



# Steps Towards Co-production



## The Gateway Project - A Learning History



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



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Project Gateway Community Adviser,

June 2014

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June 2014



*Sarah Cheverton*

# Acknowledgements

This report was written and compiled by freelance writer and researcher Sarah Cheverton. Any typos or factual errors are the responsibility of the author.

I would particularly like to thank the following individuals for their time, assistance and patience:

- The Gateway team, Portsmouth City Council
- The Gateway Delivery Partners – Employment, Health, Education/ ESOL and Research
- The Gateway supporters and stakeholders
- The staff of the Victory Business Centre, home of the Gateway Enterprise Hub

And finally, thanks to the Gateway Community Advisors, who have left my life considerably richer than they found it.

*Sarah Cheverton,*

*June 2014.*

# What is a Learning History?

A learning history describes what happens in a learning and change process, in the voice of the participants. It documents hard facts and events and focuses on what the people involved thought of those events, how they perceived their own actions, and differences in people's perceptions. George Roth and Art Kleiner <sup>1</sup>

Stories do not provide a model for change...but they have lessons for people who are planning change." Jane Foot<sup>2</sup>

A learning history is a cross between action research and journalism or story-telling. Action research aims to engage meaningfully with participants rather than merely 'extracting data' from them. By combining journalistic methods with action research, the learning history aims to tell the story of a project in a way that has value for those originally involved in it, as well as those seeking to learn from it.

## Purpose of the research

This learning history aims:

- to set down and celebrate the story of the Gateway Project
- to identify key learning points
- to consider how the experiences of those involved might have relevance in different settings.

## Policy on anonymity

The names of all participants are anonymised and referred to by their role in the project, e.g. Project Delivery Partner, Project Team, Stakeholder and Participant. Within interviews references are sometimes made to individual job roles, and these have been maintained for clarity.

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<sup>1</sup> Roth, George and Kleiner, Art (1996) The Learning Initiative at AutoCo Epsilon Program 1991 – 94, MIT Center for Organizational Learning.

<sup>2</sup> Jane Foot (2012) What makes us healthy? The asset approach in evidence, action and evaluation, <http://www.janefoot.co.uk/downloads/files/Glass%20half%20full.pdf>

# Introduction

This is the story of a group of approximately 200 people – comprising targeted migrant groups, Community Advisors, delivery partners and stakeholders, and the project delivery and development team – charged with developing an innovative model of co-produced, peer-to-peer integration, through individual empowerment and radical partnerships between migrant women, the local authority and service providers. The group were unafraid to experiment and explore new ways of working and to make mistakes. This meant developing – as they went – new methods of project and team management, partnership working with service providers and the local authority, and profound and effective relationships with migrant women.

## A brief story of the Gateway Project

When the Gateway Project was launched, it was already 6 months behind schedule, bringing a planned 2 year project to a year and a half of actual delivery. At the same time, the development of community asset and peer-to-peer approaches was gaining growing importance within local government on a national and local scale.

The aim of the project was to improve the wellbeing and health of new third country immigrants living in the Portsmouth area by developing Community Advisors to help connect immigrants with a range of public and voluntary services and groups, in fields of health and social care, education opportunities and ESOL, employment and housing. The project aimed to develop social capital for immigrants and their families, which could be measured and valued to demonstrate the lessons learnt and value for money achieved, through the project's research & evaluation strand. Specifically, Community Advisors:

- Support community events to engage the target communities.
- Provide general information and guidance to members of the community.
- Signpost members of the community to appropriate services.
- Identify and engage with groups and activities across the city.
- Attend volunteer Community Advocate network meetings.
- Engage and refer members of the community to the specialist advocates for
- Actively engage with the community research and evaluation strands of the project.

The delivery structure of the project ran across 3 areas, as follows:

**1. Network development:** the delivery of formal training to the potential Community Advisors set out in the diagram overleaf:

### Generic Training

Preparation of all volunteers for the role of Community Advocate. This may be at Foundation level, Level 1 or level 2.

### Specialist Training.

Specialist training in delivering advice and guidance within one of the following three specialist areas  
Health, Education and Employment.

**1. The Integrative Framework:** Gateway participants accessed workshops and direct access to a broad range of local services, including those relating to ESOL, skills/employability, citizenship, health & well-being and long term condition management. Advisors then 'roll out' their learning to other migrant community members, e.g. through organising and delivering community events, teaching and supporting pre-ESOL classes and contributing to, editing and sharing the blog.

**2. Framework Development –** demonstrating meaningful outcomes from the project, in particular: defining, assessing and measuring migrant's social capital and whether it has been increased as a result of the project. This included: training participants to deliver focus groups within migrant communities; interviewing stakeholders within local migrant and BME communities and within public services (see *Origins of the Project*); and commissioning an academic researcher to lead on this strand, and develop a toolkit for assessing Social Return on Investment (SROI). An Expert Panel was recruited to support this work. It also included commissioning the learning history.

The target group was women from migrant communities outside the EU who complied with strict criteria set in place by the EIF (see below, *Theme 1*). All participants signed onto the project were welcome to access ESOL support where required. The generic Advisor training was open access, with discretion around language skills. All Community Advisors completed the generic training and then had the option to progress into specialist roles.

## Project Gateway – Vital statistics

As of June 2014, **102 women had benefitted from the project over 18 months** by accessing one or all of the following opportunities offered by the programme: ESOL, the generic and specialist Advisor training courses, volunteering, work tasters and work-shadowing opportunities, formal and informal workshops on health, employability or education, digital learning including the creation and maintenance of a blog and ongoing content, delivering conversational ESOL courses, chairing meetings and presenting content to other Gateway participants, and organising and accessing community events.

Between January 2013 and June 2014, **68 women signed up for the Advisor training and 60 completed it.**

**As of June 2014, 24 Community Advisors were active in the project and delivering to communities**, attending meetings, supporting the delivery of ESOL classes, attending courses and contributing to/editing the blog; and delivering and supporting events, providing information, guidance, signposting and referrals to local communities, and engaging with community groups and services in the city.

**17 women were trained as Specialist Education Advisors** who were actively facilitating ESOL conversation classes with migrant groups at 2 venues in Portsmouth.

Over the course of the project, **Community Advisors recorded 500+ community interventions** comprising signposting, referring or support within their community.

## Critical themes from the Gateway Project

This learning history reveals that one of the greatest strengths of the Gateway project is to be found in its willingness to learn and to employ its learning consistently throughout the project's operation. Constant reflection, engagement and flexibility in project delivery emerge as key to the development of the project. No one group involved in the project – from participants to delivery partners or the delivery team – had all the answers. Communication across the project emerges as a vital theme to all involved and presents one of the core learning points of the project, with both successes and failures.

**1. Context is everything** – the environment of the project affected its delivery. Key factors included the impact of funding cuts on the public sector; the existing landscape of BME community groups and leaders; the existing relationship between BME groups and public services; the impact of the European funding criteria and broader bureaucratic demands of the Home Office; and not least, the experiences of migrant women themselves before

they came onto the programme. The perception of these factors varied depending on the individual context of the employee, not only within or without the project team or local authority, but also in terms of their relationship to the project itself. For example, interviewees working at the 'frontline' of the project often expressed more frustration with the European funding eligibility criteria than team members who were more strategically placed in the project.

**2. Building up the project** - Due to the delay in starting, once the project was launched, the team were under a lot of pressure to start delivering results immediately. Some strands of the project – education and the generic training – managed to get up and running quickly. This was aided by the significant experience and skills of the core team, delivery partners and stakeholders. Recruitment of the participants was significantly aided by the skills, reputation and networks of everyone involved in the early stages of the project and over the course of the project, the team evolved more effective means of recruitment. With a team in place, communication emerged as a key issue and posed some challenges.

**3. Delivering with heart** – At the centre of the project framework was a commitment to participant-led delivery that responded flexibly and innovatively to the needs of the migrant women. This focus required strong relationships with the participant groups and placed pressure on the delivery partners to continuously review their own practice. It also tested the participants themselves to balance the project alongside other commitments. To a great extent, success in flexible delivery was dependent on the personality and professional ethos of the delivery partner – the ability to 'deliver with heart'. Other factors placing pressure on delivery partners included the amount of time and involvement partners had to engage with the project holistically and their previous experience with working with migrant groups with varying language levels. Embedding 'delivery with heart' into procurement and contract management was challenging and required a growing emphasis on both participants and delivery partners to step beyond their 'comfort zones'.

**4. Flexibility in delivery** – The beating heart of the project is the Community Advisor role, from which the majority of the project's outputs and targets spring. The project required a careful balancing of a framework that facilitated strong involvement and partnership with the participants - including a geographical base, the provision of childcare, and paying travel expenses - with the flexibility of delivery required to meet their needs. The flexibility offered by delivery partners yielded immense rewards for participants, but also posed challenges both in the evolution of the Community Advisor role and in performance and contract management.

**5. Impacts** - In a short term pilot project, it is challenging to predict or plan for detailed outcomes. The project had strong and diverse impacts on participants on both personal and professional levels. Conversely, the participants brought skills, knowledge and passion that could not be anticipated in advance. Gender empowerment emerged as a consistent and in some ways unanticipated impact. Stakeholders and delivery partners also experienced strong learning and personal impacts from their involvement with the project, and the research focus on Social Return on Investment (SROI) offered strong organisational learning. The legacies left behind by Gateway are therefore complex and multi-layered and some elements will roll on beyond the project's end, including a website, Social Care Champions, Health researchers and the broader World in A Story project centring on ESOL and health.

**6. A radical model of co-production in service delivery** - At its heart, Gateway represents a radical model of partnership to deliver services into local communities. The project's learning has the potential to be applied more broadly than integration projects alone, challenging established models of service delivery and offering strong potential to raise social, civic and political engagement among disenfranchised or marginalised groups. However, truly empowering communities also gives them the knowledge and skills by which to challenge existing power structures. Both local authorities and migrant communities are challenged to examine fundamental assumptions about culture. The project's commitment to co-production begs the question that without such challenges, how profound can the empowerment of our communities really be?

## Methodology

A learning history is designed to portray the project as participants experienced it, and to invite readers to draw their own conclusions. This learning history reports not only what the people involved in the project did but also how they interpreted the project and what reasoning led to their decisions within it. I was invited into the Gateway Project in September 2013 with a view to capturing the story of the project and the lessons being learned in its development. The learning history was presented as the method by which to capture the experiences of the project.

In order to gather this information, I undertook 25 semi-structured interviews with 21 individuals, who are referred to in the report solely by their relationship to the project in order to honour confidentiality, as follows:

- **Stakeholders:** The original project bid team; stakeholders in public health and regeneration.

- **Delivery team:** The local authority's core operational and management team for the project.
- **Delivery partner:** Organisations and local authority staff from other departments who delivered at the frontline of the project.
- **Participants:** Community Advisors created by the project. To support my understanding of the project's design, development and delivery, I looked at a number of transcripts of meetings and reports from the project and directly observed key strands of the project delivery, including:
  - Project team meetings (with delivery team and delivery partners)
  - Community Advisor meetings
  - Activities and events with project participants
  - ESOL sessions
  - Workshops

I was also able to observe the project from the 'frontline', supporting on the delivery of a strand of Digital ESOL (DigESOL) training and as part of this, creating the Gateway blog and working with the Community Advisors on creating blog content.

All the interviews were transcribed and interviewees given the opportunity to comment on and amend the transcripts. Interestingly, very few people did so and more often than not, I received no response to the transcript at all. The main exception to this was the Community Advisor interviews, all of whom responded to the transcript and a small number of whom made changes.

Finally, the interview transcripts were analysed and coded in three 'sweeps' to identify the story of the project and the 6 key themes emerging in the interviews, which form the main body of this report. The interview transcripts comprised almost 160,000 words and just under 400 pages of data, an average of just over 6,300 words and 13 pages per interview. This data forms the main body of the report and yields an incredibly rich insight into running the Gateway project. In working through such a significant amount of data, the main challenge is to include a variety of – often differing – perspectives on the main themes. I have made every effort to include as broad a diversity of views within the constraints of creating a report that remained accessible and engaging to the casual reader.

## Reading the learning history

The learning history starts with an overview of the project from design through to launch and delivery. The following sections are divided into key themes that emerged from the interviews and, to a lesser extent, from the supporting data.

Every section is presented as a 'jointly told tale'<sup>3</sup> dividing the main research narrative from the narratives that emerged from the interviews.

The right column uses the words of the participants to tell their story of the project, while the left column comprises the research narrative, helping the reader to make sense of the right column.

I believe the learning history represents a strong opportunity for different projects and services – within the field of integration and beyond – to ask some fundamental questions about innovation in service delivery. What would or does your organisation or service learn when willing to give up 'doing what you've always done' and work directly in partnership with local communities

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<sup>3</sup> Roth, George and Kleiner, Art (1996) The Learning Initiative at AutoCo Epsilon Program 1991 – 94, MIT Center for Organizational Learning.

## Section 1

# The Origins of the Gateway Project



## The Origins of the Gateway Project

This section begins the learning history by tracing the story of the project from its inception to the point where the training for the Community Advisors began in January 2013. The origins of the Gateway Project trace back to a community-based project in Berkshire, funded by the European Integration Fund (EIF). The project aimed to develop health and employment within the Nepali community. When the Berkshire Project Manager transferred into Portsmouth City Council, he began to work with senior managers within the Council and NHS England on a similar bid for Portsmouth. Given the successful outcomes of the Berkshire project, funding was again sought from the EIF, this time for a broader project working across health, employability and education, focused on new migrant women.

The evolution of the funding bid is set against a backdrop of rapid change in the local authority (see Theme 1 for more detail), which impacted on the way the bid was developed, including limiting the scope of many parties who would eventually be instrumental in delivering the project to be fully involved in the bid development. The delay in beginning the project also placed additional pressure on the project, delaying the recruitment of a project manager and in turn, the identification of project delivery partners. These early delays became increasingly significant as the project continued, offering a lesson to other projects relating to the importance of developmental stages on actual delivery.

<p>The Berkshire Project Manager worked with senior managers in local authority public health and education, and a senior manager in NHS England to develop the original idea of the Gateway Project.</p>	<p><b>Delivery Team:</b> [The Berkshire Project Manager] came with the seed of the idea, but it was fleshed out with [a senior manager from NHS England] and [an academic researcher on health]...[The NHS England manager] was interested in integration and how that would impact on health...[The Berkshire Project] was on a smaller scale, a model for advocacy, migrant advocacy.</p>
<p>The Berkshire Project had worked with the Nepali community to create health trainers.</p>	<p><b>Delivery Partner:</b> ...we worked specifically with the Nepali community...training them to be health trainers within their own communities...we focused very much on Ghurkha families and...the health needs of that community, which is high in diabetes and things like that.</p>

<p>Together the managers incorporated the lessons learned from the Berkshire Project and tailored the bid to suit Portsmouth's needs.</p> <p>A previous bid from within the local authority Adult Education team informed part of the EIF bid .</p>	<p><b>Stakeholder:</b> ...we got together basically and looked at the demographics and the need in Portsmouth and what sort of priorities and outcomes we might want from this sort of initiative and it all seemed to fit...we could see that Portsmouth was becoming increasingly diverse, all the issues around...people accessing services, social isolation, working with communities: that agenda fitted Portsmouth very well...</p> <p>The grand vision in a nutshell...was around empowering the community to help itself, so skilling up people from the community that would set them on that journey to integration and bettering themselves and the lives of their families...[It was] also about finding out what some of the barriers and issues are [to migrant communities accessing services]...and then looking at how we can be better at...targeting our services to community need.</p> <p><b>Stakeholder:</b> ...if you're focusing particularly on women...in migrant communities, the women feel ownership over health issues [so]...if you're trying to access women and enable women...it's a potent way of enabling. [We also built] in a research element [because]...I wanted to see some background in terms of formal evaluation, but [also] valuation.</p> <p><b>Delivery Partner:</b> [The Education Lead] was there from very early on – even before [the Project Manager] was engaged...[A senior manager in Education] wrote a bid a long time ago which part of this bid was based on. [This previous bid] was around education Advisors, around ESOL and various other integration measures.</p>
<p>The bid team faced a challenge in how to join up services to deliver the broad aims of the bid.</p>	<p><b>Stakeholder:</b> ...we linked up the community Advisors with health, regeneration and employment and education and that was a unique feature of our bid. That was a real challenge for us</p>

	actually, working with those other services and departments to get a...consistent approach and shared vision.
There was also a challenge in the short lead in to developing and submitting the bid.	<b>Delivery Partner:</b> ...it was such a tight deadline that the criticisms we might have had about some of [the bid] we wouldn't have time to be resolved.
<p>There were limits to the formal research base available, so the bid development team spoke to different services about how migrant communities accessed local services.</p> <p>This shortage of data inspired the team to include a research element in the Gateway Project, including an assessment of the impact of the project on the social capital of migrants.</p>	<p><b>Stakeholder:</b> ...we look at statistics, GPs, all sorts of things, we tried to look, but [there is] very few data about exactly who are these local populations...[When] I was building up the bid, I went to see...[Council] departments here...and they were telling me 'Oh we don't get many [migrants]. There's a need there. We want a project to address this.'</p> <p><b>Project report<sup>4</sup>:</b> Measures of social capital for immigrant communities in the Portsmouth area have proved hard to establish...we searched for 76 "Indicators of Integration" identified in the Home Office Report of 2004 but found very few data available. We concluded that it would be necessary to measure and value elements of social capital developed as a consequence of the project.</p>
The previous experience in Berkshire was invaluable in putting together the Gateway EIF funding bid.	<b>Stakeholder:</b> [The Berkshire Project Manager] had quite a lot of experience in the actual bid writing...it's almost like a different language. [He] came in with that experience and was really invaluable to us and helped to navigate through the entire bidding process.
There were also limitations perceived to using a previous funding bid as a template model.	<b>Delivery Partner:</b> [There was] a very successful project in [Berkshire] with a captive audience on one particular minority...and it played out very differently from what's playing out here. So for instance, [the Berkshire Project] had something to do with people managing their long term health conditions better to be better employees...better absence record...and we haven't come across that

<sup>4</sup> Portsmouth City Council (2013) European Fund for the Integration of Third Country Nationals: Year 1 Interim Assessment

	need but we have a target against it.
Match funding was identified from different service areas.	<b>Delivery Team:</b> The match funders were housing, the NHS and public health Portsmouth. [The senior manager for public health] brokered those relationships.
The bid was submitted and the project was successful, although the funding announcement was delayed. This had implications for the delivery.	<b>Stakeholder:</b> ...there was a delay in announcing the funding, which means that the lifespan of the project was shortened. And that was an issue because the amount of bureaucracy the European office requires around the project is incredibly intensive.
One of the senior managers who wrote the bid now oversaw the project at a strategic level and absorbed risk for its rollout.	<b>Delivery Team:</b> [The senior manager] was willing to take the risk of hosting and backing an EU funded project. The financial risk can be high, but the payback can be high too.
The Project's Research Strand interviewed stakeholders from BME communities as part of the project's planning phase.	<b>Delivery Partner:</b> I was on the research team so to start with in the planning phase, when the project started off we interviewed stakeholders from BME communities to see what their ideas were, how they would like the project to develop and how we could tailor it to different community groups. I think one of the aims of the stakeholder interviews was to get the BME community groups involved early on...[After] the initial interviews, we followed it up with more detailed interviews about integration: housing, employment, language, health – and we asked different service leads from [council] and other public departments to suggest questions that they would...like us to ask community leaders.  I think the biggest surprise was the range of responses. So some people said...their community members really struggle in getting employment and ...they were being discriminated against and they couldn't get their foot into the job market. Whereas others said...most people who came here who wanted jobs got them

	<p>really easy, made new friends. Just the range of responses was interesting, even within similar communities, like different African communities where you might think they would face similar barriers, you get really different responses. So a good learning point: you shouldn't assume people will have similar problems even if they're from similar communities, but really go into detail, ask people what the barriers are, and if there are any barriers even, you know.</p> <p><b>Report<sup>5</sup>:</b> In total 30 interviews were conducted by face to face meetings by the project research team</p>
<p>The Education Lead was able to be up and running very quickly due to their early involvement in the project.</p>	<p><b>Delivery Team:</b> [The Education Strand] were project partners from the beginning. I think they saw this as a real opportunity, they really got it. They really saw 'Ah, we could seed these women who go out into the community and deliver conversation classes [to other migrant groups].</p> <p><b>Delivery Partner:</b> [The Education strand team] came in quite early before [the Project Manager] was in post to start looking at how could this thing work across its strands.</p>
<p>The Education Lead quickly identified an ESOL Lead and ESOL tutors to begin working with the women. The Education strand was ready to start before they were able to.</p>	<p><b>Delivery Partner:</b> I don't think there was a clear enough picture of how we had to move...I think it was held onto a little bit until the Project Manager was in post, and possibly it shouldn't have been in hindsight...I knew I had an ESOL specialist out there...we knew we could get hold of tutors, it's just the sooner we could have started, the easier that path would have been. The team didn't get built properly for quite some time.</p>
<p>The Project Manager was recruited in November and had to 'hit the ground running'.</p>	<p><b>Stakeholder:</b> ...we got the funding announced in September and had [the Project Manager] in post by November, so our first step was to recruit her really.</p> <p><b>Delivery Team:...</b>when I came into the</p>

<sup>5</sup> Gateway Portsmouth, Research Team, Stakeholder Dialogue

	<p>post...I had to start instantly because my first day we had a monitoring visit from the European Union. [The EU] gave us a bit of breathing space, about 6 weeks. And in that 6 week period we had to recruit and set some of the systems in place so that the funding body could see...that we could deliver the project to eligible recipients. When you start a European project...they'll monitor you on about 30 aspects of project delivery...I was in meetings with them for up to 4 hours at the beginning, twice.</p>
<p>The Project Manager quickly built an understanding of the aims of the Gateway Project.</p>	<p><b>Delivery Team:</b> What we're trying to do here is create a cohort of individuals who...have the confidence and some experience to articulate and then act upon...their needs...and the needs of their community...The project itself has about 6 outcomes, but the beating heart of the project itself is the advocacy programme...for women who are ready to step into that role...they have to be at a language level that they can take that on.</p>
<p>The Project Manager had previous experience of working within the boundaries of European funding. The delay in starting the project increased the pressure on the delivery team to get the project up and running quickly. It was up to the Project Manager to communicate this pressure to the team and delivery partners.</p>	<p><b>Delivery Team:</b> I know the rigours of it. It took me 7 months to claim back the monies from Europe [on a previous project]...and that was because the work hadn't...been put in place from the beginning. So I knew very well the work had to be put in place...[at] one of my first project team meetings I said, 'You're not going to like me very much by the end of this project.' And I meant it. Because aside from delivering on target, on time, you must report clearly to me...there's no place for slippage. And a lot of people don't like working like that.</p> <p><b>Delivery Team:</b> [At the beginning] we were at a disadvantage because the project was...about 6 months behind...[so] we were in panic mode most of the time, thinking 'What's coming?'</p> <p><b>Delivery Team:</b> ...one lesson if we'd run Gateway again would be to have 3 months to prepare and design before you</p>

	<p>actually start with the delivery. Because we had to start with the delivery straight away, putting us under a lot of stress I think and we could have achieved better outcomes I think if we'd had that preparation period.</p>
<p>Managing the project budget was initially complex due to the mechanics of EU funding.</p>	<p><b>Delivery team:</b> I had to configure the contracts so I can hire staff directly and I can sub-contract, but I inherited the budget so I had to build the project around how the budget was set and that made things a little bit difficult. You can change things but I wanted to stay as closely to it as I had to...negotiate with the EU or out with our funders.</p>
<p>A new structure and team was created to deliver and manage the project on the frontline.</p>	<p><b>Delivery Team:</b> I think what was really good in the Gateway project was that it was a pilot project...and everything was developed for this project. So it wasn't really in existing structures. What tends to happen quite often is that people just do things the same way they've always done it and the same people get involved. [The Project Manager] came in from a different department...most of the staff were newly recruited...[so there was a] new skill set [and] new ideas.</p>
<p>A Project Coordinator role was created and put in place quickly to lead on recruiting migrant women onto the project.</p>	<p><b>Delivery Team:</b> [The first Project Coordinator] came in at the beginning of the Project. She resigned three months later to take [another] position. She was a dynamo...really single-minded right at the beginning of the project around eligibility.</p>
<p>The Project Manager approached services that had been identified as potential partners during the bid process.</p> <p>With the Education strand up and running, she was keen to get the Employability strand and the generic training – the Information, Advice and Guidance course - up and</p>	<p><b>Delivery Team:</b>...there's a load of history to the bid. [A senior manager] made verbal contracts, 'This is coming up, this is a potential.' So I had that to deal with as well...There were partners eyeballed [and] identified. That didn't work out, particularly around the employability strand because people didn't want to deliver. They found the eligibility criteria too tough.</p> <p><b>Delivery partner:</b> So for the employability [strand]...we looked towards [local authority services]...but for one reason</p>

<p>running as soon as possible. The previously identified services decided not to get involved with the project.</p>	<p>and another they didn't engage...[It] was the employability [strand] that was really struggling to find a kind of niche which is where [the Project Manager] had to go out and try and find partners who could fulfil. [It] is a bit of a shame because I think if you're City Council, probably the levers on how you operate are slightly easier than if you're an external. [Contracts] require a lot of management...whereas in the City Council you've got lots of other mechanisms you can employ to get people to do.</p>
<p>Identifying partners for the project presented a real challenge.</p>	<p><b>Stakeholder:</b> ...working with the services and partners in all sorts of ways is a real challenge, getting them on board, contracting with providers that were prepared to be flexible enough to meet the vision of our project and do it a little bit differently to how they're used to doing it has been an ongoing challenge...a lot of that has been heightened by the fact that we had such a short timescale for delivery because...you've got to try and articulate what it is you want to provide, then you've got to appoint somebody, then you've got to test it out and get them on board with the vision.</p>
<p>Partners for the employability and health strands were approached based on recommendations from within the Council.</p>	<p><b>Stakeholder:</b> There were a couple of people I brought to the party I thought might be useful...[One individual who] was doing something very similar to what Gateway's been doing...but for one reason or another neither of them were able to be taken forward.</p>
<p>The bid team had initially hoped that the BME voluntary sector would be delivery partners on the project.</p>	<p><b>Stakeholder:</b> ...initially part of our vision was that a lot of the service provision and contracting would be done with the BME voluntary sector and that's something we've not really succeeded with that well and I suppose haven't realised the original vision of the project. I think one of the issues is that the capacity of groups just isn't there in Portsmouth, in the sector...I think there's a long history there about why the voluntary sector in Portsmouth</p>

	isn't so well developed. It's a bit political.
The way that contracts were formulated for the project – on outputs and targets – may have been off-putting to potential partners who did not wish to take the risk.	<b>Stakeholder:</b> ...maybe it's about absorbing the risk. [The potential delivery partner has] always been good if another party is absorbing the risk...everything is paid by results these days...But I think by the results being placed with [the partner]...'Well if I sign up to do £2000 worth of work and then you say that I haven't achieved....'
The project model itself – a flexible model of delivering that aimed to be highly responsive to the participants' needs – may also have been off-putting to potential partners.	<b>Delivery Team:</b> I think there was complacency. There was a mix of uncertainty with, 'Oh, I don't want to stretch myself here, it's too unknown.'...I think sometimes...service providers are much happier to do to rather than take a risk and step outside their comfort zone. And clearly what we were requesting of people was to step right outside of their comfort zone.
The delay in the project and the quick start of the education strand meant that potential partners needed to decide if they wanted to come on board.	<b>Stakeholder:</b> ...the project manager and [the potential delivery partner] were at either ends of a spectrum. It was very early days and it was before the project got going really. I think [the potential delivery partner] took rather too long to think about it, probably because he was hesitant and then the opportunity had almost gone.  <b>Delivery Team:</b> When it came to delivery, when it came to calling on individuals [to] step up and deliver...they backed off...it took me a couple of meetings...and in the end I had to just be blunt and say, 'I need to know. Are you going to deliver or not? So, no?' And I went out to tender.
The Project Manager went out to tender on the generic training for the community Advisors. Three organisations bid for it. One of the organisations had been part of the Berkshire Project.	<b>Delivery Team:</b> We went out to tender to deliver the generic training. We wanted to work in partnership...I would do a lot of things differently if I had more time...I was winging it. [One of the organisations] knew about this project because [the Berkshire Project Manager] had worked with [them] In Berkshire to deliver...a similar project. Part of me thinks, 'Oh God, you know, is

	[that] too close?’
<p>The organisation that had also worked on the Berkshire Project was interviewed for the generic Advisor tender and won it. The company was not based in Portsmouth and the original plan for recruiting potential Community Advisors to undertake the course was amended.</p>	<p><b>Delivery Partner:</b> I hadn’t been interviewed for a tender before...I went with a file of how the learner file would look [with] an individual learning plan in it...which I think they quite liked because I was ready to go operationally, which is maybe what they needed. The only concern that they had was that we’re not based in Portsmouth...because the person delivering the training would recruit the community Advisors.</p>
<p>The Education strand leaders began recruiting migrant women onto the project’s ESOL classes and Specialist Education Advisor training.</p>	<p><b>Delivery Partner:</b> [The ESOL lead] did an amazing job at the beginning of phoning all the different groups in Portsmouth, and getting somebody along to start the ESOL training to be Advisors at the beginning.</p> <p><b>Delivery Partner:</b> ...our first provision was set up in Friendship House from the Education strand because [our] ESOL specialist had a contact, knew it existed, knew there was a group already.</p> <p><b>Delivery Partner:</b> ...when the project started, I contacted the Ogroshor Group at Landport, I contacted [the organiser of the Cross-Cultural Women’s Group]...because I already knew them...[and] that model worked well because it meant with [the group organisers’] support, we were able to get into the communities, it was a facilitation.</p>
<p>The Specialist Education Advisor Training began in December 2012.</p>	<p><b>Delivery Partner:</b> We did in December the Specialist Education Advisor Training before any generic [training] because our thoughts were if we’ve got people who want to go down this route, we can do this...</p> <p><b>Delivery Partner:</b> I wrote the training programme because I’m an ESOL specialist and delivered it...we trained our first tranche of ladies...before Christmas...I actually started work at the beginning of December because we’d been given our targets so [the Education</p>

	<p>lead] and I cracked right on...we did the in-class training in December, so...we then had January, February, March to do the practical training...it meant that people could really grow quite organically.</p>
<p>The Project Manager went out to tender on the Employability strand. Only one organisation responded to the tender. They were interviewed and won the contract.</p>	<p><b>Delivery Team:</b>...so we put it out to public tender...we were looking for someone who could train up our Advisors to become employability Advisors...I thought I would need someone who could deliver CVs...we had the money to pay for a really nice package of delivery but I didn't need all the frills if I had one individual who was able to...connect with that human being.</p> <p><b>Delivery Partner:</b> [The Employability strand] came in late...around spring time 2013, so the project had been running for about 6 months before we came in so we had a bit of catching up to do...we were to come in and support a group of potential Community Advisors from migrant communities on the landscape...of employability support and advice...we would train those people to then be able to cascade that...information back to their own communities. So we put together 2 offers in our original bid, which was to train the trainer...then also to train the cohorts.</p>
<p>The Health Strand also went out to tender and was awarded within the local authority, building on relationships and contacts built up during the bid development process.</p>	<p><b>Stakeholder:</b> [The Council] managed to get the bid and a successful tender to do the health work...we were trying to embed the whole thing with the health trainers locally...they belong to another parent organisation [and we were] sub-contracting.</p> <p><b>Delivery team:</b> I contracted a sub-contractor...there was some background history to that...[What] we were supposed to do was train up our women to Royal Society of Health Promotion, Level 1 and then our women would be taken on by [local]health trainers...to shadow the work that goes on, so that our Advisors could deliver events and sit in on one-to-ones with the health trainers and...they would</p>

	develop the skills.
<p>The project was officially launched in January 2013 and a launch event was held, inviting local stakeholders from local BME and migrant communities.</p> <p>The local BME community were informed about the details of the Gateway model for the first time.</p>	<p><b>Stakeholder:</b> I think it truly started to take off, as in being out there in the community, from January and that really happened with the project launch that we did...we had about 80 representatives from the community turn up and [the Project Manager] did a sterling job in...communicating what some of the restrictions and limitations were but also the opportunity.</p> <p><b>Stakeholder:</b> ...everybody was supportive of the project model which was really important for us to check out because we hadn't actually consulted in developing that because of the short time frame, it was more like our vision.</p> <p><b>Stakeholder:</b> I attended the Gateway launch event and it seemed like a very interesting project. I've been running [a] women's group for a number of years now and just felt that...there's a link there that we could utilise...because [I knew] what sort of clients they were looking for and obviously with my women's group I have women who fit that criteria. So I was able to refer quite a lot of people into the project through the group and also by word of mouth as well.</p>

## Section 2

### The 6 Themes



## Theme 1:

### Context is everything

The landscape in which the Gateway Project was conceived and delivered had a great impact on the delivery of the project. Key factors in that landscape included: the impact of funding cuts on the public sector; the existing landscape of BME community groups and leaders; the existing relationship between BME groups and public services; the impact of the European funding criteria and broader bureaucratic demands of the Home Office; and not least, the experiences of migrant women themselves before they came onto the programme.

The perception of these factors varied depending on the individual context of the employee, not only within or without the project team or local authority, but also in terms of their relationship to the project itself. For example, interviewees working at the ‘frontline’ of the project often expressed more frustration with the European funding eligibility criteria than team members who were more strategically placed in the project.

What emerges from this collectively-told tale is the complexity of the landscape into which the project was born, and of the impact that various features of this landscape had on the delivery of the project, for better or worse – and sometimes, both.

### The impact of public sector restructuring and funding cuts

As a project born within the public sector, Gateway was impacted from the beginning by the ongoing reality of public sector reorganisation and review caused by the cuts to public spending.

<p>In Portsmouth, the impact of funding cuts to local government saw a period of intense and rapid change in the local authority, including restructuring of the Council and staff redundancies. This limited the capacity of individuals and service departments in the local authority to involve themselves in supporting or working with the Gateway Project.</p>	<p><b>Stakeholder:</b> [Service structure in the Council] has been transformed recently...[Local authority staff] have really been through the mill. It's been one of the most challenging years of my career I have to say...I don't mind admitting this, that because of the trauma the team was going through last year as Gateway was forming...I don't feel that I've done as best I could [in supporting the project]...I probably promised a lot and delivered very little....Because at the time I really thought I might have some of the keys to some of the doors. I wasn't to know how it was going to be. Another year and things might have been different.</p> <p><b>Delivery Partner:</b> [At the start of the project] we looked for partners inside the City Council...but for one reason and another they didn't engage, there was a restructure going on, politically not a good time in the Council to be looking to take on lots and lots of extra work.</p> <p><b>Delivery Team:</b> ...all throughout the project [Council] services were in a state of flux. We lost [a local authority delivery partner, who was made redundant] but I've re-engaged her directly on the project...I've employed her.</p>
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## BME communities and local authority services

The Gateway project also had to navigate through the existing relationship established – and in some ways not established - between BME communities and the local authority.

<p>The under-representation of BME groups in local authority services within the health and social care sector is a focus of Council services. There can be many complex reasons for</p>	<p><b>Stakeholder:</b> I think [local authority] services are split in terms of diversity, I think it's under-represented in some of these minority groups.</p> <p><b>Delivery partner:</b> ...there's not many clients using adult social care from</p>
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<p>this under-representation.</p>	<p>BME communities...there's a lot of barriers, language barriers, people don't know about the service, or they feel reluctant to use it. Traditionally, there are people who would have been looked after by their families, but now the structures are different and people are moving away and that's not always possible any more, but people don't really know what's out there and that there are services supporting people. And language and cultural issues as well.</p> <p><b>Delivery partner:</b> ...it doesn't happen very often that we get really big projects with the BME community.</p>
<p>BME communities are often perceived as 'hard to reach' by local service teams. However, this phrase can be seen as contentious.</p>	<p><b>Delivery Team:</b> ...it's no good saying [BME groups are] 'hard to reach' because you need to go and reach them as well. Yeah, hard to reach – so why...Is it to do with transport? You can't get to the place? I used to think...what do they mean...So what is 'hard to reach'? People in the community, they just need to know the information.</p> <p><b>Delivery Partner:</b> ...we are talking about hard to reach communities. I mean I killed myself over these 2 years to try and get an African Francophone group going...but haven't been able to get it off the ground. In other words...these things don't happen by magic.</p>
<p>Barriers to accessing or engaging with local services can differ greatly across different nationalities, cultures and ethnicities.</p>	<p><b>Delivery Partner:</b> ...many of [the African community] are working, so they're quite busy with working and family life. There's not a lot of time to get involved in projects. I think it's also that to some extent...we didn't tailor the project enough to meet their needs. Maybe they would have needed courses in the evening or something like that...a lot of the African community members get involved in the churches and the</p>

	<p>churches are not very open to working with other organisations...that people kind of have their community in the churches and maybe don't need much other involvement from other places.</p> <p><b>Delivery Partner:</b> ...from my experience of working with BME groups, I think those people really want some kind of really tangible offer to them...like swimming classes or exercise classes or cookery sessions...I think unless community groups feel like we really meet their needs or exactly what they want, they don't tend to be very creative or open-minded to a new project. I think with Gateway they didn't really, they all kind of said 'Yeah, it's a good idea and there are a lot of isolated women that could benefit from it.' But I think somehow because it wasn't such a tangible offer to them, maybe they were more reluctant to get involved.</p>
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## The existing landscape for BME community groups

Portsmouth has a rich tapestry of BME community groups, which the Gateway Project made consistent efforts to involve in the project, with limited success. The reasons for this are complex and in many ways bigger than the project itself.

<p>The capacity of BME groups to become involved with Gateway beyond their existing activities is seen by many as limited. The funding landscape has also impacted on BME groups.</p>	<p><b>Stakeholder:</b> ...it's interesting doing that research at the beginning looking at the number of institutions representing the migrant community...[the] easiest description would be a plethora...It shows vibrancy and interest and the passion of individuals. It's also incredibly chaotic and weak. And so what you need to do is set up structures that don't constrain that but give power to those sort of groupings.</p> <p><b>Stakeholder:</b> I think one of the issues is the capacity of groups just isn't there in Portsmouth...in the BME voluntary</p>
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	<p>sector...we also wanted to do...some sort of capacity building, developmental support because actually their involvement is key to the health and wellbeing of their communities.</p> <p><b>Stakeholder:</b> [The funding landscape is] very, very challenging...a lot of groups I've worked with in the past or know of have closed and it's purely down to funding issues...although they're very small and you think they're quite insignificant in the whole picture of things, they're actually doing the grassroots work. You know, they're the groups that are keeping people socially active, keeping people healthy, maintaining their wellbeing.</p>
<p>Previous experiences of working with the local authority and broader public sector may also have affected a willingness to engage with 'another' Council initiative. The Gateway team made several approaches to local BME community groups, in the hope that some groups would work alongside the project.</p>	<p><b>Delivery Team:</b> There's a legacy left, not from this project, but from work that's done...where minority communities are engaged and often left feeling like it's a box-ticking exercise...I often think culture and communities are like...a carpet or a rug, it's like woven in and I think it's quite threadbare at the moment and what's made that I don't know.</p> <p><b>Delivery Team:</b> We've had challenges with the BME community leaders...they seem to have their own cliques. They're all very self-contained and they don't like to come out of that comfort zone. We've tried knocking on doors, emailing to say we have this project, do you have any members who would benefit? What we have said is we have this amazing training programme, do you have anyone who could benefit from it because it's free? But we still felt that these BME community groups were reluctant. It could be previous experiences with the PCC. When you hear PCC in the community, it's like 'Aaah, there's so much red tape, so much bureaucracy,'</p>

	and all that.
Different reasons were felt by the team as to why there was little success in engaging existing BME community groups with the project.	<p><b>Delivery Team:</b> ...some of the issues that were tabled right at the beginning was that we would ruffle the feathers of some of the BME community activists, who would feel...we were usurping their status.</p> <p><b>Delivery Team:</b>...[some BME community organisations were] annoyed with me for not awarding the contract to deliver the training.</p> <p><b>Delivery Team:</b>...the main players [in the BME community sector] in the city haven't grasped us.</p>

## The landscape for new migrant women

The experiences of new migrant women themselves impacted on the project, providing the motivation to engage with the project or acting as a barrier to their involvement.

For many of the migrant women on the project, language still acts as a significant barrier to their participation in English society.	<p><b>Participant:</b> When I came to this country, it was very challenging for me because my first language is Hindi and Urdu...there were times that were very difficult for me...all the time I need my husband's support because I can't speak, I can't understand accent...I can understand what she is saying but I cannot reply because I wasn't used to English...I can't speak because...I think if I...speak wrong somebody will laugh [at] me.</p> <p><b>Participant:</b> ...it's hard when people talk to me and me not...understand it all. It's hard because I feel I can't mix with people...I feel mute. I want to be part of the community, integrate, I want it! But it is a barrier, the language...I can't go to meeting at my daughter's school...when I must talk with the teachers, it is difficult.</p> <p><b>Participant:</b> Before all the time, my husband talk for me. The trouble is, it's</p>
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	<p>not very comfortable. Other people have to translate for you all the time. It's not good.</p>
<p>In 2010, the Coalition Government initiated a series of changes to the funding of ESOL courses. The Gateway Project was impacted by the subsequent changes and availability of funded ESOL places.</p>	<p><b>Delivery Partner:</b> ...there's a massive gap in ESOL provision...it's all geared towards qualifications [which are] expensive...you're talking £500, £600, £700 for an ESOL qualification...For some people now it's a requirement...to be accredited...[with] my political head [on], money has been cut...because [migrants] don't shout, they don't have a voice...You can see from the response we get at ESOL classes, a lot of the ladies don't want accreditation.</p> <p><b>Delivery Team:</b> I think politically the ESOL provision and the pulling back of the funding has created a lot of problems for families who can't afford £700 -800 a year...we had more people coming into the project, very panicky people in fact, saying 'I need my citizenship, I need ESOL.'...So you really feel for these people because you see what the pulling back of the funding has done.</p>
<p>Changes in the visa system for migrants can also act as a barrier to migrants wishing to live in the UK.</p>	<p><b>Delivery Team:</b> ...there are migrants who are just not staying here because every time their visa gets changed – the visa types are changing all the time now...I know that from just listening to national stories about visa types and you know, the government, all migrants, migration is an issue for the government, is seen as a negative.</p>
<p>Many migrant women on the project noted the difference between living in Portsmouth and their experiences of community and neighbourhood in their home countries.</p>	<p><b>Participant:</b> [Back home], everybody know each other. So always if I'm outdoors, the neighbour is out always, talk, talk a lot. So this [country] is strange. But I think is because here people work early so maybe they not in home...I don't know...last summer I was thinking I want to take my radio outside and with music and drink something and make with salsa music</p>

	<p>and invite all the neighbours. I was thinking about it but I [was] not very confident for make it real.</p> <p><b>Participant:</b> In Africa, we have to go out every day, we have to meet friends every day, but here it is not really like that. You don't even know your neighbour's name! In Africa you know all people in your building's name.</p>
<p>Perceptions of life in the UK, including the imagined welcome or lack of that migrants may receive, can be heavily impacted by the proliferation of western pop culture, e.g. films, TV.</p>	<p><b>Participant:</b> I was worried, to tell you the truth [when we first came to England], because of the children in terms of safety, in terms of the neighbourhood. I wasn't sure how I would be able to mix with people, especially English people because you know what the media, the movies. You know. So when you travel to a country where the media and the movies give you a different perspective from the reality...you're carrying in your mind the picture you saw on the television or the cinema. When I came here, for one week we didn't go out because...we were worried. And I was always telling my kids, don't raise your voice, keep low, don't go out, you can't go out alone.</p>
<p>The combination of different barriers to integration can be isolating.</p>	<p><b>Participant:</b> For 2 years, I never went without my husband anywhere. All the time I want to live in home because I have no confidence, always I was scared. I never went to the market, I never go anywhere, all the time I was scared.</p> <p><b>Participant:</b> When I came to the UK, I was not working. I worked for 9-10 years in my home country but then I was expecting a daughter and I took 2 years break...my motivation levels were really low when I came here and the wall was totally down when I came here because I was thinking that I had so much in me, why can't anybody see that? I have the potential, I'm a mother and that's the reason I took a break,</p>

	<p>why can't anybody see that?</p> <p><b>Participant:</b> Overall, I'm quite an isolated person, I'm quite introvert. So when I first joined Gateway I was quite distant. I didn't talk much...I've always had trouble fitting in. I'm always moving around so I was never really able to call a community a home.</p>
<p>Discovering that life in the UK can be different to previous perceptions can be an important step to integration.</p>	<p><b>Participant:</b> The people here are so sweet, are so helpful. In Portsmouth I never expect this. They are so down to earth in wanting to help people to integrate...You'll only have incidents when you feel like the person has maybe over-drank, you know. They are not a picture of the true or the real English person...and these people you find them anywhere in the society, in any country...I would not judge the entire country or the entire society based on them.</p>

## Impact of the eligibility criteria

The European funding brought with it some tight criteria around who could participate in the project. This was seen to impact not only on excluded individuals, but also on the participation of existing BME groups. However, for others this was seen as bringing strengths to the project as well as challenges.

<p>The criteria decide who enters the project. It is complex and confusing at first glance.</p>	<p><b>Delivery Team:</b> ...the European Integration Fund criteria is very specific around eligibility. We can only work with individuals who are new, i.e. in the country under 10 years, they must not be from Europe, third country nationals...we had to target women, disabled men or men who are illiterate in their own language or men over the age of 65. So working men were not eligible.</p> <p><b>Delivery Team:</b> So you have 4 tiers and tiers 1 and 2 are usually long-term visas and then 3 and 4</p>
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	<p>are usually student and working visas....There are some where it will say 'short-term'. So what is short-term? It can be 9 months, it can be 15 months...However, although it's short-term, what you have to do is dig deeper and ask them, 'OK, do you intend to settle?' because the whole aim of the project is to support those who intend to settle because it's building on the social capital...they want to invest in somebody who can contribute to society and the government.</p> <p><b>Delivery Team:</b> I said [to the Home Office], 'Can you give me a definite around what visa type [is eligible?]' And he said, 'No, it's changing every week. So take a screen grab of the data that you got online from our website and keep that as evidence of it being eligible.'</p>
<p>The criteria did not exclude men, but made it difficult to target the male demographics it included, so the Project team decided to focus their delivery on women.</p>	<p><b>Stakeholder:</b> [The team] made a...decision that we'd just focus on women, which is quite justifiable because women are often more excluded than men...but they also play a key role within their family and if you can get the women on board, it's a really good way of making sure you've got the family engaged as well.</p> <p><b>Delivery Team:</b>...what I did say was that we are targeting women, we're not excluding men, we're targeting women and I was happy to stand by that and take any flak on that. In fact, we didn't have any flak. Once the women got hold of what the project was, it just flew really.</p>
<p>There was a strong perception that the eligibility criteria posed a challenge to involving existing BME community groups.</p>	<p><b>Stakeholder:</b> So I went to the launch and I remember they went through the eligibility...and my heart sank with the eligibility because it was so restrictive...I was also aware that we had lots of</p>

	<p>people from minority communities around expectantly thinking, 'Oooh good!' But of course...they were hoping that there would be something immediately there for all their communities...</p> <p><b>Delivery Partner:</b> I think [the criteria] made it more difficult to work with more established BME community groups...for the more established groups it was difficult to refer anybody onto the programme.</p> <p><b>Stakeholder:</b> ...the only thing that was really a sticking point for a lot of people...as I say, we had a lot of community members who didn't fit the criteria because they've been here 15-20years...but they would have loved the opportunity to formally say I've done...advisor's ESOL training and...health and education training.</p> <p><b>Stakeholder:</b> It's a bit divisive in terms of how it segregates and highlights certain parts of the community in a very restrictive manner and quite an artificial way...we know there's migrant families and women who've been here for more than 10 years who are still kind of, fairly excluded and isolated and would benefit just as well from, you know, some of those interventions.</p>
<p>The criteria was also a challenge at the 'frontline' of the project, in assessing eligibility and explaining to migrant women they were not eligible.</p>	<p><b>Delivery Team:</b> So for me the eligibility checks, in the beginning it was quite difficult, because when you're not sure, you have somebody here who's asking for help and who's so desperate to start ESOL or to start something and I'm looking at their visa thinking, I really don't know.</p> <p><b>Delivery Partner:</b> [In the early stages of the project] we recruited some 15</p>

	<p>people of whom only 6 were eligible, or 5 were eligible, which was a real crying shame...I think of 3 of those 5 or 6 are some really core people among the project still, which kind of says that recruitment worked.</p> <p><b>Delivery Team:</b> ...we've had to reject people who were refugees or...asylum seekers, or here on a student visa, or their husband is here on a student visa and they wanted to get involved but they couldn't or they have lived here for too long</p>
<p>For some delivery partners, the tight eligibility criteria affected their ability to retain interested and eligible women, due to the need to immediately establish their eligibility.</p>	<p><b>Delivery Partner:</b> ...if you spend the entire first session doing forms and skills assessments with them, they don't come back again because they think this is not the class for me. And because you can't explain to them, this is not what we're going to be doing, they just don't come back. So you lose people instead of integrating them and you've used an enormous amount of time and resource.</p> <p><b>Delivery Partner:</b> ...when we say to [the women] 'I need you to fill in this form because the EU will pay us money.' 'What, you want us to pay you money?' 'No, I don't want you to pay me, er, I shouldn't have got into this.' 'Why do you want my passport?' 'Er, because the EU pay us money...' And then they might not come back because they think we want them to pay us money.</p>
<p>The delivery team looked for ways to offer alternatives to ineligible women.</p>	<p><b>Delivery Team:</b> ...mostly the women come in because of their needs around ESOL so when they're not eligible what I can do is signpost them into [an ESOL conversation group]...and then other areas if need be... So I can say, 'OK look, you are not eligible, however, it does not mean that we</p>

	<p>can't support you. I can give you information...' So what I try and do in my eligibility pack is to have more information because then at least they take something away with them and they're not rejected.</p>
<p>Whilst there was much criticism of the eligibility criteria, not everyone interviewed thought the impact of the criteria had been entirely negative.</p>	<p><b>Delivery Team:</b> ...on the positive side, [the criteria] enabled us to get more people who were more isolated because they weren't part of a [BME community] group already. So where there were individuals out there with no links to established groups, maybe they needed the Gateway project more than other people...the criteria hasn't really been a problem because there were still enough people who were interested and benefitted from the programme.</p> <p><b>Stakeholder:</b> I think one of our concerns was that we wouldn't be able to recruit enough women by restricting it just to women. But that's been fine and...that's been down to the fantastic engagement team we've had in place really.</p>

## The impact of project targets, outputs and bureaucracy

As with the eligibility criteria, the bureaucratic requirements of the Gateway Project – reporting mechanisms, targets and outputs and audits, for example – presented some challenges to the delivery team and partners alike. Particular impact was felt by those delivering at the frontline, who were more likely to feel directly affected by targets and outputs. By contrast, the delivery team felt that despite the obvious challenges of the bureaucracy required by European funding, fundamentally, the funding offered an opportunity to innovative and creative in project delivery.

<p>Bureaucracy was broadly felt by everyone in the project.</p>	<p><b>Stakeholder:</b> ...the whole European bureaucracy has been a massive challenge, [the project manager] dealt with it brilliantly but that's been</p>
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	a real, real issue.
<p>The management team managed the oversight of the Home Office throughout the project's lifespan.</p>	<p><b>Delivery Team:</b> I was in meetings with them for up to 4 hours at the beginning, twice...I get hired to deliver a project and they want to see that it's viable...they came to visit 3 times, once every 6 weeks...they want to see the systems you've put in place, they want to see participants on your project, they want to see, they want to see...and they'll get a notion of whether this project is viable. They will pull the plug on you if they think it isn't.</p> <p><b>Stakeholder:</b> [The Home Office] check...every penny you spend...everything has to be documented and accounted for...And there's potentially 5 levels of audit that the Home Office can impose on us which is pretty scary and pretty intensive but we really tested the water with the first [audit]... the first level of audit was the one where they spent much more time with us and in the end were satisfied. That was a bit of a watershed moment for us and then we passed that. And the second audit was a bit lighter touch.</p>
<p>The need to demonstrate outputs to the Home Office placed pressure on the delivery team and partners.</p>	<p><b>Delivery Team:</b> The project had been running since January and we were down on outputs...You basically have to show that you're delivering in order for the money to be released...So I was desperate...to get something in place to get some of the outputs happening straightaway.</p>
<p>For some delivery partners, the focus on targets and outputs felt like 'the cart pulling the horse'.</p>	<p><b>Delivery team:</b> ...because [the EIF criteria] don't say you'll have X number of people, most of it is about the interventions – so yes, there are bodies in there, but it's interventions, progressions, movement through the</p>

	<p>project. So you need a critical mass in order to have the project move forward.</p> <p><b>Delivery Partner:</b> ...we've done 43 single interventions, we've done 43 one-to-ones, but actually unless a woman has done 3 visits, it doesn't count as an intervention. So all our figures, it actually looks like we've seen 9 people, though we've done 43 individual interventions...actually a lot of work has gone into those 43 interventions, but they don't count. Those types of things weren't clear at the beginning of the project.</p> <p><b>Delivery Partner:</b> I think the difficulty is because you can't be creative in how you interpret the requirement of the targets, it gets more in the way than anything else. If you could take something and say ok, I get the spirit in which this target is set and I understand its purpose but actually to do it I need to do it this way and this way and this way, which perhaps doesn't look like what's on paper.</p>
<p>There were concerns that the eligibility criteria could act as a barrier to retaining the interest of participants.</p>	<p><b>Delivery Partner:</b> The officialdom is just overboard and it's unnecessary for the women...and quite frankly they're bored with filling in these forms. 'But you've got those details,' 'I know, but they want this form too.' 'Do they?'</p>
<p>However, others felt that the innovation at the core of the project rested in part on the flexibility offered by European funding.</p>	<p><b>Delivery Team:</b> I've always found European money...is very adaptive...if you can get past the bureaucracy, you can fund...focused and centralised initiatives....it's very rigorous, it makes you think, it makes you very meticulous...you have to evidence everything. Now either you can bury the project under that or that can be the ground upon which the project blossoms.</p> <p><b>Stakeholder:</b> [European funding is]</p>

	incredibly bureaucratic, but within that bureaucracy, if you manage to comply with those things...you've got a completely blank canvas...and there's a sort of creativity [that comes from that.]
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## Theme 2: Building up the project

Due to the delay in starting, once the project was launched, the team were under a lot of pressure to start delivering results immediately. Some strands of the project – education and the generic training – managed to get up and running quickly. This was aided by the significant experience and skills of the core team, delivery partners and stakeholders.

Recruitment of the participants was significantly aided by the skills, reputation and networks of everyone involved in the early stages of the project and over the course of the project, the team evolved more effective means of recruitment. With a team in place, communication emerged as a key issue and posed some challenges across such a large project.

### The right people for the job

The recruitment of project team members and delivery partners was achieved through both formal recruitment and via informal recruitment. This brought real strengths for a project working alongside the migrant community, as many key members of the delivery team, delivery partners and stakeholders were well known in, or part of, local BME and migrant communities. They brought skills and experiences to the project that would become invaluable to its operation. In addition, involving members of established BME communities and migrant groups allowed the project to access professional networks and existing migrant groups; which helped the project to grow.

Recruiting the right people, in essence, helped the project to evolve organically.

Team members and delivery partners brought a wealth of experience, skills and knowledge to the project.	<p><b>Stakeholder:</b> [My background is in] employment, skills, training, confidence building, overcoming obstacles...for people who have had difficulties with substance abuse or who have got mental health issues.</p> <p><b>Stakeholder:</b> I've got health experience and also experience of</p>
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	<p>community development work.</p> <p><b>Delivery Team:</b> I was an ESOL tutor...I've always worked in communities...my first main job was as a Community Cohesion Officer...Again it was about integration. We ran women's groups, trying to get them out into the community, accessing services. So my background has always been with the migrant community.</p> <p><b>Delivery Team:</b> [The Generic Advisor trainer] has great experience of working with the migrant community and she just clicks with them.</p> <p><b>Delivery Partner:</b> I work with BME communities in social care.</p> <p><b>Stakeholder:</b> I've got quite a multi-disciplinary background, I've worked in health...I've worked in regeneration, and I've worked in the voluntary sector...working holistically with communities and...looking at the issues, like social inclusion and community development.</p> <p><b>Stakeholder:</b> [The Project Manager] was really able to engage and inspire people from other services to be involved when there wasn't really an onus for them to do.</p> <p><b>Delivery Partner:</b> People just know that if [the project coordinator] is involved, it will be good quality and they will be well looked after so I think that sold it to people.</p>
<p>The core Project Team were mostly migrant women which had a positive impact on the project.</p>	<p><b>Delivery Team:</b> [The Project Manager] is from Ireland, [one of the Volunteers' Supervisors is] German, we're Bangladeshi. In a way what we bring to the project is our own experiences and...our own</p>

culture and background and I think we can relate to the women in that special way which I think makes this project unique.

**Delivery Team:** [The Volunteers' Supervisor is] from a Bangladeshi background...she knew some of the women before and...they trust her...we've got a good rapport with them...she knows more the way some of the Asian women think and what the family backgrounds are.

**Delivery Team:** Although I was born and brought up in Portsmouth, my cultural experiences of knowing family members who have tried to integrate or who have difficulty...just even remembering from when I was young and my mum...[S]he was cooking and cleaning all the time so she really didn't have the chance to integrate...I remember she went to a few ESOL classes...that was my mum's attempt at integrating...So I look at these women and I think I know what you're trying to do, you want to have your family responsibilities, there's so much to juggle and especially extended families.

**Delivery Partner:** I had an arranged marriage myself and then after that I had children so I could only work part time. I never gave up. I always felt that in life if you want something you've got to work hard for it. It's not going to come to you.

**Delivery Team:** I was the second Bangladeshi girl or pupil in [a Portsmouth school]...I grew up in Portsmouth...When people see me, they straightaway know I'm Muslim, that's one part of my life, that I'm from a different country...And I

	<p>really appreciate my background in Bangladesh, spent a lot of time back there, that's where I got more experience in understanding how the adults there think. You wouldn't believe what we go through and what we have to...manage to actually get out the house and keep everything in balance, family life...but even though it's so hard, we still enjoy coming out and doing something else beyond home life.</p>
<p>Many of the delivery team and stakeholders had existing contacts and positive reputations in BME communities that benefitted the project.</p>	<p><b>Delivery Team:</b> I'm well known in the community as well for the work that I've done, people tend to come to me anyway for support or help.</p> <p><b>Delivery Partner:</b> ...I have various contacts with groups and with organisations and it was through my work that I met up with...the very first person that was employed by the Gateway Project...they realised I had a strength within the community, so they kept that link with me. [The participants] saw me as a good role model within the community; they've seen me for a long time in the city and the community.</p> <p><b>Delivery Partner:</b> [Without those contacts in the community, the project] would have folded itself because you know, you need to have that trust and...that working relationship.</p>

## Recruiting participants

The recruitment of migrant women onto the project as participants was a core challenge and one of the project's key learning points. The team, delivery partners and stakeholders explored a variety of different approaches to recruitment. This helped the project to evolve a 'toolkit' of what worked and what didn't work over the course of the programme.

<p>The first Project Coordinator was responsible for the early recruitment of women onto the 1<sup>st</sup> cohort of the project, with the assistance of a project worker from within the Council.</p>	<p><b>Delivery Partner:</b> [The first Project Coordinator] was very enthusiastic, very outgoing and she would just go to groups and talk to them about the project and invite everyone in and sign them up and be really proactive. So I think we managed to get a lot of people from groups that were meeting already.</p> <p><b>Delivery Team:</b> Cohort 1 [were] mostly women who were more prominent in the community. So their level of English, their understanding is quite good, maybe 2 or 3 of them were at lower level.</p> <p><b>Delivery Team:</b> Cohort one was selected directly from most of the clients were from the CCWG, so they were already there and our target clients possibly.</p>
<p>Some delivery partners were also actively recruiting onto the project, utilising their professional contact with migrant communities.</p>	<p><b>Participant:</b> [I knew the delivery partner through] the Learning Place...I got some information about the Gateway project there. I was thinking can I do this or not? I was very confused and [another participant] was in the same English classes, so we made friends and we decided to do this Gateway. And we came to Friendship House and...we made the decision to do it and we filled out the form and...then I started the Gateway project to build my confidence.</p> <p><b>Participant:</b> [My health trainer] said, '...there's this programme, it's called Gateway and since you are interested in helping and talking to people...would you like to get onto this programme?'</p>
<p>When the first Project Coordinator resigned and was replaced, the new Project Coordinator had very little time to recruit</p>	<p><b>Delivery Team:</b> Cohort 2 was an interesting one because as soon as I joined [the Project Manager] was manically trying to recruit for the 2<sup>nd</sup> cohort...she said to me, 'Our</p>

<p>before generic Advisor training began for the second cohort.</p>	<p>training is starting soon and we need bums on seats.’...We will have to try and support these women as best as possible and let’s see what happens.</p>
<p>This impacted on the motivation, commitment and ultimately the retention of women in cohort 2.</p>	<p><b>Delivery Team:</b> Cohort 2 is the only cohort that’s really dropped off....this was because if you’re offering training then the women need to understand how it will benefit them.</p> <p><b>Delivery Partner:</b> ...they had kind of recruited and not vetted fully, in the sense of their motivation, the reasons why they were doing it, their understanding of it...a couple of them, they turned up when they wanted to, they went when they wanted to...and their motivation wasn’t there...they weren’t committed to it, they had other things going on... And that’s shown in the retention. The retention was really poor. Out of 7, I think only 2 in one group completed, I lost the other 5, don’t know where they went.</p>
<p>Another factor that may have impacted on the retention of Cohort 2 was the timing of the training.</p>	<p><b>Delivery Partner:</b> We’d broken for Ramadan and then they didn’t come back – because you’ve got August summer holidays and they all went back home!...I didn’t think, so we lost them.</p>
<p>The Project Team learned from the experience of Cohort 2 that recruitment practices were crucial to retention. These lessons were employed for recruiting Cohort 3.</p>	<p><b>Delivery Team:</b> I didn’t want a repeat of cohort 2. I wanted to reach out and find those women because I know they’re out there. So it was building a lot of bridges...[and] the women started to come in.</p> <p><b>Delivery Team:</b> Cohort 3 is the strongest cohort because when I registered them onto the programme, I had a longer chat with them...seeing their level of English, their level of understanding...I make</p>

	<p>it very clear the commitment they have to make.</p> <p><b>Delivery Team:</b> ...you need to do a bit of sieving as well. Is this person motivated? Is there ability? ...is this what they're looking for? Is this what they want?</p> <p><b>Delivery Partner:</b> [Cohort 3] knew what they wanted to do, where they're going, they're after jobs, they're hungry for learning...wanting to develop.</p>
<p>The recruitment of the last cohort 4 also reflected changes in the recruitment practices, including the participants actively starting to recruit women onto the project.</p>	<p><b>Delivery Team:</b> ...the fourth cohort mainly are very motivated, quite a few women are highly qualified and we do not seem to have many issues with punctuality...I think this is [partly] due to our experiences with rolling out/managing the project at this stage.</p> <p><b>Delivery Partner:</b> I think [recruitment] definitely increased in quality. Because [the Project Coordinator] found so many people as well, we could actually choose people whereas at the beginning we were taking everyone to fill the places.</p> <p><b>Delivery Team:</b> [The participants] completed their training then they went into their communities and thought...'I know that person, let's bring her in.' So they were recruiting in as well...they were...bringing in their friends, their relatives.</p> <p><b>Delivery Team:</b> ...the eligibility throughout the project has come on apace...and now we have quite a good cohort. We've already reached our target for Education/ESOL Advisors.</p>

## Partnership working

The organic way in which much of the team were recruited and partners identified lent some elements of the project an easier route to partnership working, particularly where individuals who would eventually be recruited onto the project team had already been working on the project. However, with 3 different strands of training – employment, education and health - for the participants to choose from, some competition between the strands was perhaps inevitable, despite early efforts among the strand leaders to prevent it.

<p>The central team had strong rapport.</p>	<p><b>Delivery Team:</b> I think the central team, yes, we've all worked very well together and I think you need to have that rapport.</p>
<p>Delivery partners and the project team worked together to share contacts across the project.</p>	<p><b>Delivery partner:</b> ...my helpers, my support...all came through people that were in Portsmouth...it was a question of within the project team people were able to say, 'You could try this person.'</p> <p><b>Delivery Team:</b> [A delivery partner] said...'Do you know anyone who might be available who can support [teaching]?' and I thought, 'Yeah I do, I have a good friend, she's done community work, she worked with the migrant community.'</p>
<p>The Delivery Partner delivering the generic Advisor training utilised these contacts to introduce support for mixed language levels.</p>	<p><b>Delivery Partner:</b> [The training support worker was] absolutely brilliant and she came along and helped...We had a higher level of Bangladeshi women in our first cohort, so [the project support worker] was able to use her native tongue to support with that, so that was quite handy.</p>
<p>Two of the training support workers were recruited formally to work on the project as Volunteers Supervisors and Advisor Development workers.</p>	<p><b>Delivery Team:</b> [We were] a bit like classroom assistants...to support the women, get to know them...helping them with questions...making them feel more comfortable...then we were given the job here in the Council.</p> <p><b>Delivery Team:</b> It's uncanny how</p>

	everything pieced together really.
<p>However, partnership working was not without challenges. With such a large project, coordinating delivery to ensure there was no ‘competition’ across the strands was sometimes challenging.</p>	<p><b>Delivery Partner:</b> ...once the other strands kicked off it meant we’ve all had to interlink with each other, meaning that my time in class supporting has become shorter and more intensive if I was to compare that with the very first tranche [before the other strands began]...we did after the early days get together and actually liaise to get the whole project interlinked so that people wouldn’t be [prevented] from attending something...we did begin to feel that it probably was a...good idea for people to not choose...to train in all 3 strands [but]...to start off by concentrating on one strand, because where all advisors were being all things to all men, then it tended to dilute a specific piece of training, a specific development of expertise.</p> <p><b>Delivery Partner:</b> ...very early on, I remember sitting down together as a team of strands and saying how can we blend these things together. How can we have a 12 week programme in which they integrate? Obviously education has to be the key but that the health and employability went in and out, so that they could all get a taste for the whole thing.</p> <p><b>Delivery Team:</b> I think everyone is concerned about their targets and their outputs...there were all the challenges...of clashes with delivery...where some project partners would feel they were at more of a disadvantage than the others...[But] there’s only 5 days in a week, there’s no delivery on Fridays because it’s not convenient for the women, so in 4 days you’re trying to fit in so much and you have to give the women some space as well...[T]he programme [is]</p>

	extremely busy, there's something on every day .
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## Communication

With multiple delivery partners, venues for activities and programming 4 out of 5 days a week aimed across multiple cohorts of participants, communication on the project was crucial. The project team devised a number of mediums for communication across the project – with each other, delivery partners, stakeholders and participants. These worked with mixed results, and perceptions of success in this area often depended on where the individual worked in relation to the project. Those working at the frontline and within the individual strands sometimes expressed more frustration with communication than the project team, for example. However, few suggestions were made during the interviews as to how communication could have been significantly improved, with some partners feeling that communication is always a challenge facing time-limited and large projects.

<p>Regular communication across the team and with the participants is vital to the project's success.</p>	<p><b>Delivery Team:</b> [If we have concerns about the women] we work together to address these challenges...working together as a team and to make sure that every individual's needs are met. And we do that through our team meetings and regular communication with each other.</p>
<p>Regular communications were established with the team across a variety of mediums.</p>	<p><b>Delivery Partner:</b> [The Project Coordinator] emails me, she phones me and so does [the Project Manager].</p> <p><b>Delivery Team:</b> ...we have the Advisor map, a spreadsheet, an excel spreadsheet that all the team members can access and it says when people are available, if they have really important other commitments, if they've found a job, if they have certain requirements, so that we can have a look and keep updated...first it was mainly contact details but now it's also other commitments, special requirements, languages spoken,</p>

	<p>children, crèche required.</p> <p><b>Delivery Team:</b> ...as a team we learned to communicate more efficiently I think really from the beginning.</p> <p><b>Delivery Team:</b> ...with the partners we have our regular team meetings where before we had weekly meetings, so we were meeting every week and touching base on each of the strands, how everyone is getting on, what actions need to be taken...Also emailing, if there was something that we feel is relevant for the project partners, we would CC them in so that they understand what's going on in the programme.</p>
<p>Communication was a challenge on such a big project with so many partners and stakeholders.</p>	<p><b>Delivery Partner:</b> ...getting everybody to understand what it was about and who was doing what, our different roles. I found that challenging...across the project.</p>
<p>The Project Manager was not afraid to challenge or disagree with delivery partners to improve delivery across the project.</p>	<p><b>Delivery Team:</b> I was very stringent and tough with [partners] but they were prepared to be flexible with me and I with them because they understood me and I understood them. And there were times when there were voids and chasms in our understanding but we were all working towards the same thing...we can have fallouts...but we're not going to stay there...you may understand each other a bit better and you get to see all aspects of yourself.</p> <p><b>Delivery Team:</b> I know [the project manager will] argue sometimes but she also protects us, argues why we do this and that...it's very useful to a project like this.</p>
<p>Delivery Partners attended and contributed to the project</p>	<p><b>Delivery Partner:</b> I didn't have a lot of involvement at the beginning but</p>

<p>meetings as necessary to their role in the project.</p>	<p>I attended some meetings. I was more vocal about impact and things to be aware of.</p> <p><b>Delivery Partner:</b> I came to a few [meetings] at the beginning, to get a feel for the project...[and then I said] 'Do you need me to come to team meetings?' and they said 'No, there's no need to come unless you want to'. So that filtered off.</p> <p><b>Delivery Partner:</b> [I'm also] inputting into the main project with the education head on if you like, to ensure what's going on, everyone else understands what's going on in education and vice versa. So there's a global responsibility to get what the project's all about and try to dovetail what we do with what other people do.</p>
<p>The Project Coordinator acted as a consistent communicator across the project.</p>	<p><b>Delivery Partner:</b> [The Project Coordinator] has taken on that role where she is the link to people, so she pops up in these places and says, 'This is happening, have you done this?' and that's the communication.</p>
<p>The Project Coordinator also needed to communicate with the local community about Gateway.</p>	<p><b>Delivery Team:</b> We did a whole page advertisement [in the Council magazine], kept it very simple in different languages...we created a link on the [Council] website...that link took you through to the...booklet we designed...It says at the bottom [of the magazine advert], if you want to find out more...go onto the Portsmouth City Council website and put this into the search bar...we've had a lot of referrals through [the magazine] so it's paid off and people are finding our information.</p>
<p>Promotion of the project was not always understood at the frontline, causing frustration</p>	<p><b>Delivery Partner:</b> You've got to deliver me these women because I'm not the sales person for this. Or</p>

<p>when participants did not turn up.</p>	<p>am I? If that's one of my roles, then that's fine, I'll go and do it...I'll tell them about it. But I don't get paid to do that.</p>
<p>Communication was important not only across the team but with the participants themselves. Due to the different language levels across the cohorts, early communication with new participants was done in person.</p>	<p><b>Delivery Team:</b> [The Project Coordinator has] that first contact...when the women first come into Gateway...they call me and I meet them at Friendship House...I introduce the project to them, I check their eligibility. [The participants] come into contact with [the Volunteers Supervisors] through the advisor training...so that they get accustomed to them.</p> <p><b>Delivery Partner:</b> [The Generic Advisor trainer] was able to give the messages [to the participants] and give them the support they needed to assist them. And they had...the supervisors so they're not just left within the community; they've got other people giving them that one to one support.</p> <p><b>Delivery Team:</b> I'd say with the women, the advisors receive regular, weekly emails about what's going on, what opportunities there are and what to expect at the team meeting...we sometimes do back off a little because we like them to come forward and ask. Sometimes that doesn't happen so we start up with the phone calls, text messages...it tends to work because we acknowledge that these women have busy, busy lives...but you can understand how much of an impact it has on their family, for them to even remember these things or to prioritise. Prioritising is another thing. So we feel that with our advisors, some of them need a bit of coaxing, bit of a prod. Some are really good, you don't have to communicate with them at all, they'll email us and ask</p>

	questions.
Participants felt that communication could also be improved with other participants.	<b>Participant:</b> I think communication needs to be improved. I think that's something everyone's learning now, to break down that barrier of being able to talk to one another. I think the Buddying system is a great idea and I think it has worked out greatly...
Delivery partners often communicated project information during delivery or strand training sessions, which posed some challenges.	<b>Delivery Partner:</b> I've been a little bit of a go-between [for] project information that needs to be passed onto the learners. On occasion that information has eaten into my training...You've got to break it down, I've got to write it up, I've got to give them a handout...you could spend a couple of hours just explaining some messages. I got asked to explain the snapshot [recording the participants' delivery of advice into the community] that's like a whole day of teaching...I don't necessarily think they realised at the beginning how much that impacts into the training.  <b>Delivery Partner:</b> ...maybe I should gather that relationship with every single woman who walks through the door and then spend my time to then go and tell them of class changes and things. Why is that my responsibility, when you've changed the class, for me to do that?
The introduction of the Hub allowed information about the project to be kept in one place.	<b>Delivery Partner:</b> ...[The project team have] become more efficient at [communication] now and they've got a lot more systems in place. They've got the Hub, which is great for meeting. Because they never had that one port of call at the beginning, which they really needed.

<p>Some partners were concerned that project communications with participants delivered in English could present problems for some of the women.</p>	<p><b>Delivery Partner:</b> I've found...the project paperwork, the ladies don't necessarily understand this actually. And how are they going to understand it?...there are elements we have to be very, very careful about, whether that's training, research, anything – in understanding that the women's English skills are not massively developed and even if all their spoken skills are developed, it doesn't mean their written skills are. So expecting our ladies to sit and fill in, as I call it a version of War and Peace, is not going to happen.</p>
<p>Some delivery partners and stakeholders felt that communication in the project team could be improved to create more of a sense of a team across the entire project, and to improve understanding across the whole project as to how decisions were being made and why. Some partners felt that these problems improved as the project evolved.</p>	<p><b>Stakeholder:</b> I think maybe we need more actual time together, away days and things like that, sometimes formal meetings do not achieve goals...I think the meetings, the European Integration meeting was very frequent, it was weekly. And also the nature of the weekly meetings was very much performance management, feeding back...I'd like to see more creative meetings, more think tank.</p> <p><b>Delivery Partner:</b> ...one of the problems is...that I won't necessarily know what they've done on the health strand or the generic training, or they've done a work taster, so I've got some records, educations got some records and none of those snapshots particularly were coming together.</p> <p><b>Delivery partner:</b> I think there should be a lot more tie in with the different strands. They've never come to any of my groups, I've never been invited to any of theirs...I can help them with the English they need.</p> <p><b>Delivery Partner:</b> ...communication has sometimes been a bit problematic, for which we can all take</p>

	<p>responsibility...it's that typical thing with a project when it's only 2 years: you iron out a lot of things in the first year and then you start picking up some steam and getting to grips, by which time the project has drawn to a close...communication skills have improved as we've gone along.</p> <p>I would look at internal project communications because I think sometimes things are going on, so one tranche of people know something's happening but others don't...But...it's a large project and there are lots of people involved...It's not that everybody doesn't try very hard. So quite frankly, although I say that, I'm not sure what the answer is.</p>
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## Theme 3: Delivering with heart

At the centre of the project framework was a commitment to participant-led delivery that responded flexibly and innovatively to the needs of migrant women. This focus required strong relationships with the participant groups and placed pressure on the delivery partners to continuously review their own practice in light of the identified needs of participants. It also tested the commitment of the participants themselves to balance the project alongside other commitments. To a great extent, success in flexible delivery was dependent on the personality and professional ethos of the delivery partner – the ability to ‘deliver with heart’. Other factors placing pressure on delivery partners included the amount of time and involvement partners had to engage with the project holistically and their previous experience with working with migrant groups with varying language levels. Embedding ‘delivery with heart’ into procurement and contract management was challenging and required a growing emphasis on both participants and delivery partners to step beyond their ‘comfort zones’.

### Working with groups at different levels

Groups within each cohort had very mixed abilities, including in terms of language levels, professional and educational qualifications, and individual aspirations and needs from the project. Delivery partners and the team had to employ flexible approaches to their delivery, depending on what they were delivering and who to.

<p>Within each of the cohorts, participants often had different needs and were at different learning levels.</p>	<p><b>Delivery partner:</b> ...there's such a diversity within the group, differentiation...the individual needs are quite strong.</p> <p><b>Delivery team:</b> It's a mixed bag...There's those who have very good English but they haven't studied...for various reasons in their life...And you've got highly qualified women who've come over with all these qualifications but because it's not qualifications they've obtained here, that's their block...Then you've got women with the lower level of English but their passion overrides all that.</p> <p><b>Delivery partner:</b> ...one should never fall into the trap, just because someone doesn't have a great level of English, never ever underestimate the skills base....then come to discover people are very talented!</p>
<p>It was important for delivery partners to be aware of the challenges facing mixed groups of learners.</p>	<p><b>Delivery partner:</b> You use everything you can to reinforce messages, because your assumptions about our language are unbelievable...I had bus timetables, massive packs of things to give them in the first cohort. They opened up the bus timetable – how can they read a map and a bus timetable when they do not know English well enough? It's complicated stuff! So it's back to basics, trying to explain key words.</p> <p><b>Delivery team:</b> I'm lucky that I've got some knowledge with some of the women [of] the religious part of it and also the culture of most of the women.</p>
<p>Some delivery partners felt that some participants were enrolled onto training they were not ready for.</p>	<p><b>Delivery partner:</b> Some of the ladies there, the language skills were very low...the screening of the women has to be right because you're setting them up to fail....[on some courses] we've absolutely known we've pitched it too high and...I can absolutely see that these</p>

	<p>women are not understanding me...That's very difficult.</p>
<p>Delivery partners often enlisted support in their delivery from support staff and from the Advisors themselves as they progressed through the project.</p>	<p><b>Delivery partner:</b> You can't deliver it by yourself, that's definite, unless you are some sort of super person!...So I got help, I had [a] key skills tutor that came down and helped and I had a lady from the community.</p> <p><b>Delivery partner:</b> I teach them as best I can and I try to explain and...if they really can't understand then I can have some of the ones who are much better explain to them...I'll assign [the Advisors an ESOL group] but we'll all be doing the same lesson plan and I'll monitor who's doing what and what they can do with the lower levels and higher levels.</p> <p><b>Delivery partner:</b> ...those women that are really getting along with their language...I've tried to...increase their responsibility and experience by getting them to give language support to someone else...I've noticed they do it anyway. They naturally know who in their group is not as far along as them.</p>
<p>Successful delivery partners employed a range of methods to work with the participants.</p>	<p><b>Delivery Partner:</b> ...you can't just talk at these ladies. You've got to be an actor. I throw myself around the room, acting out what I'm saying. I'm constantly changing my words, I'm repeating myself 50 times to check for understanding. I'm using drawing, I'm using writing, I'm using pictures.</p> <p><b>Delivery partner:</b> I teach them history...why is Portsmouth important...You live here, you see all these things and actually trying to tie [it] in...we're taking a famous person from Portsmouth and they have to go away and find out about them. They've had Charles Dickens this week and the language that came out of [the Advisors in class]...'final resting place, what does</p>

	<p>that mean?’ and talking about satire....These women aren’t stupid, they just don’t have the language.</p> <p><b>Delivery partner:</b> [The trainer] I think talking about diet and health, she used to show them what it meant by the weight...she used to bring the product in and show them what’s in it. So say it’s tomato ketchup...she’ll take the label off and show them....that’s how much the sugar is, that’s how much the salt is.</p> <p><b>Delivery partner:</b> I’ve done a lot with magazines, pictures, glue, scissors, felt tip pens so it’s been creative...every time I know I’m going to use a new term...[I put it] up on the wall and I check they understand those terms...we just found different teaching strategies to ensure that if their language wasn’t so good, they could still keep up and get involved.</p>
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## Building relationships with the participants

Part of working with mixed ability groups in the project centred on building strong relationships with the participants. In order for the model to work, delivery partners had to be responsive to the women’s needs. This required building strong relationships with, understanding of and trust between the women and the delivery partners. This ‘soft’ quality – the ability to build relationships – was vital to the project’s success. While building relationships was built into the role of the core project team, delivery partners had to work this out as they went along, depending on their previous experience, particularly in working with migrant groups.

<p>The project was based on a client-led model that required delivery partners to work closely and flexibly with the participants.</p>	<p><b>Delivery team:</b> ...the core of this project is...developing the capacity of our clients to have a voice...it is Advisor-led...[and] if you’re going to be client-led, you have to be flexible.</p> <p><b>Delivery team:</b> ...there’s so many women in the community who step away...because they’re not confident and they don’t have that support and courses aren’t tailor-made for them...who’s going</p>
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	to think about the cultural side of things and the barriers?
Building strong relationships with participants was built into key roles in the core delivery team.	<p><b>Delivery team:</b> ...our role has really been there for the Advisors, [we are the] first port of call if anything happens, if there are any concerns, queries.</p> <p><b>Delivery team:</b> ...the role of Coordinator, you can't really coordinate something unless you know the needs of the women. You need to have that connection.</p> <p><b>Delivery team:</b> We normally discuss it in team meetings...how do we think they're getting on and what do we need to focus on...each of us takes responsibility for [a different] side of that.</p>
Delivery partners responded to the – often strong - motivation participants had to be part of the project.	<p><b>Delivery partner:</b> The other pleasure has been their thirst for knowledge, their thirst to learn...These ladies actually want to become valued in society, they want to participate in their community...they're passionate about helping others.</p>
The team also needed to be aware that the women did not always see their own skills and abilities clearly.	<p><b>Delivery team:</b> ...the first time I was doing CVs with [the Advisors]...was so interesting, they had so much to offer they don't even recognise – that they have the talent and knowledge and experience, because they've never been told...Nobody probably ever patted them on the back and said, 'Well done!'</p> <p><b>Delivery team:</b> ...one of our Advisors who's training...she thought she couldn't complete the course, that she didn't have the ability...Someone needed to give her that push and say, you are good enough...I had a couple of conversations with her on the phone and face to face and then she came back on the training...and I keep seeing the improvement, her confidence building.</p>
The delivery partners worked hard	<p><b>Delivery partner:</b> I've tried to match the</p>

<p>to build individual relationships with the women and ensure that their delivery was of practical value to them.</p>	<p>job roles to the sorts of things they're supposed to be doing and then developing themselves is very much about where they want to go, looking at their skills and abilities, and recognising that in others, and helping them get jobs, and...accessing health.</p> <p><b>Delivery team:</b> I give them as many options [as available] and it is opening up that conversation so there's flexibility, so they know there's a choice.</p>
<p>Flexible ways of working were aimed at matching delivery the women's needs.</p>	<p><b>Delivery team:</b> ...some people prefer to talk to you individually and not in a group.</p>

## The challenge of commitment for volunteers

During the project's delivery, participants moved in and out of the project. Some women completed training and did not go on to be Advisors. Others undertook the Advisor role and found work. The team had to be able to deal with this, and more broadly, to deal with the varying levels of commitment that can often be found in volunteer programmes. Participants had to juggle their commitment to the project – which for some women represented substantial volunteering of their time – with their existing personal commitments, including to family, religion, working towards citizenship, or formal education.

<p>Delivery partners encountered issues with differing expectations, including around time-keeping, or letting partners know when participants decided not to attend a session.</p>	<p><b>Delivery team:</b> Some of the issues that are coming up around...'Can you please bring your diary and can you please turn up on time?' Well what if they don't? What do I do with that?...For her that's completely reasonable, for me it indicates some kind of lack of commitment. So for me there, where do we stand as a project with that?...So we're asking our women to stand up, to conform.</p> <p><b>Delivery team:</b> ...it was mainly one thing that I found a bit challenging...was attendance, that people didn't turn up on time and we had things planned.</p> <p><b>Delivery partner:</b> ...the main challenge</p>
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	<p>has been...you don't know who's going to turn up from day to day...in last week's class I had 24 people turn up, this week I had 6...I don't know why they're not there...You know circumstances for people change.</p>
<p>The delivery team sensed different reasons for these challenges.</p>	<p><b>Delivery team:</b> ...some were simply not used to, they've been housewives for a long time, they've got family commitments and children do get ill, or have to go to school plays or whatever...</p> <p><b>Delivery team:</b> ...some women...don't want to go into employment...or do a lot of community work...Some of them just want to learn English and improve and that's it.</p> <p><b>Delivery team:</b> ...some of them have got full time jobs...[that's] something to do with the Gateway project...because we help to build that confidence to go for that job.</p>
<p>The team communicated the challenges with the women.</p>	<p><b>Delivery partner:</b> ...we have as a [team] worked very hard to help the ladies understand that if you undertake a commitment, if you can't be there to let your mentor know. And that has certainly improved as we've gone along.</p>
<p>Some participants completed the Generic Advisor Training but did not go on to become Community Advisors or continue with the project.</p>	<p><b>Delivery Partner:</b> ...we've had people who've completed [the training] and haven't come into the project...as in become a significant Community Advisor...I feel that's a shame...when they were being taught they were such an important part of the group.</p>
<p>Sometimes there is no way of knowing why people leave.</p>	<p><b>Delivery Partner:</b> I don't know what else you could have done really...that is the nature of people's lives, isn't it?</p>

## Delivering with heart

At the centre of the project was a model of partnership between delivery partners and the participants. Building this relationship was dependent in many ways on the personality of the delivery partners themselves. For many delivery partners, there is a sense of vocation in undertaking grassroots community development work, and a blurring of the conventional distinction between personal and professional duties and values. Not all partners experienced this as easily as others. From a recruitment and procurement standpoint, it is also hard to build 'delivery with heart' into contracting and commissioning practices.

<p>The delivery team led from the top down in exhibiting a strong and clear commitment to the project participants, their integration, happiness and personal success.</p>	<p><b>Delivery partner:</b> ...everyone has wanted to do the best by these women and that comes strongly through in the way people talk about the project, celebrate the project.</p> <p><b>Delivery partner:</b> [The project manager has] been really hands-on, [the project coordinator has] been very hands-on, so they understand these ladies. They've got to understand their needs...hands-on project managers are key.</p> <p><b>Delivery team:</b> That's what gives me the buzz when I see someone really getting something out of it; it makes a difference in their lives.</p> <p><b>Delivery partner:</b> [one of the ESOL teachers has] a little bit of magic that she pushes these women to do a bit more and I don't see it elsewhere. She's really quite special.</p>
<p>The delivery team were clear that the commitment to the participants' needs was both personal and professional.</p>	<p><b>Delivery team:</b> I know you have the capacity to deliver, I know you have the framework...But I need heart. I need someone to deliver with heart – commitment and heart.</p> <p><b>Stakeholder:</b> ...it's about...working with the Advisors in a way that supports them and keeps them engaged...[You have to] find out from their perspective what it is they need.</p> <p><b>Delivery team:</b> I think you have to have heart, to really love and enjoy what</p>

	<p>you're doing.</p> <p><b>Delivery partner:</b> ...if you're speaking to someone and you know you have the right word...but they're like, what?...your confidence falls and your shutters fall because you're like, 'Oh my God, I got it wrong.' And that's what [the Advisors] are faced with every day.</p>
<p>The most successful delivery partners exhibit a clear enjoyment and passion for working with the women.</p>	<p><b>Delivery partner:</b> It takes an hour and 40 minutes to get here...but there hasn't been one day when I've thought [<i>Exaggerates a sigh</i>] 'I've got to go.' I've been motivated and I love coming here because...the learners and the people in the project...have made such a difference. I think most people will say that, that it's been a pleasure. I don't want it to end. It should go on forever!</p> <p><b>Delivery team:</b> I'm a people person, I like working on the ground and talking to people face to face and understanding people...I use my experience to help them...I went through a lot...in my personal life and...when I see women with a dilemma...I can go forward [without] being judgmental...not telling them what to do but...the consequences as well: if you go that way, this may happen.</p> <p><b>Delivery team:</b> [The Generic Advisor trainer's teaching method is] not just about pen and paper, she gives a lot of personal experience, personal touch...she had that personal quality in her [and] really had a bond with people.</p> <p><b>Delivery partner:</b> I don't want [the participants] living isolated in their world with a very small world view. There is capacity for these clever women to be much more than that...These people are not just numbers, they are people and they have skills.</p>
<p>Some delivery partners struggled</p>	<p><b>Delivery partner:</b> I think the</p>

<p>with the multiple needs of the participants and may have needed more support.</p>	<p>expectations of the participants needed to be clearer earlier on...I think they can be extremely demanding...I was running a [class] and I had people come in and say, 'Can you help me with my English homework?' And of course you do, but then you're thinking, 'Hang on a minute, I'm not an English teacher.'...that's probably the lack of understanding of the type of support, what is appropriate to ask...and of course if we can help someone we're going to help them. But maybe they needed to be a bit more clear about that.</p> <p><b>Delivery partner:</b> I feel that maybe partners...who might not have had the experience of working with different ethnic groups, maybe they need more support really...in some cases it could be quite hard for partners actually.</p>
<p>This commitment and passion from the team delivered significant results in the project, for both participants and the team.</p>	<p><b>Delivery team:</b> ...it's just fantastic when you see the smile on their face and their whole personality changes and then it hits them, some of them realise, 'Oh, you know I can do more.'</p> <p><b>Delivery partner:</b> ...the relationships you build with some of these ladies leave you in what you can only term as a place of trust with them...we talked about weddings and we talked about...headdresses and those ladies took their headdresses off in that room for us and that felt like an enormous privilege...I thought, ok, that is really something where the ladies are getting to that point where in those situations they would trust us.</p> <p><b>Stakeholder:</b> I think [what has worked] particularly well [in the project] is that they've engaged with the community and done what a lot of projects fail on, which is the outreach...into communities</p>
<p>Without strong relationships with the</p>	<p><b>Delivery partner:</b> I said to [a participant],</p>

<p>participants, there is a risk of misunderstanding needs and pushing the participants into choices that do not work for them.</p>	<p>‘What do you want to do?’ and she said, ‘I want to work in childcare...I’ve got 2 children,’ and I said, ‘I don’t believe you want to work in childcare. Do you?’ and she said, ‘No, I want to be an interpreter.’ I’m like, well be an interpreter. Don’t say childcare because that’s what’s expected of you...She went overnight, Zoom! She’s now doing her Advisor training...just because you have a course that needs to be filled does not mean that’s the right thing for them...Why should she do childcare? She loves linguistics...she’s good at it and she wants to help her community doing that.</p>
<p>Challenges also emerge when building close relationships with the participants, including engaging with their lives beyond the project.</p>	<p><b>Delivery team:</b> ...the Advisors where they come from, they have a lot of experience, good experience and bad as well...So there’s a lot of mental stress there...mental health needs...and their behaviour sometimes can be a little odd people might think, but there’s a reason for it and we have to dig into it a little bit...and see if they need more support...one Advisor said, ‘I want to do this course but [it clashed with childcare],’ so I said, ‘...talk to your husband...tell him how it will benefit the whole family...Worst he can say no.’...After half an hour she called me and said, ‘Is the place taken, my husband says he will look after the children, can you put me down?’</p> <p><b>Delivery team:</b> It’s very important, it’s sort of counselling in a way, you have to very, very impartial but also to value their culture, their cultural values and traditions...for example, domestic violence, I had an Advisor...where we had very long conversations and they were concerned and they [disclosed experiences] and they said it was because I trust you and I need to speak to somebody, this has been building up.</p>

<p>It is hard to embed this sort of professional and personal commitment into procurement practice and delivery contracts.</p>	<p><b>Delivery team:</b> How do we roll this out generically? And actually what it keeps coming down to is personalities. It really is...[and] there is no formulae for that.</p> <p><b>Delivery team:</b> ...it has to be in you as a community worker, it has to be naturally in you, that you enjoy this kind of job and you've got that special...talent...you're not pretending to be nice to someone because it's your job...[I]f you think, 'Oh I'm going to deliver this, they have to do this whether they like it or not,' it's not going to work.</p> <p><b>Delivery partner:</b> ...this is quite a specialised role...so first of all to get people who have got the experience...is quite a challenge!...and there's only so much you can really see in a job interview.</p>
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## Working with, not delivering to

The project was based on an innovative model that positioned the participants, delivery team and delivery partners as collaborators, working together to improve and increase integration. This required both the paid professionals and the unpaid participants to move out of their respective comfort zones in order to collaborate. This threw up challenges for both sides but yielded significant results, as well as creating a vibrant, engaging project about which many of the delivery partners and stakeholders felt very passionate.

<p>The project was built on an implicit understanding of barriers between local public services and migrant or BME communities.</p>	<p><b>Project team:</b> ...over and over again, projects will say, 'We find it really hard to engage whatever community.'...So why is that?...you have to change your working practice, it's not the community out there, it's what's going on within. And I was always attracted to this project because I saw the potential of that.</p> <p><b>Stakeholder:</b> ...it's something I've always banged on about to local services. You can't expect people to always come to you. There's so many barriers before</p>
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	<p>they can get to that stage. And it's not even because they can't speak the language, there's lots of other barriers prior to that, so it's always for services to make the first step.</p>
<p>Delivery team and partners had to surrender some of their status as 'professionals'.</p>	<p><b>Delivery team:</b> ...we are the professionals, yes, and we get paid for what we do, but our communities trust us and...I think it's ok for us not to know all the answers and to be explicit about that...</p>
<p>Some of this was about letting go of the idea of 'delivering a service to' the women and shifting to a model of working that was less predictable and more flexible to the women's needs.</p>	<p><b>Delivery team:</b> [The project needed] somebody who was able to not just deliver to but be moved through the project and see how our women were developing...I was always looking for project partners...to stand beside our women, identify what was needed and innovate and deliver on your feet.</p> <p><b>Delivery team:</b> I do believe that we have to step forward and really be with people and give up this idea that we know best. And I think what I observe over and over again is that we come in...as professionals...and it keeps us comfortable.</p> <p><b>Stakeholder:</b> I think you can do capacity-building badly and you can do it well and I've seen both ends...You have to have a much longer term relationship with groups to understand them and also look at what they need to genuinely develop their capacity...there's lots...going on in the community and it's about how do we capitalise on that really to support groups to achieve what they want to do better.</p>
<p>As well as requiring project partners and the delivery team to 'step out' of the professional comfort zone, the project also made demands of the women to 'step in' to the opportunities offered by the project.</p>	<p><b>Delivery team:</b> ...part of that...is a partnership. [The participants] are so used to projects putting it on a plate and [the delivery team] are really struggling with that. And I was clear, '...it's not our role to give them it all on a plate, they</p>

have to step forward.'

**Delivery team:** ...at the beginning, some of [the women] really wanted us to hold their hands [in becoming volunteers]...they had to learn that you have to apply...we can't just tell you the opportunities, you have to look them up on the website, you have to send a CV...and they were fairly shy, some of the Advisors [but] now it's getting better, some have already started volunteering.

**Delivery partner:** ...what we say in class is that [the classroom] is the place to make mistakes...there are very few places [that a lot of the women] are allowed out on their own and it's just women and we can laugh together and we can play games and it's fun...

**Delivery partner:** I don't let anyone get away with not doing something. I'm quite a bully about it...they think it's really funny. Everyone's got to do something, even...the lowest level, they've got to participate in something in the class.

**Delivery partner:** [one of the ESOL teachers] has a really unusual and insightful way [and]...she has pushed the limits a little bit...She asks [the participants] 'Whose responsibility is it that you learn English?' And they say, 'Well, it's yours.' And she says, 'No...while you're here for 2 hours a week, yes. But the rest of the time, it's yours. So you listen to the radio and you listen to the television and you read things and every week I want you to bring me a word that you don't understand or a new word that you've learned.' And she pushes the responsibility back to them. And with citizenship [she explains] this is up to you to understand... this country...and what it is you're now buying into...we'd talked about citizenship on a national scale, but no one ever talked about what it means to be a citizen of

	<p>Portsmouth, so we developed a course...They've landed in this city, chosen for whatever reason to be here, yet their understanding of where they are is minimal...</p>
<p>Asking women to 'step in' requires an understanding of the participants' lives and maintaining a balance between when to support them and when to encourage them to support themselves.</p>	<p><b>Delivery team:</b> ...some team members say, 'You can't spoon-feed them, you can't do things for them,' but only a few can just go out there and help themselves with the information we give them...the others you have to do the first step with them [and]...then they'll be alright So you have to identify the individual...they're at different confidence levels...you need to understand the individual people you work with...That's where the experience comes, because some people need this much push, some people need that much.</p>
<p>Both delivery team and participants were taking a risk on a new model of delivery.</p>	<p><b>Delivery team:</b> ...[the first cohort] were like guinea pigs...in a way...we were also the guinea pigs, finding out together.</p> <p><b>Stakeholder:</b> I think the outreach side [is]...key to any sort of integration project. It's about saying that we're accessible, we'll come out to you, we'll do the hard work. And in return what you'll find is that people want to give back to you. So volunteers volunteering their time back in the community proves that cycle.</p> <p><b>Delivery team:</b> The project...[is] led by the movement and energy of the project participants and deliverers...It does take on a life of its own and that's another key success I think.</p>

## Theme 4: Flexibility in delivery

The beating heart of the project is the Community Advisor role, from which the majority of the project's outputs and targets spring. The project required a careful balancing of a framework that facilitated strong involvement and partnership with the participants - including a geographical base, the provision of childcare, and paying travel expenses - with the flexibility of delivery required to meet their needs. The flexibility offered by delivery partners yielded immense rewards for the participants, but also posed challenges for participants and delivery partners alike, not least in the evolution of the Community Advisor role itself. It also created some conflict for delivery partners in performance management and contract delivery.

### Embedding a framework for the Advisors

The framework of the project centred on the outputs and targets managed by the core team and delivery partners. Incentive schemes such as education bursaries and shopping vouchers were provided for participants alongside travel expenses and the provision of childcare. Measuring outputs also required the formal involvement of participants, for example in the research strand delivery, being involved in the blog and completing regular 'snapshots' of the Advisors activity in their communities and networks. This interaction was often complex for the participants to understand, i.e. marrying up the formal requirements of the project and their personal experience of the project at the frontline.

<p>The Advisor training was well received by participants.</p>	<p><b>Participant:</b> I really liked...the entire structure of this course...It gives you the basics, from communication skills to when you're in the community, how to approach people...then the specialisation will motivate you by getting you to specialise on a strand.</p>
<p>The formal framework of the project was not always clear to the participants.</p>	<p><b>Delivery partner:</b> [To the participants, the delivery partners were] not individual partners, they're all interlinked, because the women don't see us as individual partners, they just want to use us!</p>
<p>The project team felt that it was important to gradually introduce structured rules to the project.</p>	<p><b>Delivery partner:</b> ...we were really flexible and then we tightened up a bit, slowly, slowly...First there were a few misunderstandings between our advisors and we had a few issues but when we [made clear] this is the rule</p>

	<p>and you have to follow that and then... they get used to your rules and regulations. If you just, do a presentation when they first come in with all these rules and regulations, you will just frighten them away.</p>
<p>Community Advisors were required to complete 'snapshots' of their activity.</p>	<p><b>Delivery team:</b> [The snapshots record when the Advisors] help somebody. It could be very simple things...I helped someone to find a community group or...I accompanied somebody to a service, I gave language support but I also signposted somebody.</p>
<p>The snapshots offered an opportunity to broaden the professional knowledge and experience of the Advisors.</p>	<p><b>Delivery team:</b> [The Advisors] learned all this terminology...signposting, referring...if somebody wants to stay anonymous they're allowed to do that, it counts.</p>
<p>It was challenging to explain to the Advisors the importance of the snapshots to the project.</p>	<p><b>Delivery team:</b> ...at the beginning [the Advisors] didn't really see the point [of the snapshots], they didn't see why we needed them and they did lots of work and they didn't write it down...[The project manager] had to explain it several times...that's how it started to click...We tried to say to them...we help you but you need to help us...it's their project, they are part of it. We're not just a service delivering.</p>
<p>Shopping vouchers were offered as an incentive for Advisors to complete snapshots.</p>	<p><b>Delivery team:</b> We thought well you've done all this amazing work and you get a voucher, but they said they don't do it for the voucher. But on the other hand, [the project] can't prove what's happened unless we've got the snapshots. So [the project team] had to push a little bit as well and...now [the snapshots are] coming in, they're getting a bit more used to them.</p>
<p>Childcare was vital to enable participation for many women. Without it, delivery partners and the core team would often manage childcare.</p>	<p><b>Delivery team:</b> ...if there wasn't any childcare they wouldn't turn up and that was of course difficult.</p> <p><b>Delivery partner:</b> [When there was no childcare] quite often I would have a child on my hip, they'll be doing their</p>

	<p>exercises, I'll be playing with the children.</p> <p><b>Stakeholder:</b> I think providing childcare...worked well within the project.</p>
<p>Organising childcare was time-consuming for the team. It was frustrating if participants didn't meet their commitments when childcare was provided to enable it.</p>	<p><b>Delivery team:</b> ...at the beginning, we had often the issue that people said, 'Oh yes, I'm coming and my children are coming too' and they weren't turning up. And we still had to pay for the childminder...[The Advisors] really didn't see the process behind it, that you have to have staff ratio, that you have to pay for them, or that you couldn't just turn up with your child because there will be somebody there. So they had to learn that and I think they did learn. They've really improved.</p>
<p>The professional framework of the Community Advisor role also provided opportunities to explore cultural attitudes.</p>	<p><b>Delivery team:</b> at the beginning some of the [Advisors] said they would like to [work] with their own people, they can understand people from their culture better. And we said that's not integration, you have to learn how to deal with [other] people...like if they had to give advice to somebody who's homosexual...Even if it's something they wouldn't want for themselves or their families, you have to support...people with different beliefs.</p>
<p>It allowed the Advisors to engage openly with other organisations about cultural barriers to participation.</p>	<p><b>Delivery team:</b> We had somebody who wanted to volunteer for the British Red Cross but she was very shy and...she said, 'But please, I don't want to work with men.' And I said, 'We can't really, you would have to talk to them.' And she agreed that as long as she was not alone in a room with a man, because that's often more of the issue, they don't want to be alone in a room with a man. So, then we said, 'I'm sure they accommodate that.'</p>
<p>The Advisors were encouraged to actively support each other in their role, e.g. through the Buddy system.</p>	<p><b>Delivery team:</b> [The buddy system teams Advisors up to] support each other...they're supposed to call each</p>

	<p>other when they can't attend a meeting, when they're off sick for long or have commitments so they update each other...we just drew names out of a hat...you might be with your friend or you might not.</p>
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## The benefits of flexibility

Flexibility in the delivery of the project allowed the team to be highly responsive to the needs of the participants. This gave both participants and delivery partners a real stake in the project and embedded the model of co-production at its heart. As the project and the co-productive relationship between the core teams and the participants evolved, it became easier to plan outputs and to facilitate the participants in creating their own outputs, e.g. the blog, professional networking and community events.

<p>Due to the mixed levels of the groups and the nature of a pilot project, the framework of the project had to offer flexibility to learn which approaches would work best.</p>	<p><b>Delivery partner:</b> ...we've been very flexible to meet individual needs and that's worked. I don't think you could go in with a rigid lesson plan or scheme of work. You'd have to update and change it on a daily, hourly, minute basis!</p> <p><b>Delivery team:</b> Through the [weekly Advisor meetings] we get to know the women...find out what their needs are and where they want to go...when we do know...their needs, their aspirations, their ambitions...[we provide] information to the women and...they use it [to] take on training...help them go into voluntary organisations...make the informed decision about their future.</p> <p><b>Delivery partner:</b> [The core team] didn't just choose...the training, or facilities that they provided, it came from the ladies...they said what they would be interested in – and [the project team] would then go and see what was out there available to train the ladies.</p> <p><b>Delivery partner:</b> ...one of the things the project has tried to do...is to be meaningful with the interactions they've given, so it's not just a box that's been ticked. Occasionally it has, but mostly it hasn't. And that's required us to manoeuvre.</p> <p><b>Delivery partner:</b> Gateway was quite good at tailoring and developing as we went along to</p>
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	<p>meet the needs of project recruits and individuals as well, because it's very much worked on: 'We've found out people are interested in this, so let's offer something on diabetes or dementia.'...we've been able to develop as we went along.</p>
<p>Delivery partners adjusted delivery to meet the needs of the participants. This gave the participants a real stake in the project.</p>	<p><b>Delivery partner:</b> I was in a position to be at that point, very flexible with what they wanted. So if they wanted extra days, fine...we were trying to be flexible with the people we were recruiting because they were volunteers...it was about what they need. They told me what they wanted and I delivered it. As much as I could...delivery changed significantly based on the learners.</p> <p><b>Delivery team:</b> ...it turned out they needed to get together, they needed more support, guidance, they wanted more information so we formalised [the weekly Advisors'] coffee meeting to a proper Advisor team meeting...we often have speakers from other agencies and we introduced plenary sessions...what have you learned today, what would you like to do next time?...We have to encourage a bit of leadership.</p> <p><b>Delivery partner:</b> We've just re-written...an advisor ESOL course...to improve their English in the context of the role they've now got. So they need to understand for instance how to access bus journeys and what kind of language and information you need to use buses effectively in the city so they can pass that information on. Equally we've got a thing on Portsmouth heritage, you know, what is there that you can advise people to do?</p>
<p>Flexible partnerships also helped to establish a profile for the project in target communities.</p>	<p><b>Stakeholder:</b> I think you need to have that flexibility of approach...Gateway have come out into the community...I think a lot more people have heard about the project...they're actually getting people coming direct to them as opposed to coming through the group because people in the community are more aware of [the project.]</p>
<p>About 9 months in, the project team could programme more elements in</p>	<p><b>Delivery team:</b> ...[The project] calmed down and we were able to sit back and start</p>

advance.	planning, which is why I said to [the project manager] my preference would be to...plan the programme until the end of June...then everyone knows what's coming up and we can just plan around it...I think considering the time limit we had we've done exceptionally well.
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## The challenges of flexible delivery

As a new pilot project, the team and partners were constantly experimenting with programming in response to the expressed and evolving needs of the participants. This posed challenges for delivery partners and the team, including the difficulty of forward planning the programme, a lack of understanding about the strategic thrust of the project at the frontline of delivery, and a lack of clarity over how the role of the Community Advisor would be rolled out into local migrant communities.

For a while, the programme was only planned a short way in advance as partners and the team worked out approaches that worked best.	<p><b>Delivery team:</b> We were only ever 6 days ahead in terms of the programme...And even [one year in] we're only a month...where we can see they're coming up behind us and we'll have to have something in place.</p> <p><b>Delivery team:</b> it was about feeling our way and at times making changes right at the last minute, knowing right, that's not going to work, we need to change it now...at the beginning, there was so much demand, we were busy recruiting, we were busy planning, we were busy just even thinking about what the eligibility was, trying to adjust too that and get used to it.</p>
Changing delivery was more of a challenge for partners that were contracted to Gateway alongside other projects.	<p><b>Delivery partner:</b> ...[flexibility] can always be a problem with projects...because people also work elsewhere and have other things to do and...from that point of view, we've been very fortunate. We've offered that flexibility...that's been quite lucky timing-wise.</p> <p><b>Delivery partner:</b> ...what happens for us as a commissioned organisation, we'll come in and today I've got a Portsmouth Gateway head on right now, but the minute I walk out of here, I'll have a different head on...The project team, why would they appreciate what that's like, it's not their problem but that is the reality of what it's like to be a project</p>

	strand in this context.
Maintaining flexible delivery could also be challenging as delivery partners became more embedded into their role.	<b>Stakeholder:</b> [The project manager] has continued to insist on [maintaining flexibility] because we all tend to go into our little boxes and that's then just how things are run. [The project manager] has pushed the boundaries on that one.
Some delivery partners chose to prioritise frontline delivery over attending project meetings in order to maintain flexibility.	<b>Delivery partner:</b> Our company has grown in a year so in a way...not going to team meetings has actually been beneficial from the point of view that I'm crazy doing other stuff. So that's been quite lucky timing-wise.
The team aimed for the delivery of the Advisor role to evolve alongside the Advisors and the project more generally as it became familiar to communities and services.	<b>Delivery team:</b> it's a partnership...we still had to get things in place...what was their role... the Advisor role is something to be led by the programme but it's an emerging role as well...It is the individual themselves learning about their role and taking responsibility and taking a stand in that. We as a programme have to put the framework in place that supports them.  <b>Delivery team:</b> Are we ready as a programme or are our women ready? A bit of both, we're all learning.
The language needs of participants were central to evolving the Advisor role.	<b>Delivery partner:</b> As [Advisors began] the generic [Advisor] training a couple of things were happening. Obviously the generic training itself was finding its feet. We weren't clear whether it has the right programme for the level of our learners...I think some language levels are not adequate for the training they've been put on which causes issues.
The lack of clarity over the Community Advisor role was a challenge for some delivery partners.	<b>Delivery Partner:</b> ...at the beginning...the Community Advisor role was not embedded enough, they didn't have, they weren't in the community....So I've had nothing to practically show [the Advisors]. There was no referral process. They tried to design something, they did design something, but they scrapped it because that wasn't what was happening with these Community Advisors. So if you're teaching people something like that you've got to embed it practically to help support them. And that's

	<p>the only thing that probably has been quite slow is the development of the actual role. And maybe it's because nobody was 100% sure what the role was going to be?</p> <p><b>Delivery partner:</b> It's only [a year in and the Advisors are] beginning to bed down and really get to grips with what the Advisor role is.</p>
Some partners were afraid that the training opportunities were overshadowing the 'roll-out' of the Community Advisors.	<p><b>Delivery partner:</b> ...if we're not careful what we're building is an ever-decreasing circle of people who just seem to do the revolving door thing. So we'll get an Advisor who will then train on all the other things...and perhaps work with other Advisors. But I'm not seeing them go back into their communities.</p>
For the project team, the evolution of the role was an act of faith that paid off, as the women began to deliver support as Advisors within their communities.	<p><b>Delivery team:</b> I never doubted it would work, ever...I understood that it exists in [the Advisors] as much as it exists in us to deliver for them...we have an utter commitment to this project and if that doesn't pay off, then nothing will.</p> <p><b>Delivery team:</b> there are lots of failures and weaknesses in there and that's fine because I've always felt...that it's a pilot project and we're learning as we go.</p>

## Conflicts and contracts

For one delivery partner, the framework of the project posed challenges from the beginning, including a lack of engagement from participants leading to problems in meeting the project's delivery targets. Negotiations between the delivery partner and the project manager involved frustrations on both sides, including differing understandings of the original contract and challenges over different communication styles. Looking at both sides offers an interesting insight into the challenges of project procurement and management for the core team and the challenges of frontline delivery for partners.

The delivery team commissioned a strand of training, tendered and agreed a contract with the successful bidder.	<p><b>Delivery team:</b> ...at interview I said, '...I need a project partner. I need an organisation or providers who can stand by me and deliver on the hoof...I don't need service delivery, I need partners who can be flexible. I was very clear about that.</p>
The delivery partner felt	<p><b>Delivery partner:</b> We have had to make lots</p>

<p>expectations of their delivery were unclear from the start.</p>	<p>of changes to the programme and try to keep adjusting our offer, which is good in terms of it makes it relevant...it's been a very difficult project to deliver...I don't think the commissioning documents were clear...it's quite new work, you're not sure what's going to happen, I get that totally.</p>
<p>In practice, the commissioned training was pitched too high for the participants. The project team decided to withdraw the training.</p>	<p><b>Delivery partner:</b> ...at first we were going to deliver actual strand training and then that got amalgamated into the generic training...so our initial brief was kind of gone...our expectation, rightly or wrongly, was that we weren't going to have to recruit...but in practice...[the Advisors] didn't engage with it, they weren't ready for it...</p> <p><b>Delivery team:</b> [The Delivery Partner] started doing workshops...we were looking for someone who could train up our Advisors...It didn't work on the ground like that...It's a whole different world to [the participants]...we had to pull that and that upset [the Delivery Partner].</p>
<p>The project team felt that the delivery partner had not engaged with the flexible framework on which the project was built.</p>	<p><b>Delivery team:</b> It didn't work. Neither did the training for the Advisors. It didn't work because they needed to tailor it for our women. English isn't their [first language]. There was just a myriad of reasons why. [The Delivery Partner] wanted to take...the model of their delivery and just deliver and they'd get paid for it...that's not how it works...I sometimes think people just go for bids and they just want to apply their model to it.</p> <p><b>Delivery team:</b> At one point I was doing most of the work for [the delivery partner], I was recruiting for them, I was signposting for them because they just pulled back.</p>
<p>The delivery partner felt that expectations on their organisation were unrealistic.</p>	<p><b>Delivery partner:</b> We helicopter in and we helicopter out and it doesn't work. It doesn't work for anybody...on reflection...that would be the bit we should have collectively worked harder on.</p>
<p>The delivery partner was also experiencing staffing issues during the delivery of Gateway.</p>	<p><b>Delivery partner:</b> Unfortunately the person I allocated to the project has had lots and lots of personal issues, so she's dipped in and out, which has proved frustrating for</p>

	<p>Portsmouth Gateway.</p> <p><b>Delivery team:</b> There was no continuity in their delivery.</p>
<p>The delivery partner felt that the framework of the project caused the challenges they encountered in delivering. In particular, the partner was unable to utilise the trained Advisors in the same way as other strands.</p>	<p><b>Delivery partner:</b> The education strand was always going to be the consistent one...we should have bounced off that a lot earlier...[and engaged] with the women very early on in their journey...then I think we would have been in a stronger position now...we could really have done with being in [the project] every single day.</p> <p><b>Delivery team:</b> I can also see where [the delivery partner is] coming from. What [they] still refer back to is that...if we had trained our Advisors [in their strand] in the first place that they would have been the support [the delivery partner] needed to integrate through the whole project. That hasn't happened. And they keep harking back to that, and that's fair, it's a fair point but it was never going to work...I just thought we need to make a decision about this...we pull it out...because our women just don't get it, and they've got so much else on their plate.</p>
<p>The project team and the delivery partner discussed at various points the problems with delivering the contract.</p>	<p><b>Delivery team:</b> [The project team and delivery partner] did have a conversation...sometimes I felt they didn't communicate that clearly with me and all I got was excuses.</p> <p><b>Delivery partner:</b> There's been a blame culture...that makes it very difficult to communicate...the project management style has been inappropriate [at times]...just not how you treat people when we're in a group...but it comes from frustration.</p>
<p>The project team felt that conflicts were an inevitable challenge in partnership working and a pilot project.</p>	<p><b>Delivery team:</b> ...upsets are an important part of the process.</p> <p><b>Delivery team:</b> I'm not interested in fighting just for the sake of it...if I'm upset about something I will...state it clearly. I'm not interested in passive aggressive positions.</p>
<p>Other partners and team members noted broader issues relating to the</p>	<p><b>Delivery partner:</b> I think the way the targets have been set has made it difficult to come in</p>

<p>conflict with delivery partner and team.</p>	<p>from outside the council and run with what's on that paper. If they haven't been in all those meetings that tried to unpick it all...they've just come in...cold, here are your targets, this is how it's go to work, it's...really difficult.</p> <p><b>Stakeholder:</b> ...some strands are moving quite fast already and some...are struggling behind...it's quite hard because people are [thinking] 'I'm doing a lot of work, why aren't they?' It's quite difficult...members were a bit anxious about meeting their targets and so I think the management style was a bit too...I think it needs to be handled more sensitively.</p> <p><b>Delivery partner:</b> I think there have also been...misunderstandings because...maybe they felt they were going...to be given the people to deliver to. For other partners [recruiting Advisors] was more difficult...because reaching out to the community...what mechanism [were they] going to use?</p>
<p>The challenges encountered on this contract offered lessons in procurement and managing contracts.</p>	<p><b>Delivery team:</b> Contracts are so hard to monitor...I don't think there's that much capacity or experience within public services...to really roll out big-scale commissioning...how do you contract in to deliver with heart?...I wouldn't do it the same...I can manage a project on the KPIs, the outputs but it's also as much about how you dance psychologically with the individual.</p> <p><b>Delivery partner:</b> In terms of consistent delivery, [changing the delivery offer] makes it very difficult as a provider, and I think that if I'm very honest, because we were commissioned...to do certain chunks of work, I think what was always unclear in the expectation was that there's been a mismatch between actually we are only commissioned to do a certain element, we're not an embedded member of the team. So, there is an expectation from the [project team] that we could be there a lot more than we had agreed to be there and I think that that's caused frustrations.</p>
<p>The delivery partner shadowed</p>	<p><b>Delivery team:</b> ...so they've had to</p>

<p>another partner who had been highly successful in engaging the participants.</p>	<p>adapt...they shadowed [another partner] and it seemed a marked difference in response to our women after that.</p>
<p>Despite the challenges, the project team and the delivery partner continued to negotiate on delivery to see the contract through.</p>	<p><b>Delivery team:</b> ...it took a while, it's taken a while, but [delivery] is really starting to move now.</p> <p><b>Delivery partner:</b> ...what we've done is...stripped it back to: You as a person, what is it you want to do, where do you want to go, how do you think you're going to get there...It's like a personal type journey really...and if you go back to our original bid that was our starting point.</p> <p><b>Delivery team:</b> I found their delivery inconsistent...but they have their own criticisms of me. I think we've missed many tricks, but we put it behind us and we move.</p>

## Theme 5: Impact

In a short term pilot project, it is challenging to predict or plan for detailed outcomes. The project had strong and diverse impacts on participants on both personal and professional levels. Conversely, the participants brought skills, knowledge and passion that could not be anticipated in advance. Gender empowerment emerged as a consistent and in some ways unanticipated impact. Stakeholders and delivery partners also experienced strong learning and personal impacts from their involvement with the project, and the research focus on Social Return on Investment (SROI) offered strong organisational learning. The legacies left behind by Gateway are therefore complex and multi-layered and some elements will roll on beyond the project's end, including a website, Social Care Champions, Health researchers and the broader World in A Story project centring on ESOL and health.

## Impacts on participants

Participants experienced a diverse range of impacts from the project. Professional impacts included qualifications and accredited training, significantly improved language skills, volunteering and work placement opportunities, professional networking; while personal impacts included social networks and friendship links, confidence-building and increased sense of self-esteem. For participants, the project opened up new possibilities for life in the UK and the role they could play as Portsmouth residents in local communities.

<p>The co-production model of the project was intended to have a significant impact on the lives of the participants and worked to involve the participants in supporting the outcomes they were working towards.</p>	<p><b>Delivery team:</b> ...what is distinct about this project is that it has interrupted these women's lives in a significant way...It's a social intervention...a positive one.</p> <p><b>Delivery team:</b> ...we would like to think that every individual has progressed in some way or another...We want to leave the project thinking yes, you have these skills now, you can do something with that and you need to tell us.</p>
<p>For Advisors, the standard target group (STGs) and non-target groups working with the Advisors and delivery partners, there were significant impacts to developing English skills.</p>	<p><b>Participant:</b> Gateway is a better option for [migrants] because they will...improve the language [skills]...to make friends and meet people...they not feel alone.</p> <p>I am also doing voluntary work in Friendship House, one is helping the pupils in a computer course and second I am doing the English ESOL classes. I have a little group that I'm giving lessons to. In my group I have 5 pupils and when I'm giving the lesson I am very happy with them. I do reading, and writing and listening and conversation with my 5 students...I am giving the lesson and learning with them!</p> <p><b>Delivery team:</b> there's one lady [who] had no English whatsoever and the other day she was laughing and joking with me and she's so excited about the training...and I said to her 'Your English is amazing, do you realise how much you've improved?' and she said 'Yes, I can do things now!' And when you see that, and you know that those individuals will make it work.</p> <p><b>Stakeholder:</b> I do have some volunteers from the Gateway project who support me now...that's a lovely cycle, we've started with</p>

	<p>their training, helped them through and now they're volunteering their time back with us...I've also said if [the Advisors] need a reference when they've done some voluntary work at the group, I'm really happy to provide that...hopefully it will lead them into employment.</p> <p><b>Delivery team:</b> ...[With the STGs], we have a group of empowered women because they have better English, better skills and the confidence. So how they use that...could be in the home, to be more empowered in the home...more confident with their children, their husbands, their families. Or it could be that they're more empowered when they're out in the community. And then we have the advisors...they've improved their English skills and their communication and they have so much more knowledge about Portsmouth, about the UK, again empowered in a different way, in terms of supporting their communities.</p>
<p>Participants achieved positive results from the many and varied training opportunities offered to Advisors.</p>	<p><b>Participant:</b> My mind is open [to] receive more information, more knowledge about the world. I can see other cultures...I can understand English from people with other accents...</p> <p><b>Participant:</b> [Gateway] was fantastic. Confidence, high! From worrying to proactivity...From fear to I think, 'I can do it!' so positive. And now if I cannot do it, I can say I cannot do it BUT, I think somebody else can help. It's called signposting and I can do that now...In addition to the little courses and workshops, these Thursday meetings where we have visitors coming in and talking about different subjects, opening up our minds to things we never thought...</p> <p><b>Participant:</b> ...the opportunities I've been given, I literally never thought I would have had ever...the fact that I'm able to work on the Voice of Diversity blog, I've always loved writing but I've never really had an outlet...to really bring my skills and do it.</p> <p><b>Participant:</b> I have done the health and the employment strands...I've also done DigESOL</p>

and that's how I learned to create a blog and run a blog...I'm just finishing my mental health training with the mental health first aiders...[I'm] also doing dementia training and I've been able to connect with The Red Cross and I'm doing their Youth Educator training and then their First Aid training...It's helped me realise skills I haven't really tapped into before.

**Delivery partner:** ...of all the [Advisors] that have done their courses, they have all succeeded, they've all got their qualifications.

**Stakeholder:** ...they've all been able to access accredited and non-accredited training and...some of the feedback and stories that you hear from the women about what that's meant to them on a personal and professional level have been quite profound in terms of how it's changed their lives.

**Delivery partner:** ...some of [the Advisors] are operating fantastic changes in their own mindset, in their own way of being....certainly independence and their sense of self-worth, and their ability to understand a bit more about the community in which they're operating is really good...really effective.

**Stakeholder:** ...you'd find a lot of the women in the community wouldn't necessarily access any other sort of opportunities. So for example, they wouldn't necessarily go to college...there's nowhere else people could go to access something like that.

**Delivery team:** ...we have managed to put quite a few Advisors into shadowing and work taster sessions.

**Delivery partner:** [The education/ESOL Advisors receive] a Level 1 qualification, it's from...the Northern Council for Further Education...one of those...awarding bodies where you submit your own framework and your own schedule and if they like it, they then allow you to deliver. And that's exactly what we've done for this sort of community ESOL conversation group facilitation.

One of the strongest impacts on the participants was an increased sense of confidence and self-esteem. This also brought improvements to communication and interpersonal skills, which in turn helped the women to develop as Advisors.

**Participant:** I have lots of friends now, I can go anywhere. Gateway has taught me about communication, how to meet people, what is out there. I've done lots of courses with Gateway and I'm really happy with the project because it's given me lots of confidence, helped me meet people and make friends.

**Participant:** I feel more free, more independent.

**Participant:** I think this networking thing is brilliant...Being able to speak to Bangladeshis...Egyptians, Moroccans, Cambodia...different people and you get to exchange information and...you feel like your world is big where before you felt like your world is a very tiny room with maybe little windows. But now you feel like the entire world is yours. That's how I feel, the entire world, I can move, I can travel, I have no fear now to explore things.

**Participant:** The reason I could stretch my boundaries is just because people showed confidence in me...because of Gateway. I think it came as a blessing for me, I call it a divine intervention that happened in my life...for me it was a life-changing moment. Creating a world of my own is a big thing.

**Participant:** ...to develop services that provide support and to be able to support someone, that's amazing to me. I love that and the fact that I was able to do that...it's amazing, I love it.

**Delivery partner:** [The participants are] quite happy to stand up and talk in front of people and they're attending events – [before]...they'd have avoided things like that.

**Delivery team:** We had one Advisor who was very shy at first and then she helped another Advisor who was new to the country to get her daughter enrolled at school and she started to become a volunteer in a school and that was really good. She went in with her and just by chance I met her...She wanted to speak to the school admission team and that was a really

	<p>big step for her.</p> <p><b>Delivery partner:</b> [One Advisor said] ‘I can now go to the doctor on my own without my husband.’ You know, if nothing else, that’s what, she said ‘I have the confidence to go to the doctor on my own.’ Isn’t that wonderful?</p> <p><b>Delivery partner:</b> I think for the individuals, for some of them it’s been...a life-changing experience and it’s quite amazing what sort of impact it’s had on them. It’s opened new opportunities and new doors... I didn’t think that a small project could have such a big impact! I think for some it really gave them the life skills to phone their GPs and go to the doctor on their own, talk to parents and teachers...a lot of people mention shopping even. They feel confident enough to go shopping by themselves, confident enough to talk on the phone. And they’ve met a lot of people so quite a lot of social benefits, not feeling so isolated any more, meeting people who are in the same situation as migrants. So I think on a personal level there are huge benefits.</p>
<p>The project offered the participants opportunities to access new social and professional networks, including opportunities for integration.</p>	<p><b>Participant:</b> My next challenge is looking at jobs. I want to do something for me and for my children and I have 2 goals: pass my driving test and find a job. I started buying books about the driving test, I am ready for the test. My journey goes on!</p> <p><b>Participant:</b> Public health is the domain I’m looking [to work in]...I got a lot of exposure through this course within public health...[the project team fixed up a meeting with [a senior public health manager]...I got to learn about...things I can utilise for myself, whichever organisation I work with.</p> <p><b>Participant:</b> The fact that I’m able to sit with people and to talk with community Advisors, even talking with you, I’m able to plan out and throw ideas back and forth with people, I thrive on that.</p> <p><b>Delivery partner:</b> The networking for these ladies has been fantastic.</p>

	<p><b>Participant:</b> after this course [the participants] will have their networks [for]...leverage in the future, for employment or...for socialising. They won't feel isolated in this big world...</p> <p><b>Delivery team:</b> ...we've got this confidence-building...through linking up with other organisations, meeting up with other people in similar situations [and]...becoming more confident, outgoing.</p>
<p>The Advisors and participants had diverse expectations and aspirations by the end of the project.</p>	<p><b>Delivery team:</b> [In a year's time] I think some of [the Advisors] will be in a good job, some of them will be studying, there are quite a few already enrolled. Because if they carry on, if their motivation and inspiration improves and carries on, then they have the same goal and they don't give up...we'll see so many professionals out of this group because some of them are really highly educated from back home.</p> <p><b>Delivery team:</b> In my previous jobs, we've worked on sustainability strategies and it just hasn't worked because what you're doing is it's like a panicky moment of: ok, the project is going to end, who's interested? We'll form a group. You're going to be based here. And then you back off and all of a sudden they're left without anyone...[Now] the women have started it off by asking those questions and what we can do is shape how it looks according to what they're telling us rather than us saying, Why don't you do this?...The onus is on them because it's them who are going to continue it.</p> <p><b>Participant:</b> ...realistically, not all of the community Advisors are going to stay. I think some are going to take what they need and go...they have been able to get confidence, build their confidence and realise the skills that have and amass more skills...it's a natural process to move on...we don't want to lose each other, so each Monday and Thursday we're going to be meeting...we're definitely working towards staying connected and making sure we're all together for years.</p>

## Impact on delivery team and partners

In a co-produced project, the impacts were not restricted to the participants, with delivery partners and the core team reporting diverse benefits from their experience of the project, including personal pride at their involvement, increased understanding of migrant communities and diverse cultures, and a deeper understanding of the complexity of immigration and integration. There were also challenges that accompanied the strong relationships professionals often built with the participants.

<p>Delivery partners and the core team felt a strong sense of pride at supporting the development of the women through the project.</p>	<p><b>Delivery partner:</b> [There's] one person in particular who has done her Level 1 [training] and then come back and done her Level 2 and then done things like her driving test...her development, from watching her makes me really proud...She's grabbing opportunities; she's made so many friends.</p> <p><b>Delivery team:</b> ...some [Advisors have] gone into really good jobs [although] I wish they were with us...it's lovely to see that they succeeded...I'm proud to say that...we actually helped them to make that step.</p> <p><b>Delivery partner:</b> ... some of their celebration events they've done and I've gone along to, it just makes you smile as a practitioner because you think actually, here it is, all the work that goes on around that, it all comes together in some type of event they've put on themselves and here they are, all interacting and all socialising.</p>
<p>Delivery partners and the core team experienced personal and professional impacts from being involved in the project, including around integration and connecting with minority groups. Delivery partners who had been strongly engaged with the participants throughout the project reported the greatest impacts.</p>	<p><b>Delivery partner:</b> I have learned a lot from them: not to make assumptions, because even though we say we don't, we do. You know, looking at personal appearance, we make assumptions about the hijab, we make assumptions about people, and actually...it's breaking down those barriers for me as well. Not being afraid to ask. I teach people about diversity...and I say, 'Ask!' Well, this project has made me ask, so for me the project has been a real learning curve.</p> <p><b>Delivery team:</b> I didn't know that much about Bangladeshi people...family</p>

	<p>commitments...the role of a woman...I learned lots again about religion. But also that we still have a lot in common...we should focus on that a bit more than the things that are different. We have to work together.</p> <p><b>Delivery partner:</b> ...on a personal level I gain a lot from the project and from working with communities like this where you get to [ask]...openly and honestly, 'I don't get this at all, please will you explain?'...that's been fascinating.</p> <p><b>Delivery partner:</b> I definitely have new ideas of working because yeah, I've been in the job for a few years and you get set in your ways a little bit. It was good to get new people in and get that whole idea of peer-to-peer support and training up the advisors is a good model we can use in my work as well. I think I got a lot of good ideas from the project and hopefully by working with these women I'll really be able to access some new communities as well that we haven't been able to work with so much yet.</p>
<p>Delivery partners also highlighted that the strong relationships between delivery partners, the project team and participants raised new professional and personal challenges.</p>	<p><b>Delivery partner:</b> I think maybe a short course in counselling would be a good thing to build into the project for people who are delivering...I have [dealt with] mental health issues, I do have people who are experiencing domestic [abuse], physically [and] maybe not physically but certainly mental[ly]. And you see these things and they want your advice and they want to be your friend...There's that line and I've never dealt with that before.</p>

## Community impact

The impacts of Gateway were already rippling out into local communities, organisations and services throughout the project. Part of this impact was felt directly by the families of participants, who benefitted from the increased knowledge and confidence of the women. Local organisations were encouraged to draw on the community Advisors as a resource located within local communities that could engage perceived 'hard to reach' groups. It was felt that

less impact would be felt from the Advisors in local BME community groups, which on the whole had not engaged with the project. Within the local authority, the project opened up not only a working example of co-production in community capacity building but also for many the potential of European funding to support radical initiatives and innovation in a time of economic constraint in public spending.

The impact of the Advisor training reached beyond the Advisors to families and communities.

**Participant:** I'm very happy and my family is very happy because I can do everything...[As a community Advisor] I feel very happy because I help people. Sometimes I needed help and nobody helped me so I felt very bad. Coming to this country and not knowing. But now I have the full information and I can do things. ... My English was not very good, but slowly, slowly, I am improving. I am better than before. So my children are happy I can go to their school meetings...I was very scared...so I went and talked with the teachers, and at the start it was very scary, but the teacher was very nice...I feel very happy and not scared anymore! So three times, I've been to my daughter's school and talked to all the teachers.

**Participant:** many of the things that I'm learning...are transferable to my family...my personality has changed in terms of the way I look at things. My awareness of certain issues have changed so now I'm more receptive, more patient. I look at the way my kids will do things differently and therefore the way I talk to them or I comment on the things they are doing are saying is different...Especially my 12 year old daughter who finds it easy now to express her opinion. In the past, probably she wouldn't – on things that maybe she wouldn't have done in the past, or to come and talk to me about things, maybe in the past it wouldn't have been easy for her to come to me and talk about.

**Stakeholder:** ...we worked with 70 community Advisors, that's 70 families and the ripples that would send out to the community...there should be some impact from that in a really positive way... we're looking at how can we extend that approach with the increasing pressure on public finances? We need to work with communities in a way that builds more

	<p>self-reliance, empowers communities genuinely, gets away from service provision culture.</p> <p><b>Delivery partner:</b> [The project] impacts the whole learning for them, it impacts on their children. You know signposting about services, that was huge. Lots of people living here didn't know that certain services even existed and it was through that project they overcame a lot of the barriers...</p> <p><b>Delivery team:</b> The legacy exists in the hearts and minds of the women and that reverberates out into the community...I think there will be an impact on their families.</p> <p><b>Delivery partner:</b> [There will be a legacy] definitely for the BME community, not necessarily for the BME community groups that are established. It might be that there is now somebody who wants to set up their group, who wants to start their own ESOL classes. So I certainly think it will have a knock on effect on individuals in the communities...So it's definitely a positive impact within the structures people are in really.</p> <p><b>Delivery team:</b> [One of the Advisors] goes to the city centre, and she will stand there and she'll say: 'Hallo, I'm an advisor, would you like support?' She identifies migrants and that's what she does. When you know you have dynamic women like that in the community who are willing to get out there and say, I'm here, do you need me to show you where to go, or do you need to know about courses or training? So I think the legacy in that sense is that we have a greater support network out in the community.</p>
<p>There were strong benefits for local organisations and services that benefitted from Advisors volunteering placements.</p> <p>There was also potential for community groups to benefit in the same way, although there was a weaker relationship</p>	<p><b>Delivery team:</b> [The Advisors] are coming out [of their placements] with lots of A-stars and really beautiful comments from the service they've been to.</p> <p><b>Delivery partner:</b> [A lot of existing community groups are] not that interested in taking the advisors on yet because I think what they're maybe saying is that...we don't need more volunteers, we need resources like rooms...my</p>

<p>between many existing groups and the project.</p>	<p>personal feeling is that we won't get much involvement from them in the end...I think it would be much easier to make it sustainable if we had some really proactive groups who would be prepared to take these advisors on and work with them.</p>
<p>The project offered strong learning opportunities in Portsmouth for the Council in exploring models of co-production between local authorities and local communities.</p>	<p><b>Stakeholder:</b>...[The Council] is in the process of devising how we're going to work in a different way with communities taking a much more neighbourhood approach than public health has in the past, to work in a way that engages communities much more on the ground, and especially the communities where there's the greatest need...There's heaps of learning from Gateway Portsmouth that we can apply to that [and]...sustain some of the involvement of the women who want to still be engaged</p> <p><b>Delivery team:</b> I think within the public health team, I think the impact will be significant...because it's a model of peer-to-peer support. It sits within the context of quite radical changes within public health...not least an aging population and how the hell are we going to pay for any of this. That's...what's going on in the background. And one of the ideas is around peer-to-peer and building community capacity, enabling communities to access their assets...to access services and deliver the solutions for themselves...[T]he lessons that we have learned in this project and...some of the resources we have developed – including the women themselves – will be engaged in that.</p> <p><b>Delivery partner:</b> I hope it will make the council more approachable and people got to know different service providers and different departments now and they know who to contact for different problems and it's broken down those barriers a little bit...[T]here are 60 individuals who have had a positive experience of taking part in the project, they'll be more open to taking part in other projects and they'll spread the message that the council is approachable.</p>
<p>There was also an increased</p>	<p><b>Stakeholder:</b> ...there's a lot of learning in the</p>

<p>level of interest in the potential for European funding to support the delivery of frontline services in a politically and financially challenging landscape.</p>	<p>health world and broadening of minds in that way where you can access funding from...we're looking at European programmes across the board...because there's lots of European funding around...to access it you've got to be more creative in your partnerships and your approach.</p>
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## Gender empowerment and integration

An inevitable impact of the project was to highlight – often in practical terms - some of the challenges that arise in integration. The issue of gender was inseparable from issues of broader integration.

<p>Having migrant women – including Muslim women – on the delivery team allowed the team to challenge gendered assumptions among the participants with sensitivity, awareness and mindfulness.</p>	<p><b>Delivery team:</b> I'll take my white, middle class, western sensibilities into a situation with...Muslim women...you need conduits, like [the Muslim women on the project team]...they tell me 25 years ago they were in exactly the same boat as some of these women and [in] their own Bangladeshi community...things were frowned upon if they got too close to some of the western ideals for women. Those women pushed those boundaries so now they support me to understand some of those issues from those communities. But I'll still run, I'll say 'OK, so I got that, but I'm still gonna push.'</p> <p><b>Stakeholder:</b> [Integration] is complex and it has lots of shades...I think there are a lot of issues around women as well. You can't do one size fits all, you have to work in a constructive way with communities about some of their issues and barriers but not to be scared to address them as well. I think there's a real fear around addressing some of the tensions around equality...And I think some of those tensions have probably surfaced in the stories of the women themselves.</p> <p><b>Delivery partner:</b> ...each culture is different...for instance, within the...Muslim culture, we have to think about your religion because religion comes first</p>
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<p>For some - not all - participants, taking part in the project challenged the role they were expected to play as women in their families and extended families. This was a new issue for some delivery partners and some members of the team. It often raised questions about the lack of consensus in UK society about the role of women, and questions about the role of the project in promoting gender empowerment.</p>	<p>before everything else. So are you going against your husband?</p> <p><b>Delivery partner:</b> We said at the start of the project we have to be aware that [the project] could impact negatively on family dynamic.</p> <p><b>Delivery team:</b> ...there's a bit of pressure, expectation if family members don't understand what we're doing and they think maybe they're taking the woman away from her duties but as soon as they understand a lot of them are quite supportive.</p> <p><b>Delivery team:</b> It's the woman who does certain things and men do other things...I know in our culture, it's also that women often do the cooking...but...still it's a bit more negotiable I think.</p> <p><b>Stakeholder:</b> As they've become more empowered through the project, it's shifted their position within their families and some of those things have been quite interesting...I think that's where you have to start to engage people on their journey to integration.</p> <p><b>Delivery partner:</b> ...the ones who live with their mother-in-law are hugely different from the ones that just live with their husbands. They have a hugely different...experience...because they're not free and they have to ask for permission... and they should be at home looking after the children and cooking for the family. They are in their 20s, that doesn't leave any time for growth and I'm sorry but you're allowed to have that, you're allowed to have that and I'm giving you the permission if she's not...We've talked quite a lot about rights and laws in this country, that [the participants] have as much rights as women as their husbands do. You know, some it isn't terribly politically correct, to say to them, you don't have to do this. This isn't how we do it, you left your country, you may</p>
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	<p>live with your mother in law, you live in that society, but you have a choice now.</p> <p><b>Delivery partner:</b> I think when you're explaining [gendered issues] to people you've got to have a good baseline. You've got to give them facts and that's when they'll feel like, 'Yes, she's making sense.'</p> <p><b>Delivery team:</b> We have by default created a programme that supports not just capacity building of a human being but capacity of a gender, it's genderised in a positive way....And if I think about integration...not just employability but a woman's status and if you are dealing with issues of connectivity and...personal capacity and agency...I think gender will always come into the picture for women particularly. So, that's been a real key success...we saw it as a nightmare at the beginning of the project, but it's turned out to be a key success.</p> <p><b>Delivery team:</b> [The team were wondering] what could we give the women that would empower them for the rest of their lives? Yes, we're giving them employability, yes, we're giving them ESOL, but what other skills do they need or what other knowledge? So we identified about their personal selves, relationships...we probably have created a few waves and a few marital problems. Although we always say to the women, your families must always come first because if they have always come first please continue to do so, but if you want to attend the training workshops, you need to work that in and make sure your family's happy as well. If they're happy, it's less of a challenge and less of a hindrance...and you have the family support.</p>
<p>Delivery partners at the frontline observed a lack of awareness among some participants concerning issues</p>	<p><b>Delivery partner:</b> In one of the groups I started talking about sexual health and they all started giggling away – 'Ooooh! What does that mean?' I had to</p>

disproportionately affecting women, including reproductive and sexual health and domestic and sexual violence. The team offered classes, workshops and sessions with local services as part of International Women's Day 2014. There was some nervousness in the team about the issues the workshops might raise for the women.

explain...sexuality, and they were [Gasps], all shocked and everything. And I was like, 'This is amazing, why are you like this?' And they said, 'We don't talk about this, it's not part of our culture'.

**Delivery team:** [A delivery partner] talked about one advisor who's very young and she was pregnant and she wasn't aware of how she got pregnant...She just really wanted to know and she trusted the teacher so, that was a concern for us that she's so young, she's a very clever girl as well, you know, really talented but she was very confused about how she got pregnant. So then we were thinking – because it's a taboo subject, sexual health – how much do these women really know?...So these women grew up in Bangladesh, whether they receive that education around sexual health, around how you get pregnant and STDs and all sorts – do they really know that information? And if they don't know their information, how can we expect they can guide their daughters and sons through that process? So...International Women's Day's coming up. Why don't we dedicate one day a week to sexual health? And domestic violence, because that came up as well, that there was one individual who was experiencing problems and we thought well we need to empower these women so they know their rights. It's not about saying we're aware you may be experiencing, it's not making assumptions at all, but rather about saying to them these are your rights in the UK. I suppose human rights, how much do you know?

**Delivery partner:** ...the ladies when they talk about it, they don't see it as domestic abuse, they just think it's a problem that they have that they need to change. They don't know what support is available for them...What I've noticed within the training [is] how people juggle things around and try to minimise what's actually happening in that individual's family...'

	<p>want to do this sister, but I can't because my husband doesn't think I have that ability.' There's some element of control there. Or financially, 'We can't afford it because he says it's a waste of money.' ...[So] we were talking, myself and [the project team and] we know what it is in our communities, we know...the importance about the honour-based violence and the shame and all this that happens within families, it would be nice to design...a workshop that would help them to raise awareness within communities. So for instance, if you have a father who is very controlling, or a husband or mother, how do you then go about it? How do people maintain staying in their relationship when there is so much control or abuse happening? I've got a police officer – a lady police officer [who]...has a lot of contacts working with BME women...and she's coming along [to support the training].</p> <p><b>Participant:</b> I'm getting this information about the domestic violence. I also talk to [my community] about the sexual health, because this is another project people will not talk about. So there were so many questions from them about the subject...so the information I got from the course is the weapon or the tool. I don't have to talk much, I have the evidence with me. So the people who organise the Gateway should be proud of themselves, seriously. They should be proud of themselves.</p>
<p>Several Advisors from the project linked up with a partnership programme between the University and a local African community group on Female Genital Mutilation (FGM) or cutting. This had a strong impact on the Advisors involved, including involvement with a regional campaign on FGM, writing articles on the</p>	<p><b>Delivery partner:</b> I went to the launch for Portsmouth University and there was a lady who went through FGM herself and she said, 'I'm going to be delivering my second child and I know they will cut me through again, how painful is this'. For her to stand up in an audience, it touches others as well.</p> <p><b>Participant:</b> I got information from this course which in the past was like a taboo...to talk about, [FGM] and in my</p>

<p>blog and speaking to members of the local community who had experienced FGM first-hand.</p>	<p>community people will not talk about that. But because of attending this training, 2 days back, I was in hot debate about [FGM] with my own people, in the Arabic community, where some people supported the practice. So because I attended this course, I managed to show them how bad the practice could go...I didn't know there were 4 types of [FGM] but this presentation showed us that information. We were shown statistics, pictures...That information was the weapon or the tool I had to...give the people I was talking to about...I had all the pictures and just showed them to them and once they saw that, they said, 'Really? This is what happens?'</p> <p>They didn't know.</p> <p>And I could hear the sound of regret, some of them they did it on their daughters. I could hear the sound of regret, the tone of regret in their words. Because I had the background from this course. Now they talk differently. They talk differently and I'm so happy, I'm so happy.</p>
<p>Volunteering opportunities and work placements raised gendered issues for some Muslim participants about the cultural sensitivities of working alongside men. This challenged the delivery partners and team.</p>	<p><b>Delivery team:</b> I'm thinking that that would be sexist towards men if you just had a project and because some women and their religion say you can't have men on the project we exclude some men...we wouldn't force anybody to be on their own with a man or anything like that, but still you have to see that in this society men and women are not segregated, it's just the way it is. I think it is a challenge really to accommodate different cultural needs...[Some Advisors] were really enthusiastic about Zumba classes apparently but they asked, 'Is it guaranteed that no man will ever attend this class?' And we said, 'You can't say that because sometimes there are women-only classes but otherwise, yes, it's usually women who turn up but occasionally a man might be in the class.' These things are a bit difficult sometimes</p>

	<p>to just explain that to them, it's not possible, we can't just guarantee that...we want to respect [their beliefs] but on the other hand we can't just pretend that men can just be excluded.</p>
<p>For many delivery partners, working with migrant groups raised questions about the definition of integration and what it meant in the daily delivery of the project.</p>	<p><b>Delivery partner:</b> ...people who are delivering are going to come across problems they haven't necessarily dealt with before.</p> <p><b>Delivery partner:</b> I think...we've fallen over ourselves occasionally...The Deputy Lord Mayor is a man and we had a celebration ceremony where the ladies were going to be given their certificates and he was told not to shake hands with the women...[I] will question people...'Why is it culturally offensive...why do you risk culturally offending us with this?' And usually what you get is the religious argument, but I do think there are big attitudes we need to work on and this project hasn't got enough time to do that so I don't think it's ever going to be able to do the true integration stuff...I think we do have to be mindful that [integration] is a 2 way street, so when we do our celebrations it shouldn't just be having cultural demonstrations from our ethnic minorities we should be having cultural demonstrations from within our own cultures, Morris-dancing, folk.</p>
<p>Participants also had their perceptions of western society – including the perception of western female 'empowerment' - challenged through elements of the project.</p>	<p><b>Participant:</b> ...there are so many concepts [sexual health training] managed to change in me. One of them about how the boys look at the girls after they have sex with them...I'm sure many people out there who didn't attend this course...would have the perception that I had in the past about...English people or Europeans. They will have sex with anyone, anytime. They are all like, you know, open. They're always available...So when [the trainer] said it is very difficult for parents to discuss this subject with their children, I was like, what? I would say it is difficult for [Arabic migrants] because we are looked at as a very conservative or</p>

	<p>closed society, in Arabia for example, people will never talk about these things, it's a taboo. But in an open society, in an English society, in the UK, in Europe? That was a bit of a shock for me.</p> <p>That's what I found out from these workshops, that we are very similar. I never thought that could be the same or that would be the situation here in England. I thought that was the situation back in our culture because...women will not mix with men, or women will not talk openly about these things. I never, never thought the same situation, I would find it hear in the UK, that there are women who will not report domestic violence, that we have girls who will not be able to say no if somebody asks them. I never thought I would see the same here, so I'm shocked somehow!...This is the situation, whether you are in China, or Saudi or Oman or Norway probably, or UK. This is how the thing is, the situation is.</p>
<p>The Community Advisor role was an opportunity to raise awareness of the UK's commitment to equalities. For some of the Advisors, it was also an opportunity to raise questions about global approaches to empowering women, including targeting men in violence against women initiatives.</p>	<p><b>Delivery team:</b> ...supposing a community member came to one of our Advisors saying 'I'm gay and I'm Muslim'. What happens in that? Maybe it's unlikely, but...if we're training these women up and they're out there being Advisors in the community. Now if their religion states that homosexuality is wrong and they believe that, where does that leave them or their client?</p> <p><b>Participant:</b> And what I think then after seeing this, I feel like we also need to do, as I said in that workshop, we put a lot of effort – which is very good and still needs to continue – to talk to women and children and protect them and bring awareness to them. These are beautiful and important and crucial efforts and we still need to do that because every day we bring new children and they are blank, their mind is blank and they need to be fed with that information. This is very important. At the same time, how about those – and I'm saying it loud – how about the men, what about the other side, where</p>

	<p>are they? Everywhere you go, in the conferences where we talk about raising our children, domestic violence, sexual whatever, all of this stuff, majority of attendees are ladies.</p> <p>Why? Why?</p> <p>I believe that there are, even those perpetrators themselves, they cry for help, they really want somebody to talk to them, they really want somebody to advise them. They need that shoulder to lay their head on...They need help, they need support. But we always, I feel like the entire system just looks at them as the perpetrators, as the guilt, the false people. No! ...[men] don't have the same example or leader to look at or copy or feel comfortable with. That's how I feel where until this moment, the system is falling short. So I'll still stamp with my legs until something is done!</p>
<p>Delivery partners, the team and participants were also aware of the rhetoric of the far right on migration as the project drew to a close.</p>	<p><b>Delivery team:</b> I think [the project is] more necessary [against the backdrop of debates on migration], it is a huge challenge when UKIP's blabbing on about stuff, but this project shows really if this type of project carries on, you're integrating people in the community, and they are becoming a resource for their whole society and...they help themselves...they're not a burden on anybody, in fact they are probably helping the society grow more in positive ways.</p> <p><b>Participant:</b> ...the BME community are feeling uncomfortable right now. They're isolated and that can cause mental damage to them...The fact that [people] are referring the blog to their leaders and their professionals, it just shows how much this is needed especially with UKIP on the rise...A lot of people want to hate UKIP. Don't hate them, include them – let them know what they're doing...because there's 6 councillors who have a seat on Portsmouth Council from UKIP, so to</p>

	<p>show what Portsmouth is about, the diversity...this diversity is what built Britain...We're a part of the history of Britain, we're a part of the puzzle...we're a part of your identity...we're thriving with diversity. Tap into it. Use it. That's what makes Britain so special...Imagine having no diverse culture? There would be no colour.</p>
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## Legacies of the project

In a co-produced pilot project, it was difficult to anticipate the legacy the project might leave for participants, local communities and service providers. As the project drew to a close, delivery teams and participants worked together to identify potential ways to reap the benefits offered by the community Advisors. Many elements of the legacy emerged organically from partners, the core team and participants alike, including several elements that would see work originated in the project continue after it closed in June 2014. These elements included a continuing ESOL/Health group, World in A Story; the Voice of Diversity blog; volunteer Social Care Champions; Project Gateway India; and the Social Return on Investment (SROI) Toolkit.

<p>Delivery partners, team members and participants had mixed feelings about the end of the project, and the impact it would have on Advisors.</p>	<p><b>Delivery team:</b> I would love to carry on for a bit longer, I just feel that we've worked so damn hard, all of us to get the system in place, that was probably the huge challenge, because...it's a pilot project...some things worked, some didn't. We've kind of got everything in place now and we understand what exactly is out there, the need and how we can...provide that support more...efficiently... we've just become known in the city and it's just going to be scrapped and that really hurts me!...there's young women...coming from all over the world and they've got so much potential, so much to offer and this city needs to grab that...wealth of rich culture, knowledge, experience, everything and implement it for society.</p> <p><b>Delivery team:</b> I've always been clear this is not a hand-holding project...they're going to step out into society and some of them will fall because their wings haven't</p>
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	<p>[developed enough].</p> <p><b>Delivery partner:</b> I think some will be able to carry on, on their own or with each other's support. In a way it's really good for them to have to stand on their own two feet. There are others who are not ready yet and without regular meetings, I think they will stop working as an advisor. Obviously, they'll still have the skills and self-development but I don't think they'll be doing much with it as an advisor. Maybe in their personal life or later on in their career or something. I think it's a wide range really.</p> <p><b>Participant:</b> I think Gateway organisers have done a great job and they put a lot of hard work and effort to make this happen and to make it a successful programme. That effort should not be wasted when it ends, but it will not be wasted because they have managed to change and you know, alter personalities. They have managed to make us different people from the way we were. So they have not lost, you know, the effort is not gone. We will continue even if we don't run it together, even if we are on the moon! We will continue with the benefits, with the good things that we have got from this programme. We are now different people, so the good things we have learned, they have transformed so that will continue. At the same time, the energy that is within the group, that energy should be maintained...In order to keep it high, in order to keep it alive, we need to have the forum somehow we collect this energy together, so we all feel that warmth, because I feel when we are together, new ideas get born, they come out. My word with your word with her word make a sentence...</p> <p><b>Delivery partner:</b> ...it feels like the project has come in on a wave...and another year we could have guided that back into shore and really have finished it...There are so many other things we could have done...and we've got no time to do it!</p>
Team members and delivery	<b>Delivery team:</b> ...one of my ideas...is that

<p>partners were keen that the women have the opportunity to explore the formation of their own group in the future.</p>	<p>they form their own group...a community group with their own name and constitution...There's lots of funding they can apply for...it's just doing the research basically.</p> <p><b>Delivery partner:</b> I think some of [the Advisors] will definitely manage to keep part of the project sustainable. Not all of them would be interested. But if they get a little bit of guidance...I think there's definitely a lot of people in there who are really capable of doing that and have to motivation to do it...I hope that those people in the group will carry on, on their own initiative.</p>
<p>To this end, one of the key strand delivery partners applied for NHS funding to continue the ESOL/health work of the project, expanded to include all migrant communities.</p>	<p><b>Delivery partner:</b> I have been successful in getting funding from the NHS for a sustainability project I called A World in a Story...for the ladies to be able to use their acquired skills on Gateway. So we've got a year's funding for The World in a Story via the NHS. And it means the education advisors will be able to keep on going. We've got the money...for room hire and a coordinator to support the women [and ensure] their skills continue to be used for the benefit of the community...what I'm hoping is by then the women will either, if they want to find paid employment in sort of delivering or supporting ESOL, or continue as volunteers...possibly supporting the women themselves to put in a further bid...[A senior manager in the Council] is very, very keen for using this forum...to deliver health messages as well.</p>
<p>The local authority Social Care team created the role of Social Care Champions to engage and represent BME and migrant communities in service delivery and design.</p>	<p><b>Delivery partner:</b> I've just got it agreed with my manager that we're going to take on some of the advisors as Community Champions for Social Care...it would be really good if some of the advisors...go out and promote social care to the BME community but also become befrienders if there's older people with particular disabilities in the community who are socially isolated and support them on a one-to-one basis. Because we quite often get requests from social workers that they know a client who needs assistance but we can't</p>

	<p>really offer them anything...So we thought it would be really good if we could...use the skills these women have now, and for them it's an opportunity to carry on and get more skills and we'll provide them with some additional training around social care, like handling and things like that, and then support them in their new roles...with Gateway we can easily develop that and take it further.</p>
<p>Part of the project training was a Digital ESOL course that supported the women to create and develop their own blog, which the women called The Voice of Diversity. The blog quickly became a focus for the Advisors in its own right, with them guiding and creating content in partnership with the author of this report.</p>	<p><b>Delivery team:</b> ...we've had so many positive reviews in our public health team. They just walk past the desk and say, 'That blog is amazing!'...and they pass it on to their networks. The blog I would say has empowered the women to talk about themselves and share their experiences but also to use it as a medium to communicate with the world and they're going beyond Portsmouth to do that. So I think the greatest legacy is the blog...The women are driving that forward...the women make suggestions about how they want to do it and [are] thinking so creatively...they have ownership of that. It's theirs and they know it's theirs and...it can be seen as a central resource for people to go to if they need this information.</p> <p><b>Participant:</b> ...the blog is still up and running and...we [have been] able to get 1490 [hits] in the time we've had the blog up and running is insane and amazing. And then the Facebook page...we were able to garner 500 plus, plus view in the 2 days [since] the page was created and we've had 64 likes so far.</p>
<p>One of the Community Advisors devised a project back in India based on the Gateway model to work with Indian women planning to move to the UK.</p>	<p><b>Participant:</b> I want to call this project Gateway India. It's an extension of Project Gateway Portsmouth. So we are dividing it into 3 levels: women with no education, women with low education and women with middle education...So our focus will be to at least make them literate and teach them how to read and write. Secondly with a low level of education, like higher secondary and no English background, we will help them learn English a bit, at least elementary English and make them Community Advocates. The idea behind the Community</p>

	<p>Advocates is that they in turn can then teach the communities about health services, safety, wellbeing, the different laws of the country, about their rights...Thirdly will be the Community Champions and they will be the middle education level who have education senior secondary and have elementary knowledge of English. These women will in turn help the migrants who are coming to the UK because there is a lot of structure you have done in creating models and targeting services to them. So these Health Champions will be our advocates to develop awareness for other migrants and let other migrants know what are the services. So that process can start before coming here...We have identified partners in India and we are also looking for some partners in the UK...because...the authorities here are the right people to...teach them about services. So we are also looking at the technological infrastructure there...probably webinars which can be translated into the local language.</p>
<p>Embedded in the project was a research strand to capture the social impact of the project, led by an academic researcher who was supported by delivery partners, the project team and participants themselves. Part of this work was the production of a Social Return on Investment (SROI) toolkit to be used to measure the financial value of similar projects.</p>	<p><b>Delivery team:</b> We completed focus groups with the women to compile [the] SROI toolkit, and the focus groups were really interesting because...what came up quite a lot was that it's a life changing project. What that meant for some women was being able to pick up the phone and call the doctor's. What that meant for others was being able to find out about services for themselves, about schools, talk to teachers...it's huge...The project...was always clear it was about social capital, that's the main driver.</p> <p><b>Delivery team:</b> the legacy will be the toolkits...of how to put a value on the delivery, on the outcomes...I think some services will be able to really use that to evaluate their service and see what the impact is...the toolkit can be used and shaped to how you need it...</p> <p><b>Stakeholder:</b> [The SROI toolkit is] a starting point...that's where your power comes from</p>

	<p>having those things valued precisely and [to] be able to say: we can deliver those things, have the structure to do it and then aggregate it. And do so in such a way that it encourages different migrant populations to work together and it makes it in the interests of institutions – whether it's through gritted teeth or not – who are influential with migrant communities to tolerate, at least tolerate, but probably actively support because they get something from it.</p>
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# Theme 6: A radical model of co-produced service delivery

## Key lessons from Gateway

The project was built at a crucial point in the delivery of public services, public sector spending and immigration and integration and learning from it is particularly relevant to many areas of social policy, for example, the Big Society. A commitment to innovation and risk was central to the project's success and represents a strong learning point. Issues of conformity to and disruption of existing power structures were themes through the project.

<p>The timing of the project coincided with reductions in public sector funding and shrinkage in many elements of service delivery. This offered opportunities and threats to the project.</p>	<p><b>Stakeholder:</b> [Even] when services have had a lot of money, interventions have been put in place that don't really deliver real behaviour change or real outcomes...so if there's any upside to this shrinkage in public services...it's forcing [a focus] on what works and what doesn't and I think some exciting opportunities have come out of that [including] advocacy type models.</p>
<p>For some, the project challenged the construction of social capital as represented in central government, e.g. the Big Society.</p>	<p><b>Stakeholder:</b> ...David Cameron with his background or whatever is the last person who could actually sell Big Society ideas. Big societies, virtually every society in the world is bigger than British society today...Migrants naturally have bigger societies than we do, it's implicit. And also, big societies should come from their migrant populations, that's where you have people with the</p>

	<p>impulse, urge and freshness to create the Big Society, so if you're trying to create a Big Society, it's not from somebody who is, no offence, patrician.</p> <p>And that's a good trend, if you've got people who are well off that want to give something back, that is good, but on the other hand, it's not going to be sold or it's not going to take root from that direction. Where it takes roots from is grassroots and I actually think it takes root from your newest grassroots...That's where you ought to start building a new society, but you actually need a market mechanism for it that values that [like SROI].</p>
<p>The co-production model of training Community Advisors was seen as innovative and radical.</p>	<p><b>Stakeholder:</b> I've found the whole project interesting, whereby you train up generically people to be an Advisor, so they've got confidence and they know where to research and find information and that approach, I think is great...people can select whether they [specialise in] health, education or employment, I'm not sure I've ever seen that model before...</p> <p><b>Delivery team:</b> ...the nature of the project itself, the nature of the funding...lends itself to innovation...it's quite radical...I'm instinctively drawn towards that.</p>
<p>Innovation requires a commitment to risk and the possibility of failure.</p>	<p><b>Stakeholder:</b> I can remember several people saying, 'Hmm, I don't know that that's going to work, it doesn't feel quite right to me,' however, they've proved them wrong.</p> <p><b>Delivery partner:</b> I think a positive example to other projects is to...not be discouraged by statistics...or [the fear] that you won't be able to reach out [to BME and migrant communities] without support from other community groups. [Gateway has] proved you can achieve quite a lot if you just get enthusiastic people on your team and people who</p>

	<p>are committed, a lot of it is down to personalities really...that's not really a new learning point but I think it's quite significant in Gateway...[Try] not to listen to people who say 'That's not going to work.'</p>
<p>While the project disrupted norms for deliverers and participants alike, it also had the potential to impose elements of conformity.</p>	<p><b>Delivery team:</b> ...are we just buying back into that same cycle of professional 'done to' [i.e. delivering services to rather than with communities]...are we asking people to conform, and if we're asking people to conform, is it necessarily the most effective model to conform to? [From a] socialist and feminist angle...I believe the system isn't working for the majority anyway, so if I'm supporting people to step into it, to deliver in this model, well...</p>
<p>However, the co-production model disrupted power structures. Building capacity in local communities also means providing people with the tools to challenge cultural, religious or political norms. This tension seems inherent to integration.</p>	<p><b>Delivery team:</b> ... what is reasonable when a woman steps forward into her own power, when anyone steps into their own power, that really ruffles feathers – services, families, communities. And to me that's a good thing.</p> <p><b>Stakeholder:</b> If you develop structures in the migrant community whereby they can own that, or affiliate it, or aggregate it, you can actually give migrant communities a hell of a lot of power. Now the issue then becomes you have to do it in such a way that subtly subverts existing structures in migrant communities [e.g.] religious institutions, [or the role of] women, which are...ambivalent in different ways about what integration means and enabling what happens. So you have to develop a way [for] the institutional turkeys to vote for Christmas.</p>

## Recommendations for improving the model

Delivery partners noted some general lessons for delivering similar integration projects with migrant communities, including programming; charging fees or refundable deposits; broadening the communication about project goals with participants; a clearer structure for the training; consistency of delivery by one core team; and changes to commissioning and contracting.

<p>Timing of activities and events could be crucial in retaining participants.</p>	<p><b>Delivery partner:</b> Don't do it in holidays...and don't break either. You kind of need to fit into that timeframe between holidays because I think if you break, you seem to lose them. The momentum has gone, the motivation.</p>
<p>Introducing a small fee or refundable deposit could improve retention.</p>	<p><b>Delivery team:</b> [I've heard] turnout is better if you have to pay a small fee for something because people know 'I've committed and now I want to get something out of this.'</p> <p><b>Delivery partner:</b> ...we don't know who is going to [attend the project] because there's no binding...paying a £10 deposit for the course – come for 5 weeks and get your £10 back – actually I think that works...the net effect is the same if you give them their money back at the end of it.</p>
<p>Reducing the levels of paperwork for participants or ensuring clearer understanding of the need for it – including providing information in different languages – could reduce anxiety for participants around bureaucracy.</p>	<p><b>Delivery partner:</b> There's a real heavy handedness about 'project' that frightens them because we don't know where they've come from and we don't know what they've dealt with before....So try not to be so heavy-handed with the forms.</p> <p><b>Delivery partner:</b> I would certainly be producing publicity materials a lot of earlier [in]...a range of different languages, not all in English...I do feel that doing everything via the medium of English has been problematic.</p>
<p>Structuring the project's core framework more formally around ESOL could improve and increase buy-in.</p>	<p><b>Delivery partner:</b> [We could run the Advisor training in] 5 week sections, so 5 weeks...initial English [from which] we determine [the] Top, Middle and Bottom [in terms of language levels]...the Bottom ones come and do another 5 weeks and</p>

	<p>maybe by the 15<sup>th</sup> week, everybody should be ready [for Advisor training]...But the Top ones can go and do Advisor work first, the Middle ones after 10 weeks and so then you've got a graduation through...</p>
<p>A core team delivering training – rather than a number of delivery partners – could improve consistency for delivery team and participants.</p>	<p><b>Stakeholder:</b> I think it should be the same people doing the training, the whole thing, rather than different people doing different things...in the development of the project I think there were too many stakeholders...and it makes it unnecessarily difficult.</p>
<p>Introducing an expectation that participants who completed Advisor training would deliver a minimum number of sessions in the local community could increase impact.</p>	<p><b>Delivery partner:</b> ...we perhaps should have garnered some commitment from [participants] that when they've done the training they should probably commit to 3 sessions of supporting communities, or whatever you wanted that to be.</p> <p><b>Delivery partner:</b> I do think one should be quite selective and help the ladies come to some conclusions about what they want to be involved in, what they have time to be involved in and maybe wait until next time round. I think that's a big matter.</p>
<p>Having a stronger strategic project board could have increased awareness and senior management buy-in within the local public and voluntary sector.</p>	<p><b>Stakeholder:</b> ...we should have [had] more consistent project board meetings...because...often if you have a project board or a senior board that can...be the motivator to...ensure that agencies are involved...we didn't really have that senior level authority, so it was pretty bottom-up...one of the major reasons for the project board is to address any barriers but also look at risk management...actually the risks have been quite well managed and...we've passed the audit...It would have helped to engage senior...people from each of the services.</p>
<p>Exploring improvements to contracting arrangements could</p>	<p><b>Delivery partner:</b> ...if you're commissioning other service providers...you need to be very clear</p>

<p>improve delivery.</p>	<p>what's expected from the outset. Is it quantified in time? I would quantify it in time...rather than...in service, we're looking for 12 hours a week to [deliver training], for instance. Then the expectation of your commissioned organisation will be, ok it's 12 hours a week...we get it.</p> <p><b>Delivery partner:</b> I would say the lesson for the project team is to be very aware...do you want to work with [an organisation] that is not based within your team? Do you want to work with [an organisation] that isn't based in the city itself? How is that going to work?</p>
<p>Less a recommendation, more a wish given the nature of the project, was the desire for more time.</p>	<p><b>Stakeholder:</b> ...we needed a bit longer time to set it up...I think we were really running things before we planned all of it.</p>

## Where could co-production go next?

As well as the obvious potential for the existing legacies from the Gateway project to be sustained and even expanded in the future, the project offered a range of other areas for future expansion. This includes not only projects aimed at and/or delivered by migrant communities, but further, the opportunity for migrant groups to offer their social or bonding capital as an asset from which other disadvantaged or marginalised groups could benefit.

<p>There is potential for the legacy projects from Gateway to be expanded further, including opportunities for participants or other migrant groups to run their own projects – for both the benefit of other migrant communities and other groups.</p>	<p><b>Stakeholder:</b> We have a model here that we've used for capacity building in the community, how do we take that model with existing people to the next stage? ...there's scope for developing...the capacity for integration in migrant communities so they own the tools of integration.</p> <p><b>Stakeholder:</b> Migrants have more to sell than their own integration...they tend to have very high degrees of bonding capital...they will have almost certainly come from a country where there's a higher degree of bonding capital and then you're thrown into a country where you don't speak the language and so on and</p>
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	<p>you retain it. That's a valuable and sellable asset to other groups...[for example] ex-offenders...[Both are] thrown out into the outside world and having difficulty in integrating, but with a fair amount to sell to one another...within an individual disadvantaged group you're made to feel worthless or without value, but in actual fact an ex-offender has very useful skills that they can transfer to a migrant and vice versa...they could mutually improve their self-esteem. There'd be safeguarding issues...but it's a very interesting way that you could look at exploring diversifying...There's a lot of examples of things out there where you cross-fertilise...that's what the government should be encouraging and that's...the next stage.</p>
<p>The model could also expand to include broader demographics in BME and migrant communities.</p>	<p><b>Delivery team:</b> ...[We could] include more groups of target clients [to]...include males, there's lots of males who would need that support...[Also] refugee groups, asylum seekers. I know there is provision for them but not the type of provision we provided.</p> <p><b>Delivery team:</b> you've got to not restrict it to Portsmouth because there's so many people who come into Portsmouth on a daily basis. We've had requests from outside Portsmouth, can we come and join the project, we've had a few, but then it's supposed to be Portsmouth residents only. So I would expand it to Hampshire.</p> <p><b>Delivery team:</b> ...also to include Europe because there are so many European migrants now, they're here...I would definitely go the whole hog with wider communities, Europe, and going globally.</p>
<p>A project based in Bangladesh inspired the Gateway team to think about the potential for co-production models to have an international reach and impact. One of the Advisor's plans for Project Gateway India mirrored many aspects of this</p>	<p><b>Delivery team:</b> ...we came across this wonderful project based in Bangladesh...they...send tutors from the UK to Bangladesh to teach ESOL to women...they train these women there and they ensure that they reach that level of English...– these are all newly married</p>

project.

women that are going to apply to come over [to the UK] – ...When those women come over, they feed into a centre here where they continue with the project and then they provide more training and workshops to integrate them. I said to [the Project Manager] 'I would love to be one of those tutors to go back and do that.'...I would like to go back to these countries because I think one of the biggest challenges is ensuring [migrants can] afford the ESOL. [Some migrants] can't access ESOL for the first year. So...it's down to them to learn English themselves or find free provision such as ourselves, which there isn't much of and then they're stuck. So all that heartache and cost involved in coming over, if you don't pass the test, you can't continue to stay here...But I think to ease the pressure on the government, to ease the pressure on communities and services and resources that have had to be made available to integrate...migrants, a project where you go to the grassroots and you bring them back and they continue within a programme would really alleviate the provision that other services have to provide.

# Conclusion

## Lessons for local government

Over the course of researching, collating and writing this report, 3 main lessons for the local authority emerged from the experiences of the project:

- Innovation and risk-taking are inseparable in developing new community approaches to service delivery. The willingness of the local authority to bear the initial risk of the project was crucial to its success, and created an environment where the project management team could work flexibly and experiment without fear or censure. This in turn created an atmosphere of openness in which mistakes and failures were openly discussed – mainly in pragmatic terms, without blame, and with a core focus on learning and moving forward.
- A new model of service delivery cannot be imposed; it must be allowed to emerge and given time to grow. This requires focus, clarity and strength as project delivery team, service providers and stakeholders step out of their comfort zone and away from the familiarity of their professional practice. It requires intensive work to develop and build trust from migrant women for the delivery team and partners. Finally, the delivery team must consistently identify the changing needs of the women and respond to them by delivering in new and often challenging ways. It is perhaps, no coincidence that major external funding from the European Union was able to facilitate the dynamism required to facilitate a new model more easily than may be possible within existing historical service structures.
- The current agenda in public health and beyond seeking to involve, engage and enable local communities to participate in meeting their own needs has the potential to yield radical and fast results, for example, in the case of the Gateway Project in the empowerment of women and migrant communities to identify and respond to their own needs. On the side of service providers and the local authority, this type of co-production also requires a surrendering of traditional ways of working (i.e. delivering to, as opposed to delivering with), of status and professional power (as ‘experts’ and professionals). Put simply, it challenges the local authority to position itself directly alongside local communities, recognising the knowledge, skills and expertise of local communities as a core asset, equal to but in many ways differing from the skills base of the local authority itself.

## Researcher's concluding remarks

I worked on the Gateway Project as a researcher and part-time delivery partner for over 9 months and spent a huge amount of time alongside the project team, delivery partners and the participants. It is fair to say that in my professional career, I have never worked on a project as deliberately radical and innovative. Much of this radicalism and innovation is embedded in the requirements of the co-production model, but exploring and maximising the potential of this model depends to a huge extent on the personalities, ethics and beliefs of the people involved. In working with Gateway, I have worked alongside a group of people entirely committed to making the project succeed. The grassroots' commitment of the project – from project workers, to delivery partners, to the migrant women themselves – can be read between the lines of their jointly told tale; it made the project sustainable, and underpinned all of its successes.

One of the core successes of the project was in realising the incredible assets of our migrant communities and in so doing, demonstrating the unique ability such communities have to win and maintain trust with and within so-called 'hard to reach' groups. There were numerous examples of this: delivering successful events raising awareness of health and social care issues within migrant and BME communities; an Advisor reaching into her own Arabic community to combat the incidence of FGM; and the development of a sister project to begin integration for migrant women before they reach the UK, in India. Each of these examples highlights the profound impact that partnership working between migrant communities and frontline services and organisations can have on improving outcomes in a wide range of areas, including in health, education, and employment.

However, this commitment also brought risk, stress and numerous challenges at almost every stage of delivery for everyone involved.

The examples highlighted above show the potential for services to work in innovative new ways alongside and with migrant communities, but they also point to the potential for similarly empowered groups to then roll out their learning and sustainably embed their unique assets in the landscape of local service delivery. This is not only restricted to migrant groups delivering peer-to-peer projects to other migrant groups, but beyond, as one of the project stakeholders highlighted in interview, to other marginalised groups, for example, former criminal offenders, victims of domestic and sexual violence, or the long term unemployed.

The co-production model is inherently suited to integration projects, in that it typifies a 'whole-community' approach that brings people from diverse (professional and personal) backgrounds together to discover and utilise their skills to a common good. This is neither rocket-science, nor is it new, however, the impact of 'austerity Britain' and a period of intense global economic challenge brings a new relevance to co-production models. There is an

increasingly urgent need to bring service delivery into communities, to ask people to 'step in', both as (high status) professionals and (sometimes low status) marginalised communities.

These challenges are increasingly global. As I prepared the final report, the German model of *Mehrgenerationenhäuser* was being discussed in the national press: literally a 'multigeneration house' serving as both kindergarten and drop in centre for young families and social centre for the elderly, where 'pensioners volunteer to read books to the children...[and] teenagers offer to show elderly people how to use computers and mobile phones'<sup>6</sup>.

The benefits of co-production are to a great extent obvious, but the challenges involved in creating and running such projects are many and complex. The learning history highlights many of those, not least of which is the professional challenge of 'letting go' of hard-earned professional status and delivery practice in order to build the strong relationships and trust required of local communities. Empowering and up skilling our communities, interviewees highlighted, can also involve challenging cultural practices for example relating to the status and expectations of women, and encountering issues that are new to our experience as professionals, or outside our own cultural assumptions and understanding. How these challenges are handled is an issue at the very heart of integration and the increasing questions around multi-culturalism forced into the media by the growth of the European far right.

One of the realities of working in an austerity context is that financial issues – not least the need to save money – often sit behind decision-making in policy. The European funding offered the project a freedom to explore and innovate within a highly rigorous and demanding framework. It feels fair to say that the Gateway Project would not have run in the form it did – if at all - with only the local authority as a funding source. But the financial implications go further. In the context of Gateway, the project was able to tap into the skills of over 100 women without offering them a wage. Many of the legacy projects will similarly position the women as volunteers (the multitude of names given to volunteering in the project is in itself interesting – champions, Advisors, advocates).

This is a tension, but one with potential to resolve itself.

Projects like Gateway harness and facilitate the growth of migrant communities. Legacy projects led by Advisors – including the blog and Project Gateway India – show this. It is up to our communities as to how they employ their enhanced skills and knowledge. All of the Community Advisors I interviewed and many I spoke to during my time working with Gateway expressed clear professional goals as a result of their increased levels of language skills, knowledge and/or training. Other Advisors started jobs while the project was still running.

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<sup>6</sup> The Guardian (2014) 'Germany's multigeneration houses could solve two problems for Britain', Philip Oltermann, 2<sup>nd</sup> May 2014. Available online: <http://www.theguardian.com/world/2014/may/02/germany-multigeneration-house-solve-problems-britain> Last accessed 8th June 2014.

The broader legacy for the project also includes the potential for increased political engagement and – including as a result of Gateway’s emphasis on local service provision – making increased demands on services and the political system more broadly. There is a radical element at the project’s core that shows through particularly in some of the unplanned impacts of embedding gender into the project’s delivery via a focus on violence against women and health. Two Advisors have become active campaigners against FGM, as already highlighted, but this impact is not limited to the participants. Delivery partners and the team on the frontline independently introduced issues of gender empowerment to their delivery, as they built stronger relationships with the women and developed a clearer understanding of the complexity of their lives.

Such challenges offer hope for a ‘big society’ that is not imposed from the ‘top down’ but grows organically from the bottom up, with projects like Gateway acting as catalysts for their growth.

My experience with the project has been at times challenging, confusing and stressful, but above all it has been inspiring. Gateway was the first project of its kind to offer me the opportunity to explore the potential of co-production in action. As a researcher and a citizen of Portsmouth, I hope that it will not be the last.

**Sarah Cheverton**

**June 2014.**