This shows the relationship between the perceived Life Satisfaction of respondents and a range of other factors including: participation in volunteering by frequency, household income, frequency of meeting people, feelings of trust in others, provision of unpaid care, internet connection, qualifications, age, living as a couple, employment, GP visits, liking present neighbourhood, being a victim of vandalism and living in England Scotland or Northern Ireland.

This shows that the increase in Life Satisfaction scores for people volunteering on a frequent basis (weekly or at least once per month) was equivalent to the increase produced by a household income increase of £13,500 per year in 2011 values. Further, the study reports that "not being able to meet up with friends a number of times a week" produces a reduction in perceived Life Satisfaction scores equivalent to a reduction of household income of £17,300 per year and "living in a society where they feel they can trust people" produces an effect comparable to an increase in income of £15,900 per year.

While the methods suggested above seem the most appropriate to the project there are alternative applications of a similar approach that would support higher values and other approaches that suggest lower values.

A study by Meier and Stutzer (2004)²⁰ suggests a value equivalent to £14,500 - £17,000 per year in 2011 as the income differential with the same impact on life satisfaction as not being able to volunteer. This relates to perceptions of 22,000 Germans many of whom were forced to stop volunteer activity due to the changing structures brought about by the reunification of Germany.

The Study by Groot et al (2006)²¹ "The Compensating Income Variation of Social Capital" shows an alternative measure of the extent to which life satisfaction attributable to social capital, the size of a person's social network – "With how many households or families do you associate with?", the extent of their safety net – "Are there people you can fall back on when you are ill or have a problem?" and membership of a trade union. They based the study on responses from 40,000 people to a survey in a Netherlands daily paper; this had a very low response rate (2%). The figures they produced if applied to estimates of UK household income for non-retired household in lowest quintile 2011, suggest that one unit increase in a person's social network would give rise to the same increase in life satisfaction as an increase in income of £2,800 per year. They also found that social networks were particularly important for women for whom they found a higher equivalent value of £3,700 per year. Having a greater safety net produces even higher equivalent values of £5,800 per year for all respondents and £7,600 per year for women. Membership of a trade union was associated with a decrease in life satisfaction, particularly for women. Note that these values relate to one unit increase in associating with other families or one unit increase in perceptions of a safety net. While this

study provides general support for the high value people associate with social capital, the fact that it was based on a self-selecting sample with a very low response rate suggests it should be treated with caution.

A study of the wellbeing impact of lifelong learning by Matrix Consulting (2009)²², uses BHPS data to suggest a well-being value to those attending courses of between £2,500 and £5,100 in 2008/9 values.

Another study by Fujiwara for the National Institute of Adult Continuing Education in 2012²³ considers the relationship between attendance at an adult learning course - health, employment, social relationships and volunteering and wellbeing (again using data from the BHPS). This indicated a value per course attended of £148 due to improvement in health, £231 due to greater likelihood of employment, £658 due to improved social relationships and £130 due to the increased likelihood of volunteering. This suggests another way of valuing course attendance. It is important to note, however, that the Gateway courses placed a far greater emphasis on developing social contacts than general courses (some of which would have been on-line), that volunteering was an integral part of Gateway courses and that this social wellbeing impact is in addition to the increase in lifetime earnings.

The lifetime impact on earnings arising from courses is derived from BIS Research Paper No 38 (2011)¹⁸. This indicates a net present value of £20,000 for the societal added value of basic skills training at Qualifications and Credit Framework (QCF) level 2 and £19,000 at QCF level 1.

The values attributed to advice and information services and other aspects of education, employability and health support were taken from a paper by the Citizen's Advice Service (2014)¹⁹. This suggests an average value of £50 for their "Gateway Advice" (signposting and referral, 60% of their cases) and "Full Advice" (detailed advice and support, 40% of their cases). We understand further research is now being undertaken to refine the value of advice services.

In health economic appraisal Quality Adjusted Life Years (QALYs) are used as a basis for comparing options, with a consensus favouring the use of an investment criteria of £30,000 per QALY (within a range of £20,000-£70,000). No such clarity can be claimed for measures or values given to aspects of Social Wellbeing such as Social Capital. For this reason the Evaluation Tool developed for Gateway can be updated to reflect a range of outcome values. As a starting point a set of values based on a literature review, qualitative and quantitative data and support from the Expert Advisory Panel is suggested. It is hoped this will add to an important discussion on this issue.

References

1. Department of Health (2007) "Putting People First". London: HMSO
2. Cabinet Office (2007) "Building on Progress", London: HMSO
3. Cummins J and Miller C (2007) "Coproduction, social capital and service effectiveness", OPM London
4. Think Local Act Personal is a Partnership between, central and local government, the NHS, the provider sector, people with care and support needs, carers and family members see <http://www.thinklocalactpersonal.org.uk/>
5. Catherine Needham and Sarah Carr, (2009) "SCIE Research briefing 31: Co-production: an emerging evidence base for adult social care transformation" Social Care Institute for Excellence London
6. Arnstein, Sherry R. "A Ladder of Citizen Participation," JAIP, Vol. 35, No. 4, July 1969, pp. 216-224
7. Linda Richings, Sarah Collins, Claire Evans, Bob Coe/Brian Harris, Steve Rose. Peter Langford/Nicola Henson, Myra Garrett, Richard Powell, John Smith, Catherine Johnstone, Claire Cowley, Community engagement action learning set report, May 2004 Office of the Deputy Prime Minister , European Urban Knowledge Network http://www.eukn.org/E_library/Social_Inclusion_Integration/Community_Development/Citizens_Participation/LSP_Evaluation_Community_engagement_action_learning_set_report/Reference_material/Report_LSP_Evaluation_Community_engagement_action_learning
8. Chris Argyris, Robert Putnam, David Smith. (1985). "Action Science: Concepts, methods and skills for research and intervention". San Francisco: Jossey-Bass
9. Tim Goodspeed, Eilís Lawlor, Eva Neitzert, Jeremy Nicholls (2009) "A Guide to Social Return on Investment", New Economics Foundation (available at <http://www.neweconomics.org/publications/entry/a-guide-to-social-return-on-investment>
10. Alastair Ager and Alison Strang "Indicators of Integration: Final Report" Home Office 2004 <http://www.icar.org.uk/4012/research-directory/indicators-of-integration-final-report.html> Accessed 1 March 2013.
11. Ben Gidley Chapter 18 , "Measuring Integration in the UK" in Rob Bijl and Arjen Verweij eds Netherlands Institute for Social Research "Measuring and Monitoring Immigrant Integration in Europe: Integration policies and monitoring efforts in 17 European countries " European Commission 2012

http://ec.europa.eu/ewsi/en/resources/detail.cfm?ID_ITEMS=25896

Accessed 1 March

12. Glasgow City Council (2007) Welcome to Glasgow available at <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=6496>
13. Jenny Phillimore (2012) "Implementing integration in the UK: lessons for integration theory, policy and practice" The Policy Press, ISSN 0305 5736
14. Stephen Cavanagh, (1997) Content analysis: concepts, methods and applications Nurse Researcher Royal College of Nursing London
15. Alastair Ager and Alison Strang, (2008) "Understanding Integration a Conceptual Framework", Journal of Refugee Studies Vol. 21, No. 2
16. Fujiwara, Oroyemi and McKinnon, (2013) "Wellbeing and Civil Society: Estimating the value of volunteering using subjective wellbeing data" Department of Work and Pensions Working paper 112 Explanation and Discussion HMSO London
17. Sin Ye Cheung and Jenny Phillimore (2013) "Social Networks, Social Capital and Refugee Integration, Nuffield Foundation London
18. BIS Research Paper No 38 (2011) "Measuring the Economic Impact of Further Education" Department for Business Innovation and Skills, HMSO London
19. Citizen's Advice Service (2014) "Making the Case: The value to society of the Citizens Advice Service"
20. Meier and Stutzer (2004) "Is Volunteering Rewarding in Itself?," IZA DP No. 1045 Institute for the Study of Labor University of Zurich and IZA Bonn.
21. Wim Groot, Henriette Maassen van den Brink, Bernard van Praag (2006) "The Compensating Income Variation of Social Capital" IZA DP No. 2529 Institute for the Study of Labor University of Zurich and IZA Bonn.
22. Matrix (2009) "Lifelong Learning and Well-being: An Analysis of the Relationship Between Adult Learning and Subjective Well-being. IFLL Public Value Paper 3". National Institute of Adult Continuing Education Leicester
23. Fujiwara (2012) "Valuing the Impact of Adult Learning: An analysis of the effect of adult learning on different domains in life" National Institute of Adult Continuing Education Leicester