

# A Bradford for Everyone

What works in building inclusive,  
cohesive & resilient communities



## Programme Evaluation Report

July 2022

*Bradford for Everyone* was a pilot  
Integration Area programme funded by  
DLUHC between 2019-22

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Bradford Council

# Overall programme focus

## Foreword

### Bishop Toby Howarth, Chair

It is a joy to welcome the publication of this report which sets out and evaluates our *Bradford for Everyone* programme. We have always had a commitment to not just delivering our work, but to learning from it, and I invite you to celebrate with us all that we have achieved together.

Cohesion and integration work is long-term and complex. The COVID pandemic has made us more aware than ever about the deeply entrenched inequalities and disparities that we face as a nation that negatively affect the lives of so many people. In this context, we are grateful for the opportunity to have developed such a wide range of innovative projects as one of five integration areas to receive central government funding. These range from our Bradford Inclusive Employers Toolkit (now supported by a network of employers) to our District-wide Roma Strategy, to schools linking work, our Community Champions teams and so much more. Each project has been about 'testing and learning' – driven by data, informed by communities and thoroughly evaluated. Each one is making a difference.

All of our work has been done in partnership, using the money from what is now the Department for Levelling Up, Housing and Communities, to initiate work with others to create change. We are grateful to all those people and organisations who have worked with us, and especially to Bradford Metropolitan District Council for its continuing investment to keep this vital work going.

*Bradford for Everyone* has always been about people. Led by Zahra Niazi and her team, along with a wide network of colleagues and friends across the District, our programme has brought people together to listen to one another, respond creatively and with hard work, to care for our District especially during the pandemic and to celebrate the commitment that so many in the Bradford district have to working across our different communities for the common good.

Chairing the Stronger Communities Board and working with the Bradford for Everyone team has been one of the highlights of my last four years and my thanks go to the team and to everyone who has made it such a blessing.

### Cllr Abdul Jabar, Portfolio Holder, Neighbourhoods & Community Safety

The Bradford for Everyone programme has been a big piece of work and I would therefore like to thank everyone involved across the Partnership, including in the council and our partners, the voluntary, private and faith sectors and, most of all, local people who have all played their part. This report represents the latest milestone in assessing the progress of our comprehensive work to support cohesion and integration across the Bradford district. It is a welcome opportunity to analyse the impact of our activities, to reflect on our progress and to move forward with a clear vision for the future.

Carrying out a robust evaluation is important to have an accurate view of the strengths, challenges and impact of our work. All the more so because cohesion and integration are complex areas with lots of intertwining factors, not least in recent years with the effects of the pandemic, Brexit, national austerity and the cost of living crisis, all of which have changed the way we live our lives. Many of these national and global factors have disproportionately impacted those with protected characteristics and in particular the least well off in our communities. In that context, it's invaluable to carry out detailed research so that we can build our evidence base and measure the impact of our activities in a sophisticated way as we rise to our challenges. It enables us to be data driven and evidence led in everything we do, so that we are investing our funds for the biggest impact.



Being selected as one of five integration areas in the country not only represented a great opportunity but also reflected the fact that here in the Bradford district we have a strong track record of delivering innovative and successful work in building stronger communities. Our investment in the service and this area of work reflects our commitment to this agenda. We have faced challenges over the years in Bradford, but each time we have come back stronger and we have done that by working as a partnership, listening to our communities and working closely with them to move forward together.

Our district is rich in diversity – socially, culturally and geographically. Each and every one of us has our own unique multiple identities. For the vast majority of us these differences are underpinned by common human values of decency and kindness. Most of us get along whilst respecting our differences. And this is what we are to build on so that cohesion and integration can thrive: a strong base of shared values and mutual respect, coupled with an unrelenting commitment to equality of opportunity for all.

Our shared vision is of a place in which everyone can enjoy full rights and responsibilities, enabling us all to live happy, productive and fulfilling lives whatever our background. I welcome the opportunity of this evaluation report to identify our progress in achieving this vital goal of Bradford for Everyone.



**Zahra Niazi, Programme Lead, *Bradford for Everyone***

Bradford for Everyone represents an ethos which underpins all of our work, it is a way of 'being and belonging' in our place and what we hope is experienced for those who live and work in the Bradford District. The programme has been a catalyst to kick start 85 test and learn style projects over the course of three years. It has been a vehicle that has opened doors for conversations with inventors, researchers, residents, statutory and private sectors as well as grass root and volunteer-led organisations.

We're delighted to mark the end of the funding received by DLUHC by way of a series of publications, and by continuing the work which will remain an integral part of the way we do things here as a Council. In this report, you will get a glimpse of the impact we've made, friendships and partnerships we've brokered, and in some cases the lives we've transformed.

We couldn't have delivered the extent and breadth of the work of the programme without a strong, talented and diverse team who sat behind it, all amidst the height of a pandemic. This team I dub playfully as my 'work family'. They have been the backbone of the programme, working relentlessly, with passion and gumption. I have valued their complete trust and belief in the work together with their willingness to always find time to deeply reflect and learn. They are a team that has delivered with credibility, conviction and commitment, with an appetite to deliver high quality work, and driven by our mutual shared values. I know they will continue to do an exceptional and phenomenal job.

Our business is people, the relationships with the organisations we have nurtured and worked with have been built on transparency, respect and honesty, and our role as supporters and critical friends. We have been recognised locally, nationally and internationally with many examples from the Bradford for Everyone programme being highlighted as good practice, leading and pioneering work to foster and build integration and social cohesion. We have often taken the role of advisers for others interested in how we all can live, learn and work well with each other, whether that is in a village, town or city.

This report and many others produced by the team and our delivery partners, outlines our principles, ethos, what worked and what didn't and future recommendations for local authorities, commissioners, delivery partners and communities who are keen to create a kinder, cohesive and resilient place intent on elevating equity, celebrating diversity, inspiring belonging and leading inclusively.

## Chapter 1

# Introduction

### Introduction summary

This report details findings to emerge from the evaluation of the delivery and impact of the *Bradford for Everyone* programme, a pilot funded as part of a central government scheme. The Department for Levelling Up, Housing and Communities (DLUHC) awarded funding to five pilot integration areas: Blackburn with Darwen, Bradford, Peterborough, Walsall and Waltham Forest. The Integrated Communities Strategy green paper, published in March 2018, invited views on the government's vision for building "strong, integrated communities where people – whatever their background – live, work, learn and socialise together based on shared rights, responsibilities and opportunities" (MHCLG 2018: 5).

The national strategy emphasises that integration challenges are not uniform throughout the country – the interplay of demographics, patterns of migration, physical geography, industrial history and local economy in each place makes a unique set of challenges. The Integration Area Programme focussed local and national resource on a common goal to deliver integrated communities and to better understand and tackle the challenges specific to a place, building on existing best practice and local strengths.

Bradford's strategy was driven by the vision 'of a place where everyone feels that they belong, are understood, feel safe and are able to fully participate in the opportunities the District offers.'

The Bradford Stronger Communities Partnership oversaw all the activities that were delivered under the *Bradford for Everyone* strategy of which the programme was a key part. The Partnership included strategic leaders, the voluntary, private and faith sectors and local people who live in the District. The programme aimed not only to deliver high quality projects, but also to reconfigure services, processes and procedures that hinder opportunities to build more connected communities. To drive this forward sustainably required political engagement. This evaluation recognises the impact of central government policy on what can be achieved locally. Austerity, welfare reform, parental choice in education, asylum policy and Brexit were all significant issues during the period that the programme was active. Bradford maintained a focus on all the barriers to creating cohesive communities and is one of the few local authorities to consider low-income/low wage as a protected characteristic. Additionally, the COVID-19 pandemic had a major impact on the programme and many plans had to be amended as a result.



## 1.1 Promoting integration and cohesion in Bradford District: An overview

The *Bradford for Everyone* programme was led by the Stronger Communities team at Bradford Council and was overseen by an independent partnership. The programme delivered innovative and well-evidenced initiatives, which aimed to bring people and communities together in meaningful and sustainable ways. The programme was focused across four key areas:

- **Getting On** - Addressing factors affecting economic participation and language skills.
- **Getting Along** - Promoting greater interaction, dialogue and understanding between people from different backgrounds; ensuring that people understand fully their rights and freedoms and their responsibilities.
- **Getting Involved** - Generating and connecting people to opportunities to participate in community and civic life and strengthening leadership.
- **Feeling Safe** - Tackling hate crime and the fear of hate crime so that everyone feels safe. During the pandemic, this was extended to health messaging to help people feel safe from Covid-19.

How these were addressed and the findings that emerged are detailed in this report together with the wider issues that the programme sought to address.

## 1.2 Approach to the evaluation

The creation of an evaluation strategy was integral to the development of the *Bradford for Everyone* programme and was led by the Evaluation and Project Improvement Lead, working for Bradford Council. This final report was carried out by a team from Belong – The Cohesion and Integration Network, a charity and membership network focused on social cohesion and integration. This report complements evaluations commissioned by DLUHC and for other elements of the programme, such as the Community Champions initiative which developed in response to the COVID-19 pandemic.

The 80+ ‘test and learn’ style projects, directly engaged with over 36,000 people in the District. These ranged from a small-scale project bringing children of different ethnic, religious or socio-economic backgrounds together through the medium of collective game design, to a large-scale systemic piece of work designed to enable employers to become truly ‘inclusive’. Every larger project included what success would look like within its design, including both process and outcome evaluation criteria. The programme also had ambitions to change the ethos in which Bradford District operates. Through associated campaigns and other social media and public events, the programme touched the lives of approximately 40% of Bradford District’s population. While large scale systemic issues related to segregation in housing and schooling are linked to national agendas, the depth and scale of the issues was researched by the University of Bradford to support with future initiatives on where the largest impacts can be made. The key findings of that research are incorporated into this evaluation report.

This final report also draws on interim and final evaluations conducted by delivery and commissioned partners involved in delivery and IFF, a national consultancy agency commissioned by DLUHC to evaluate specific programmes across all the Integration Areas. The Belong evaluators liaised extensively with the Stronger Communities team, benefiting from the high-quality data gathered over the course of the programme and the integrated evaluation strategy that was already in place. Interviews were also conducted with various programme leads from community and statutory partners. Individual project evaluations also informed this final report and therefore it benefitted from a co-creation approach with those most knowledgeable about the programmes aims, successes and failures. Failures were regarded as an important part of the 'test and learn' approach that the programme remained committed to throughout its delivery.

There was a vast amount of data collected, a rich source of material to inform the design of future projects as well as to evidence the findings of this report. With many projects needing to convert to online delivery, the creativity and commitment with which suitable arrangements were re-designed often resulted in more material for evaluation than had originally been planned. For instance, many of the conversations regarding what communities felt were hindering people from taking up the vaccine were recorded (with participants' permission) to be then transcribed and analysed to inform engagement approaches, messaging and communications.

### 1.3 Structure of the report

Discussion starts with the current state of integration and cohesion nationally and locally, placing Bradford's achievements within a wider context. It frames the key challenges and possibilities that Bradford District faced during 2018-2022. Chapter 3 details the strategy adopted for Bradford District and how the agenda for integration and cohesion work in the District was scoped, delivered and evaluated. It also includes a rationale for the evaluation methodology that was adopted. Chapter 4 evaluates the activities of Bradford Council and, in particular, the work of the Stronger Communities team, against the objectives and outcomes detailed in the action plan for delivering the *Bradford for Everyone* programme.

Chapter 5 reviews the scale of delivery of *Bradford for Everyone* at the local level, focusing on delivery by Bradford Council and a wide range of partners. The next five chapters evaluate success against outputs on a project by project basis. Local interventions and impacts are critically reviewed together with key findings regarding the impact of projects. Case studies are included in these chapters to provide examples regarding how projects addressed the key themes. The projects ranged in size and scale, from a one-off event bringing together new migrants and settled residents, through to the funding of dedicated staff (e.g. the English Language Advice Hub). The strategy highlighted that one size does not fit all and the variety of initiatives evidences commitment to this approach.

A final concluding chapter reviews the overarching findings and key learnings regarding the implementation of the *Bradford for Everyone* Strategy.

## Chapter 2

# Why was Bradford chosen as a pilot Integration Area

## 2.1 Introduction

### Key factors influencing choice of Bradford as an Integration Area

- Cohesion - Bradford Council has three decades of delivering integration and cohesion and was keen to try new things and take an evidence-based approach to analysing and then addressing local needs.
- Youth – Bradford’s unique position as the UK’s city with the youngest population with a third of its population being under 16. It has an energetic, young and diverse pipeline talent pool. Bradford was applying for UNICEF Child Friendly status.
- Welcoming – Bradford was one of the first cities to become a City of Sanctuary in 2008, it is an Intercultural City and has been awarded 6 Green Flag awards. Nearly a third of Council wards have minority ethnic populations of over 50%, often influenced by historic patterns of settlement and where housing is most affordable.
- Community – Bradford has over 1,500 VCS organisations and over 100k volunteers and a strong footprint in neighbourhoods. There is a real desire from local people to be involved and mix socially.
- Enterprise and productive potential – Bradford is a producer city, such as manufacturing, and is home to number of large private sector organisations. It was nominated by the Sunday Times for the best place to start a business. The District demonstrates awareness that rights and responsibilities are closely linked to English-language proficiency and access to educational and vocational training opportunities.
- History, Heritage and Culture – With a number of World Heritage sites, UNESCO City of Film, Curry Capital and recently nominated as the next City of Culture in 2025.
- Partnerships – The District’s impressive history of being responsive to change and partnership working and being resilient in times of crisis. This can be seen from their Covid response. Inequalities between the richest and poorest in Bradford District have been a growing concern with the health inequalities statistics providing a particularly stark example.

In 2018, the government department responsible for integration and social cohesion allocated funding for five pilot areas, including Bradford District. The rationale for choosing the five pilot areas given by DLUHC (formerly MHCLG) was that they had already demonstrated a keen grasp of the challenges they face. Bradford District was showing a desire to try new things and taking an evidence-based approach to analyse and then address local needs. Integration engages with a complex array of issues, including citizenship rights, perceptions of belonging, fairness and trust, and relationships between different groups. This complexity, and the fact that it is a concept rooted in perceptions and attitudes, renders the measurement of integration a challenge. Context, relationships, trust, ability to respond to change and partnership working are all key factors that need taking into consideration.

This chapter provides an overview of the social cohesion situation in Bradford and its surrounding villages and towns. The problems and challenges of generating a picture and monitoring trends in integration and cohesion at the local level are outlined. Attention then turns to the ward level and draws on a series of proxy indicators constructed from administrative data to generate an integration and cohesion typology.

## 2.2 The importance of context

The Home Office Indicators of Integration framework seeks to inform the planning, monitoring and evaluation of integration projects with a particular emphasis on the integration of refugees. The integration of new communities and refugee and asylum seekers has been a key agenda of the Stronger Communities Partnership, with Bradford proudly becoming recognised as a City of Sanctuary in 2008, one of the first in the country. However, the integration challenges that Bradford District has sought to address are much wider than those for which the Indicators of Integration were designed. Nonetheless, the Indicators of Integration are relevant for cities and Districts undergoing significant change in their demographics from wider factors. While these indicators were launched after the delivery strategy had been devised for the *Bradford for Everyone* programme, there is a great deal of overlap with those devised from within the Bradford District context.

The Home Office integration framework (2019) understands integration to be:

- multi-dimensional – depending on multiple factors encompassing access to resources and opportunities as well as social mixing;
- multi-directional – involving adjustments by everyone in society;
- dependent on everyone taking responsibility for their own contribution including newcomers, receiving communities and government at all levels;
- context specific and understood and planned in relation to its particular context and within a bespoke timeframe.

The Home Office integration framework recommends a focus on work, housing, education, health and social care, and leisure. These domains represent the context in which integration can take place as well as major areas of attainment that are widely recognised as critical to the integration process. *Bradford for Everyone* included all these domains and set clear evaluation frameworks for each project included in the programme. The Stronger Communities Partnership has a strategic objective to work collectively towards the District Plan which is underpinned by the UN Sustainable Development Goals. The integration framework was designed to address those that were relevant to an integration programme.

National data on levels of social cohesion is not available. The Citizenship Survey was last conducted in 2010-11 and the Place Survey, which provided District level data for English local authorities (replacing the Best Value User Satisfaction Survey), was last conducted in 2008-9. Also, Hate Crime data is no longer reported on annually to measure changes. Therefore, there is far less data available for comparison between areas that are not benefitting from being a pilot integration area. The Community Life survey provides some relevant information that can be used to build a picture of how well people get on with their neighbours.

### 2.2.1 Work and skills

DLUHC paid attention to Bradford's unique position as the ***UK's city with the youngest population*** with a third of its population being under 16. Youth are a population of particular interest given the greater potential malleability of their attitudes and the fact that they represent the population of the future. The District's industrial legacy means that some wards are characterised by the decline and disappearance of the textile industry and associated employment which would have originally attracted incoming minority ethnic communities, particularly those from South Asian heritage, to live and work in these areas. The District has undergone a process of evolving its industrial base and economy and is now growing its economic base. However, poverty is still a significant feature of Bradford's landscape. Median earnings are 4% lower than for Yorkshire and Humber and 11% lower than that for England as a whole. More than a third of Bradford's residents have an income of less than £20,800, with 9.7% of these residents having an income of less than £10,400. Over one third of the District's children live in poverty.

***Work and skills promote social and economic integration.*** Lack of access to education, skills or employment act as barriers to integration for individuals in all communities. When different groups of people feel that they are competing with each other for scarce resources and opportunities this can further undermine efforts to support integration. Levels of child poverty, young people not in education or training, and lower levels of participation in the labour market are all factors impacting on both White and minority ethnic sectors of the population. Additionally, English-language proficiency impacts on newer migrants and refugees and asylum seekers, with those already proficient in English finding it easier to obtain employment. Some people, especially women, who have lived in Bradford for over a decade are still experiencing language barriers. Awareness of rights and responsibilities is closely linked to English-language proficiency and access to educational and vocational training opportunities. Some migrants, and especially women, may find themselves unable to support themselves due to various policies that leave them with no recourse to public funds. They can be left vulnerable to economic exploitation and modern-day slavery (Hodkinson et al, 2021).

***Understanding English is key to building relationships and playing an active part in the community.*** It can build confidence and independence. It opens up opportunities for interaction, participation in decision-making, as well as access to employment and key services. Many of the college courses have restrictions on who can access English courses, with a key barrier being the length of time people must be resident before enrolling. Bradford District was able to experiment with opening up opportunities for accessing English conversation and orientation to the city for people as they were initially settling into the District. Usually, this is restricted to people who have been resident for six months or more. The principles were built on academic research that indicates that integration is supported by people having opportunities to learn the host language as quickly as possible.

Between 2017-20, Bradford District was one of the 12 Opportunities Areas nationally, receiving significant investment designed to address social mobility. With a young, diverse population, the District has been creating a new generation of home-grown entrepreneurs, working alongside established national employers to reclaim Bradford's proud history as a great city of industry. However, the Social Mobility Commission Report (2020) stated further work needed to be done in Bradford District.

### 2.2.2 Housing and residential segregation

Nearly a third of Council wards have minority ethnic populations of over 50%, often influenced by historic patterns of settlement and where housing is most affordable (Archibong, 2022). A comprehensive and detailed evidence base on the ways in which members of ethnic groups are residentially integrated, and the different ways ethnic groups may interact across residential spaces is largely unavailable. However, a few detailed, neighbourhood level studies indicate that the same data analysed differently (for example, with aspatial measures) can produce rather different conclusions about the comparative levels of segregation between ethnic groups, and how segregation can be understood in specific locales (see Catney, 2016; Bujra and Pearce, 2011). This is an important issue in the UK context, given highly politicised debates about the extent of ethnic mixing in an increasingly diverse society. Statistics based on wards can mask the effects of segregation across a number of adjoining locations. Similarly, the socio-economic differences between neighbouring streets can create significant boundaries, curtailing possible mixing across different social classes. Rising house prices and gentrification can result in greater segregation (Piekut, Pryce and Van Gent, 2019). All these factors were taken into consideration when deciding where to prioritise as a pilot Integration Area.

Housing inequalities, with histories that stem from the particular experiences of post-war migrants moving to England's industrial heartlands, are also a key part of the context. These spatial inequalities have been exacerbated by more recent excessive property prices, both in the rented and owner-occupied sectors (Shankley and Finney, 2020). Bradford Council participated in the Communities Up Close research conducted by Migration Yorkshire and Shared Spaces research, looking at how people create connections across difference. This willingness to participate in research was another factor in Bradford District's favour.

### 2.2.3 Education

**Schools provide settings with the potential to foster ‘good contact’** (Burgess and Platt, 2020), given increasing opportunities to interact with other groups. Where a school is more diverse, there is more potential for friendships, warmth and shifts in attitudes towards people from different backgrounds. Basing a measure on a comparison of the school with its local neighbourhood was the method used nationally in the Understanding School Segregation Report (2016). While this gives an indication of how many parents are not choosing to send their children to the nearest school, it does not give information about the reasons behind this, or the patterns of how people choose where they live that may affect those choices.

In Bradford District’s most effective schools and further and higher education institutions, partnerships with employers have been producing a workforce with the ambition and skills to make the city a leader in research and new technologies. Schools had recorded significant improvement by 2017, scoring highest in the country by the government’s measure on the effectiveness of secondary schools. However, the District was lagging behind national averages on key indicators such as KS2 and GCSE attainment. Poverty was a key factor impacting on educational achievement in Bradford District. Disadvantaged children benefit significantly from good quality pre-school experiences, especially where they are with a mixture of children from different social backgrounds (EPPE report, 2008). However, the take-up for free early education places for two-, three- and four-year-olds in disadvantaged areas within the District was low and targeted work was being undertaken to improve take up. According to the results of a consultation conducted in 2018 by Social Kinetic:

*There was no doubt that people thought mixing and integration at school was important. The public liked the Linking Network. They thought it was essential and a great initiative. What they also said was that it needed to go deeper and build longer and lasting relationships and connections. It needed to extend to parents and teachers who needed the same support too. There was also a view that in the past integration in schools was better and there was more mixing. There was an ask for equal focus on primary and secondary schools and thinking beyond school to everyday life. (Bradford for Everyone Strategy Report - Annex B)*



### 2.2.4 Health and social care

Bradford District has been the focus of a number of different integration-related studies including the **Born in Bradford** longitudinal research, which aims to find out what keeps families healthy and happy. This study collects health and wellbeing information on local residents enrolled in three birth cohort studies and is connected to a routine dataset of health, social care and education data for over 700,000 citizens living in Bradford and Airedale.

Over the past decade, inequalities between the richest and poorest in Bradford District have been a growing concern. The health inequalities statistics provide a particularly stark example of how this impacts on the population for Bradford Council.

**Figure 2.1 Bradford District and Craven Clinical Commissioning Group (2021)**  
Reducing inequalities in communities: closing the health gap in central Bradford



This graph shows how people are not only dying 10 years earlier in some of Bradford’s inner city areas compared to those living in the District’s more affluent wards. It also demonstrates how, on average, people in inner city neighbourhoods are living with health conditions that impact their quality of life for 20 years longer. The *Bradford for Everyone* programme has worked closely with the NHS to create programmes that have integrated the work to tackle health inequalities with work to improve integration and social cohesion. It understands that people’s perceptions of how they are valued and the life chances that they have are integral to building safer and stronger communities.

In Bradford and Airedale the local NHS trusts have been working together through the Bradford and Airedale NHS Equality Group to respond to the public sector equality duty and to implement the Equality Delivery System (EDS), a framework for assessing and improving equality performance within NHS organisations. The Equality Act (2011) placed on public sector bodies, including local authorities and the NHS, the “equality duty”. This was designed to: eliminate discrimination, harassment and victimisation; to advance equality of opportunity; and to foster good relations. The following “protected groups” required particular attention and progress towards ensuring their inclusion into the mainstream of the District’s life needed to be measured: age, disability; gender reassignment; pregnancy and maternity; race (this includes ethnic or national origins, colour or nationality); religion or belief (including lack of belief); sex (both men and women); sexual orientation. Bradford Council has added low-wage/low-income to the list of protected characteristics and this influenced the shape of the programme considerably to include many of the District’s poorer White communities within the integration framework.

## 2.3 The importance of relationships and trust

The importance of relationships is framed in the Home Office framework by those that take place through social bridges, social bonds and social links.

**Social bridges** refer to connections between people from different backgrounds, including religion, ethnicity, class and language. Many of the projects funded in Bradford District enabled people to meet across difference, including while learning and improving their English.

**Strong social bonds** are characterised by the exchange of both practical and emotional support, which can provide individuals and groups with the confidence and security required for integration. A host of different projects were devised to strengthen social bonds and encourage people to work together to improve their neighbourhood, for instance by encouraging parents to work together who might not otherwise have bonded. Social isolation is characterised by a lack of social bonds. Projects such as the befriending network (Together Talks evaluated by Durham University (2022)) sought to build social bonds.

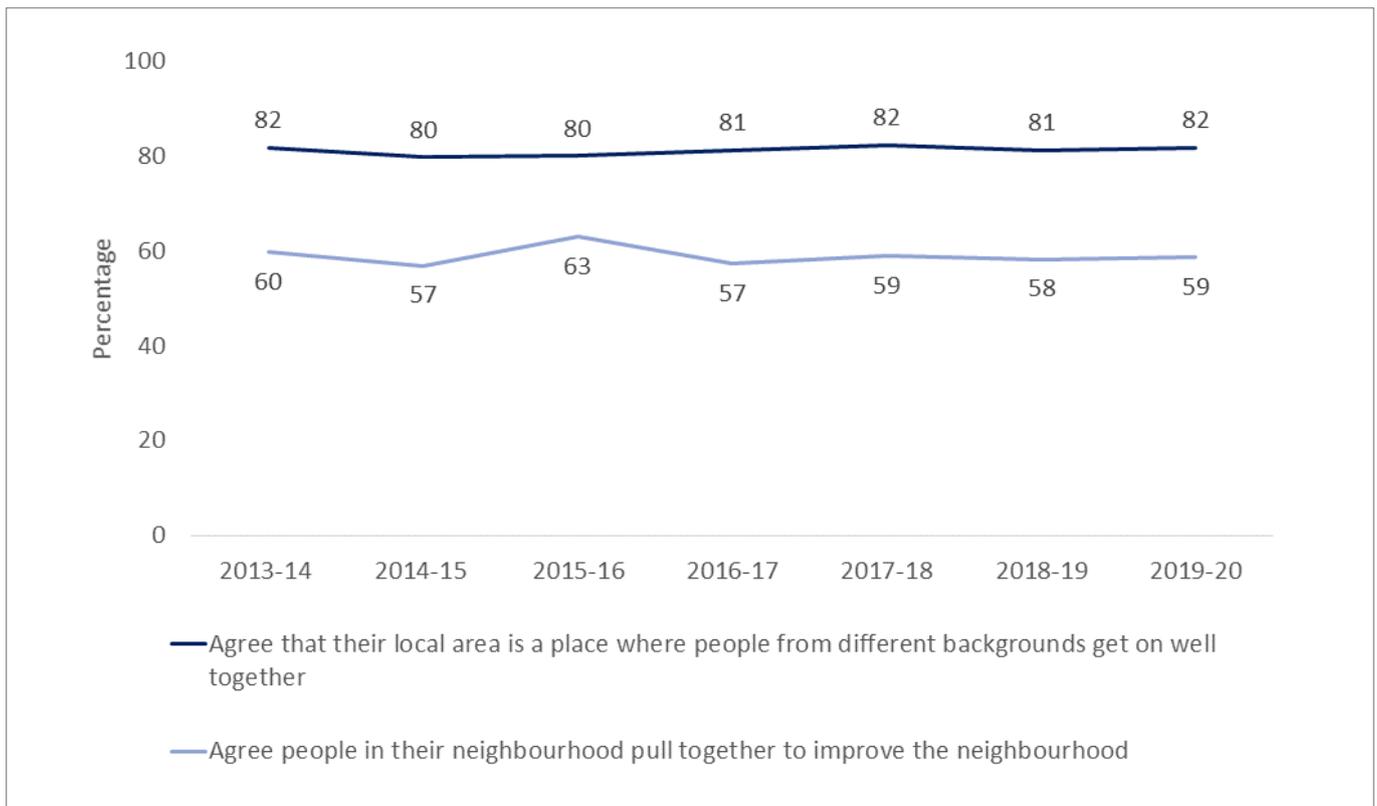
**Social links** refer to the 'vertical' relationships between people and the institutions of the society in which they live. The integration framework works from the premise that to live as a full member of a society, it is necessary to access rights or services and to fulfil obligations. Social links connect the individual to the power structures of society in both directions, as a contributor (e.g. through voting) as well as a beneficiary (e.g. when needing to access support). A sense of alienation may be characterised by a lack of social links. Many of the projects included within the *Bradford for Everyone* programme aimed to build these 'vertical' relationships. Throughout, each project was designed with a clear evaluation framework, which set out what success would look like. Trust in the local authority and other statutory services was understood as key to successful integration. Due to the pandemic, many projects had to adjust their ways of operating and the targets that they had set, but this was done in collaboration and the evaluation criteria were updated as part of the process.

Cities experiencing demographic and economic changes need to **grow their sense of civic pride and belonging**, particularly when they are still emerging from an industrial and colonial past that has created many legacies, such as how well people live and learn together. Participation in community and civic life is one vehicle for achieving this and, particularly for some economically disadvantaged communities, levels of participation in elections is far below the average and has been linked to a sense of alienation. Levels of anti-social behaviour and hate crime have been linked to a sense of alienation from political processes (Bujra and Pearce, 2011). Voter turnout is one of the measures of participation, with a very mixed starting point across the District. Also, Bradford District, like many other metropolitan areas, is made up of communities from all over the world and therefore global conflicts and national and regional incidents and policies can create unease and tension in local communities.

**Mixing between different groups – from social class to ethnicity – is key to reducing prejudice.** Providing more opportunities where different people can come together to talk and resolve issues can lead to more resilient and stronger communities. According to the national Community Life Survey conducted by the Department for Culture, Media and Sport (2019-20), there has been little change since the first survey in 2013 in attitudes and behaviours towards neighbours. In 2019/20, 72% of respondents said they chat to their neighbours at least once a month (more than just to say hello), which

is similar to the proportion in 2018/19 but lower than the proportion in 2013/14 (75%). The percentage of respondents agreeing that their area is a place where people from different backgrounds get along well together has remained fairly consistent over the last seven years, with 82% agreeing in 2019/20, the same proportion as in 2013/14.

**Figure 2.2 Percentage of adults (16+) who agree their neighbourhood is a place where people from different backgrounds get on well together, and the percentage who agree people in the neighbourhood pull together to improve the local area, 2013/14-2019/20. *From Community Life Survey conducted by the Department for Culture, Media and Sport (2019-20)***



According to the Community Life Survey (2020), levels of trust in respondents’ neighbourhoods have steadily declined from 2013/14 (48%) to 2019/20 (40%). The percentage of respondents who said ‘none of the people can be trusted’ in their neighbourhood has increased from 3% to 4% from 2013/14 to 2019/20 respectively. In 2019/20, Black respondents were less likely to be satisfied with their local area (68%) than White respondents (77%), a difference not observed in 2018/19. No other differences between different ethnicities were seen. Only 44% of respondents with the ethnicity Other (i.e. not White, Asian, Black or Mixed) agreed that they belonged to their immediate neighbourhood, less than the other ethnicities (62-67%).

Bradford became the focus of many reports and initiatives to build social cohesion following riots in 2001 (Cantle, 2001; Denham, 2001). Research has indicated that while inter-ethnic conflict was present in 2001, the riots in 2011 in other parts of the country were much more an expression of *'the diffuse and generalised rage of a dispossessed population angry at a system that has failed them but with no vision of an alternative'* (Lea and Hallsworth, 2012). The inclusion of low-wage/low-income as a protected characteristic in Bradford District is a key innovation that has influenced the strategy that was developed to address integration in the context of austerity. Lower employment protections, Universal Credit and other welfare state reforms have led to more people needing to use foodbanks to survive at the same time as the District has become more diverse in its population. The impact of funding for integration projects needed to be considered within this historical context.

## 2.4 Being responsive to change and partnership working

Different cities across the UK have been impacted in different ways by the pandemic. The national Commission on Race and Ethnic Disparities (2021: 221) found that the *"inequalities in outcomes for different ethnic groups are driven by risk of infection, as opposed to ethnicity alone being a risk factor"*. This emphasised that the differences could be explained by who and what different ethnic groups are exposed to as they live and work. Occupations with increased risk of exposure to Covid-19 include frontline medical staff, the emergency services, public transit workers, teachers and those working in the hospitality industry, many of which—for example, pharmacists, dental and medical practitioners, and bus drivers—have a disproportionate percentage of their workforce from minority ethnic backgrounds (ONS, 2020). Bradford has significant numbers of people in low wage occupations; low wage also impacted on people's willingness / economic ability to stay off work and isolate. Although ethnicity was not the cause of higher levels of infections and deaths from Covid-19, it makes clear that some groups have been more affected than others. How this has impacted on integration at the national level is still unclear. What is certain is that the Black Lives Matters movement helped to catalyse many local authorities to acknowledge that disparities between different groups needed to be addressed.

The additional findings relating to disparities that have become evident through the pandemic have placed another spotlight on the challenges facing different communities. These compounded existing disparities in life expectancy and healthy life expectancy between deprived and affluent communities in the District. Levels of infant mortality and obesity are other measures spread very unevenly, with impacts on trust in services. Additionally, many factors have contributed to mental health disparities becoming more apparent during the pandemic. Those factors include: access to outside and inside space; household crowding; lack of school provision and childcare; food insecurity; domestic violence; addiction; access to internet and maintenance of social connectivity; and economic reserves (Pierce et al., 2020).

The Covid Community Champions project was added part way through delivery as a response to the pandemic. It was able to build and scale up the model delivered through the Ambassador projects already funded by the programme and therefore had an existing footprint into communities. This was not necessarily the case for similar initiatives that were funded around the country. CNet, a local infrastructure organisation, also built on existing networks and was able to utilise the strong partnership working to develop a Roma strategy for the District. This proud history of partnership working within the District was another reason why Bradford was chosen as a pilot area.

Focusing on neighbourhood integration and social cohesion was shown to be even more crucial in neighbourhoods experiencing multiple deprivations. Evidence shows that the scale of decline in perceived cohesion was not shared equally across society during the pandemic, and low-income and minority ethnic groups suffered much more (Borkowska and Laurence, 2021). People losing their jobs and being furloughed were negative experiences. In more normal times, negative impacts are more balanced by positive ones. Opportunities to work at home were not available for many doing more technical or manual jobs. The impacts of home schooling, as well as the pressures of continuing to go out to work and therefore being more exposed to COVID-19, impacted on poorer communities more than on White higher-waged families. Bradford's history of being responsive to change was part of the reason it was chosen as an Integration Area. Overcrowding and intergenerational living arrangements rendered Pakistani and Bangladeshi households across the UK disproportionately vulnerable to the pandemic (Harris and Brunson, 2021) and therefore many of the integration challenges arising from the pandemic were felt more keenly in Bradford. Bradford has the highest proportion of people of Pakistani heritage anywhere in England (Census, 2011). Also, fuel poverty during the pandemic was experienced by around 13% of the District's households.

The pandemic has also disproportionately impacted on the educational attainment of disadvantaged children. An Education Department report (2021) finds that primary pupils from disadvantaged backgrounds had an average 0.5 months more learning loss in reading and 0.7 months more in mathematics compared to their non-disadvantaged peers. Secondary pupils from disadvantaged backgrounds experienced 2 months more learning loss in reading than their non-disadvantaged peers. Whilst individually damaging to those children, these inequalities also impact on communities who feel that they have not been well-served during a very difficult time.

## 2.5 A Ward-based Integration and Cohesion Typology

Long-term resilience to a virus, therefore, is not just a matter of mass vaccination, just as integration cannot be tackled by building social infrastructure alone. It requires a shot in the arm to tackling socio-spatial inequalities and their causes, including the unaffordability of housing (Mean, 2018). This section provides a short description of the range of different types of environment that Bradford District encompasses.

There are 30 wards in Bradford District and a total population of 542,000. Bradford Council's website (data from 2021) provides details of each ward and includes a snapshot which demonstrates the diversity of socio-economic conditions included within the metropolitan District. City ward has the highest percentage of the working age population (72.2%) – due to the high numbers of young people who attend Bradford College and the University of Bradford. It has the lowest percentages of older people aged 65-84 (4.9%) and very old people aged 85+ (0.7%). City ward also has the highest population (25,750 people). This ward can be described as cosmopolitan, with people from different ethnic backgrounds having many opportunities to meet, work and socialise together. Many of Bradford's wards have



populations that reflect the city as a whole with Clayton & Fairweather Green being the ward that most closely reflects the ethnic balance of Bradford District's population.

The District's outer wards have the lowest percentage of children and young people. Craven ward has the highest percentage of people aged 64-84 (23.1%). Wharfedale ward is within the 10% least deprived wards in England and has the lowest population (11,840 people) of any of Bradford District's wards. Ilkley ward has the lowest percentage of the working age population (54%) and the highest percentage of very old people (6.1%). Integration challenges for these wards include meeting the needs of the poorest residents as rural poverty often gets overlooked and isolation of older people can be an issue. Also affordable housing and public transport are key issues. Opportunities to have meaningful encounters across ethnic differences are fewer due to the low levels of residents from minority ethnic backgrounds living in some of these wards. Asylum seekers placed in these wards, together with people from minority ethnic backgrounds, have particular integration issues as they may be a long way from support networks and local shops that meet their dietary needs (e.g. halal meat).

Bradford District has 14 wards which are within the 10% most deprived wards in England (IMD 2019): Bowling & Barkerend, Bradford Moor, City, Clayton & Fairweather Green, Eccleshill, Great Horton, Keighley Central, Keighley West, Little Horton, Manningham, Royds, Tong and Wibsey. Little Horton ward has the highest percentage of children and young people (32.7%). As the Child of the North report (Pickett and Taylor-Robinson, 2021) states, a child in the North of England has a 27% chance of living in poverty, compared to a 20% chance if they are living in the rest of England. The report also states that children in the North suffered more loss of schooling from lockdown, with only 14% receiving more than four pieces of offline schoolwork per day. This compares to 20% for the rest of England.

Rivalrous cohesion is when people find strength by joining together with people like themselves with exclusionary views towards others. Inequalities inevitably impact on people's willingness and energy for social cohesion and integration. If struggling to survive and facing multiple deprivations, there are many reasons why people might look for easy targets to blame for their predicament. Support for extremist politics, whether religiously inspired as in Islamic extremism, or inspired by the rhetoric of the far-right, such as the English Defence League, can be easier to bolster in difficult environments where there are complex and interlocking factors. Psychological and social factors contributing to radicalisation include a lack of self-esteem and sense of identity, which result in the need to join a cause and feel valued by others (Hardy, 2018). These needs have been described as a '*quest for significance*' (Kruglanski et al., 2014) and a '*search for identity contributing to a sense of belonging, worth and purpose*' (Dalgaard-Nielsen, 2008: 7). Processes facilitating people to join an extremist movement include '*group bonding, group polarisation and isolation, and peer pressure*' (Christmann, 2012: 27). Therefore, Bradford provided a good opportunity to test the extent to which fostering a sense of belonging and higher participation in civic activities could contribute to work to counter extremism.

Bradford Council adopted an additional consideration in addition to the protected characteristics defined by the Equality Act. Every Equality Impact Assessment has to consider the impact on low wage/low-income households. Significantly for cohesion and integration, this is a mechanism that embeds consideration of the needs of the poorest sections of Bradford District into all the Council's work. Controversially, the Commission on Race and Ethnic Disparities (2021) report made claims that poorer White communities nationally were being overlooked, with funding being directed at minority ethnic groups. Bradford District has tried to ensure that no such claim can be substantiated by adding low wage/low-income households to the list of groups that need consideration.

Hate crime statistics around the UK showed spikes during and after the Brexit campaigning, another factor impacting on integration and cohesion during the period when this project took place. When a system is under stress, as it has been through the years of austerity from 2009 to the present, that will impact on people's willingness to accept the 'other'. When the divisive rhetoric and positioning of the Brexit referendum, and subsequent withdrawal from the European Union, is added to the equation it results in many pressures impacting on social cohesion (Borkowska and Laurence, 2021). The vote to Leave the European Union was accompanied by a minority of people believing it to be acceptable to make racist statements as they might have done some decades previously (see King (2020) for an analysis of Brexit as a 'wicked' problem, and Virdee and McGeever (2018) for an analysis of the rise in racist violence linked to Brexit). Bradford voted by 54% to leave the EU, with the population of the city very divided over the issue.

The council was very keen to reassure EU citizens who choose to live and work in the city that they are appreciated for making the community a better place to work and live. However, the trend, as mirrored in cities across the UK, has been for there to be a reduction in the number of EU citizens living in the city. During 2018, the number of applications from European migrants decreased. The number of applications from Polish nationals decreased by over one-third, whilst applications from Romanian nationals decreased by more than 30% (BMDC, 2019). The wards with the highest number of people from Central Eastern European (CEE) communities on the electoral register are City, Tong, Little Horton and Bowling & Barkerend.

## 2.6 Building inclusive leadership while faced with austerity measures

The same processes of group bonding and peer pressure directed into being tolerant and inclusive can be used as a force for social cohesion and integration and many of the projects designed to foster integration aim to encourage people away from group polarisation and isolation towards wider involvement in their neighbourhood. Stigmatising discourses connected to different faith groups or neighbourhoods can be explored through supporting people with their critical thinking skills. Research shows that there is nothing inevitable about how tolerant and inclusive people will be and a focus on community leadership can yield encouraging results (see Hambleton (2020) for an example of how Bristol has fostered integration). Campaigns based on encouraging people to develop their critical thinking skills have been shown to produce lasting positive results. The Intercultural Cities programme (in which Bradford Council is an active member) flagged the role of cities in managing diversity as an opportunity for their social, economic and cultural development. Many of Europe's cities have embraced the benefits that diversity brings and become laboratories for finding out more about what works to build integration and become drivers of change. They have been on the forefront of innovative integration policies and Bradford Council has been leading the way.

However, over the past decade, Bradford Council has had to find over £300m in savings as a result of national funding cuts, rising demand for services and increasing costs. Pressures on services and capacity, reductions in some areas of frontline service provision particularly in non-statutory areas such as youth services have been unavoidable. While nationally there has been a shift in the burden of funding of councils from central government to local council tax payers, this has disproportionately affected Bradford which has a low tax base with 80% of households below B and D council tax. The success of the Integration Area programme has to be considered within this context. As Migration Yorkshire's Communities Up Close (2020) report found, the majority of people they interviewed across Yorkshire blamed local government for the cuts and considered central government largely irrelevant in their lives. The task of building trust in local services is undermined through this shifting of responsibility for the cuts onto local authorities. Bradford Council has responded creatively to this challenge by working closely in partnership with other statutory services, businesses and local communities. The depth of this commitment to working with local leaders who know their communities best, and who understand the pressures that the Council is under, has been integral to the approach taken by the *Bradford for Everyone* programme.



## Chapter 3

# ***Bradford for Everyone* – A Strategy for Bradford**

### **Key points from the process of developing the strategy**

- A commitment to integration has a long history in Bradford District, with major initiatives undertaken to build tolerance and understanding, improve everyone's opportunities regardless of ethnic background and build a sense of pride in the city of Bradford and its surrounding towns and villages.
- The Stronger Communities Partnership was set up to bring key partners together, including businesses and the social and faith sectors involving engagement and consultation with over 70 organisations.
- Many of the plans had to be adjusted due to the COVID-19 pandemic, but clear vision and design of the programme was never lost, despite the new operating conditions that many of the providers had to adapt to.
- The context in which the activities took place was also impacted by national and regional policy as well as by economic and political factors, and often beyond the control of those tasked with overseeing the successful delivery of the programme.
- The staff team took very seriously their role as a '*test and learn*' pilot for how integration can successfully be fostered, while acknowledging that, although it is important to measure the success (or otherwise) of their efforts, it is no easy task to make definitive conclusions.
- Local people had an opportunity to make a difference to the way the programme was delivered and designed and helped the providers reach the maximum number of people, with the aim of ensuring that all the District's communities could really benefit from the activities.
- Ambassadors promoted the work of *Bradford for Everyone* and encouraged others to get involved.
- A Delivery Partner Sub-group was composed of providers from across the District and was a space where they could learn from each other, collaborate and understand 'what works' for all the participating communities.

- The delivery framework was structured around eight Impact Areas: Employment, Workforce Diversity, ESOL, Social Networks and Relationships, Neighbourhood and Community, Civic Participation, Volunteering, Trust and Safety, but it is worth noting that these are intended to be long term outcomes and may not be found in the span of 3 years with the majority of delivery taking place during a pandemic.
- An evaluation framework was developed from the start of the programme and included Process and Outcomes assessment elements, helping to improve understanding of what works, by how much, and why, however these had to be adjusted in response to what information could be collected and what could be delivered.

### 3.1 Introduction

The context in which the *Bradford for Everyone* programme has been developed and delivered has created a unique contribution that many other cities, towns and villages can learn from. This chapter contains a brief overview of the strategy's development and the history of initiatives designed to build understanding and tolerance between different communities. Discussion then moves to consider the definition of integration and cohesion outlined in the strategy, which has served to scope the agenda in Bradford. The four pillars which underpin the operational strategy, forming the delivery framework, are outlined. Finally, the methodology and approach adopted both by Bradford Council and by the external evaluators when analysing the data collected throughout the programme is described.

### 3.2 The history of *Bradford for Everyone*

A commitment to integration has a long history in Bradford District, with major initiatives undertaken to build tolerance and understanding, improve everyone's opportunities regardless of ethnic background and build a sense of pride in the city of Bradford and its surrounding towns and villages that form the Metropolitan District. The Bradford District Plan for 2016-20 included specific social cohesion commitments and targets. Measuring the impact of austerity on community relations within the District was seen as crucial. Supporting a range of community events that promote different groups and build stronger relations between groups through increasing awareness was also a key strategy. There were already a wide range of initiatives taking place in Bradford District, bringing communities together to promote integration. These included:

- Intergenerational work, bringing children and older people together
- Schools twinning, Bradford is home to The Linking Network which ran linking schools in different parts of the District and now delivers in 26 Local Authority areas
- Interfaith events and initiatives, helping people learn more about the beliefs and lives of others

- Initiatives, such as the annual Easier Access event, bringing together people with and without disabilities
- The annual “Pride” week celebrating the contribution of the Lesbian, Gay, Bisexual and Transgender (LGBT) community
- Community Accord, the local Neighbourhood mediation body, offering conflict resolution services
- Work done by the University of Bradford, including the Faith and City Programme
- Faith tours organised by the Stronger Communities team within West Yorkshire Police, which covers places of worship from the City Centre to the top of Leeds Road known as the faith trail.
- Speak Up and Speak Out programme delivered by Cohesion Bradford, a peer education programme that addresses challenging and controversial issues of importance to young people.
- The Great Get Togethers inspired by the late Jo Cox where Bradford Council has funded more than 100 lunches.

Bradford District has strived to be a place where people from different backgrounds and communities are valued and can live together with mutual respect, understanding and tolerance. It is a District that aims to ensure that everyone is treated fairly, feels safe and secure, understands their rights and responsibilities, and can play an active role in the social, civic and economic life of the community. These aims are ambitious and so is the programme devised and elaborated on in the following pages.

### 3.3 Scoping the agenda: a definition of integration and cohesion in the Bradford context

Bradford District set up the Stronger Communities Partnership to bring key partners together, including businesses and the social and faith sectors. Through engagement and consultation with over 70 organisations, Bradford District identified its local priorities and the most effective ways to address them. From the outset, the *Bradford for Everyone* strategy was part of a wider and longer-term vision for the District. It was developed through the late spring and summer of 2018 by a representative selection of people nominated through a network or forum, or applied for, forming the Stronger Communities Partnership. This Partnership worked with councillors and officers from Bradford Council and a range of organisations, as well as a team from the Department of Levelling Up, Housing and Communities (DLUHC). Bradford Council already held a lot of data about the needs of the District and British Future were commissioned to carry out a scoping exercise to look at its strengths and weaknesses, and to support with the development of its strategy and delivery plan. A process of community engagement, led by The Social Kinetic, guided discussions on complex and challenging issues relating to the delivery plan and helped to support the prioritisation of these issues. An ambitious programme of work ensued, some of it funded by DLUHC. Other aspects drew on other means of support, such as the Controlling Migration Fund and match funding from other services and programmes across the Council and District.

Many of the plans had to be adjusted due to the COVID-19 pandemic, but clear vision and design of the programme was never lost, despite the new operating conditions that many of the providers had to adapt to. The context in which the activities took place was also impacted by national and regional policy as well as by economic and political factors, and often beyond the control of those tasked with overseeing the successful delivery of the programme. The staff team took very seriously their role as a 'test and learn' pilot for how integration can successfully be fostered, while acknowledging that, although it is important to measure the success (or otherwise) of their efforts, it is no easy task to make definitive conclusions. The complex array of factors which impact on integration vary within a District with widely varying wards, some within the most advantaged in the country, many amongst the least advantaged by socio-economic and health disparity measures. The context of lockdowns and social distancing created unique conditions within which to assess the success of many activities that had been originally planned to happen in live, rather than virtual, conditions. However, the strategic and operational oversight of the programme rose to these challenges, alongside the challenges of measuring impacts that could help other cities, towns and villages with their integration aims.

The Stronger Communities Partnership Board is directly accountable for *Bradford for Everyone's* work, and its success in achieving outcomes. It reports to the Well-being Board, bringing top-level input into the programme's strategic direction. The Stronger Communities Partnership Board has two sub-committees which have informed the direction of the programme and helped to frame what success looks like. The *Bradford for Everyone* Ambassadors group is a people's advisory group that has played an important role. Local people have had an opportunity to make a difference to the way the programme has been delivered and designed and helped the providers reach the maximum number of people, with the aim of ensuring that all the District's communities could really benefit from the activities. Ambassadors promoted the work of *Bradford for Everyone* and encouraged others to get involved in creating a '*Bradford for Everyone*'. The Delivery Partner Sub-group was composed of providers from across the District who deliver elements of the *Bradford for Everyone* programme. This sub-group was designed to enable providers to learn from each other, collaborate and understand 'what works' for all the participating communities.

The strategic leadership steered the programme through every twist and turn as committed individuals and organisations worked together with the Council and other statutory bodies to continue to deliver within the restrictions and limitations. This same leadership was clear from the outset, that this was a programme that began with the considerable strengths and assets within Bradford District's communities, and particularly the desire of so many to work together as part of a vibrant society which enables and encourages people from all sorts of different backgrounds to flourish and contribute.



### 3.4 The delivery framework

*Bradford for Everyone* Strategy is conceptualised around the four pillars below. These pillars set out the main strategic outcomes for integration as well as the routes to achieving these outcomes.



#### Pillar One: Getting On

The outcome for this pillar was to ensure that more people will have improved their quality of life, feel happier about the future, are able to fully participate and feel better equipped to engage in the economy. Work and skills promote social and economic integration and lack of access to education, skills or employment can act as a barrier to integration for individuals in all communities. Workplace diversity is linked to higher levels of social interaction between people of different backgrounds, thus creating greater positivity about difference, reduction in prejudice and increased friendship. Diversity in workplaces also leads to increased creativity, productivity and innovation. Moreover, having limited or no English in everyday life can create practical barriers for people to mix with others, to access services independently, and to achieve their fullest potential in employment.

The *Bradford for Everyone* strategy focused on improving opportunities for those furthest away from the labour market and enabling them to engage in the economy through programmes like Inclusive Employers. The strategy also focused on providing opportunities to learn to speak, read and write in English so that residents could fully engage in education, employment or life in the Bradford District. Finally, there was a focus in this pillar on improving coordination between partners and services so that people have a fair chance.



#### Pillar Two: Getting Along

The desired outcome for this pillar was to ensure that all residents would have an increased understanding and respect for other people's views and cultures. Residents would also understand the rights and responsibilities of living in the District and the UK. Diverse social networks are important for people to achieve their full economic and educational potential, to build bonds and trust between different communities, and to build a strong feeling of community. Social mixing enables social and economic opportunities and makes people aware of other cultures and of people who are different from them. For both new and established communities, having a shared, common set of values can help to bring people from different backgrounds together. This, in turn, increases their sense of community.

To achieve this outcome the *Bradford for Everyone* strategy focused on promoting greater interaction, dialogue and understanding between people from different backgrounds, and took into careful consideration the diversity of the population and the extent of residential and educational segregation in the District. It also sought to ensure that people fully understand their rights and freedoms as well as their responsibilities.



### Pillar Three: Getting Involved

The desired outcome for this pillar was for residents from all backgrounds to connect with others, participate in civic life and get involved in their own communities. When people take part in civic life in order to influence or make decisions, they feel part of society. The *Bradford for Everyone* strategy aimed to increase social mixing across the District, widening exposure and opportunities to build friendships and networks through, for example, festival and events. It also focused on providing safe spaces where difficult conversations could be held and conflicts could be resolved.



### Pillar Four: Feeling Safe

The desired outcome for Pillar Four was for most people to feel satisfied with their neighbourhood and feel safer across the District. Feeling safe and connected to where one lives is an important integration outcome. An integrated community is one where people from different backgrounds, cultures and races respect each other and their views, trust each other and pull together to make their place a better and secure place to live. The *Bradford for Everyone* Strategy aimed to reduce negative stereotypes that some of the District's residents hold about people who are different from themselves and equip people with skills to resolve conflict.

The framework was structured around eight Impact Areas. These Impact Areas sit within each of the four pillars and were underpinned by projects commissioned to tackle each of the strategic outcomes (see table below). The projects that formed the programme addressed such things as co-ordinating ESOL teaching to improve levels of English; encouraging diversity in the workplace through working with local employers; giving people a ‘safe space’ to voice their opinions and ask potentially difficult questions through a range of initiatives working with locally trusted community organisations; expanding The Linking Network programme that connects students from different parts of the District; and empowering local people to have a voice in shaping the programme, influencing others and working with other communities.

Pillars	Getting On	Getting Along	Getting Involved	Feeling Safe
<b>Impact Areas</b>	<ol style="list-style-type: none"> <li>1. Employment</li> <li>2. Workforce diversity</li> <li>3. ESOL</li> </ol>	<ol style="list-style-type: none"> <li>4. Social networks and relationships</li> <li>5. Neighbourhood and community</li> </ol>	<ol style="list-style-type: none"> <li>6. Civic participation</li> <li>7. Volunteering</li> </ol>	<ol style="list-style-type: none"> <li>8. Trust and safety</li> </ol>
<b>Projects</b>	<ol style="list-style-type: none"> <li>1. Sector-based Academy</li> <li>2. Graduate to Work</li> <li>3. Grandmentors</li> <li>4. Inclusive Employer</li> <li>5. ESOL</li> <li>6. Act Early: Holme Wood Programme</li> </ol>	<ol style="list-style-type: none"> <li>1. The Linking Network</li> <li>2. Future Ways</li> <li>3. The Bradford LEAP</li> <li>4. People Library</li> </ol>	<ol style="list-style-type: none"> <li>1. BfD-as-1 (Street Life)</li> <li>2. Citizen Coin</li> <li>3. Ambassadors and Network</li> <li>4. Befriending Service</li> </ol>	<ol style="list-style-type: none"> <li>1. Creating Inclusive, Diverse and Equal Workforce</li> <li>2. Roma Strategy</li> <li>3. Community Conversations</li> <li>4. Hate Crime Strategy</li> </ol>

Each of these Impacts Areas was underpinned by an impact measurement framework that included the key measures and agreed indicators to measure the impact at programme level (see the table below).

The measurement framework was ambitious with many outcomes measured at population level. Due to Covid and the Children and Young People’s Survey, Police and Crime Commission survey and other population surveys being put on hold or discontinued, it was not possible to capture the endline outcome data, apart from for the English learners. Therefore, the outcome evaluation focused on those measures that were available together with supporting evidence.

Impact Area	Indicators	Measures
<p><b>Employment</b></p>	<p><b>Unemployment gap rate in working age population (16-64)</b> &gt; % of economically inactive population</p> <p><b>Employment gap rate</b> &gt; % of people aged 16-64 in employment; % of working age population with no qualification</p> <p><b>Employment opportunities available locally</b> &gt; subjective measure</p>	<p><b>Full employment status</b> &gt; Working; Not working; Other</p> <p><b>Those who are not working</b> &gt; Looking after children; Retired; Not working due to ill health/ on sick leave; Other; Education</p> <p><b>Not working in education</b> &gt;                      Q: To what extent do you agree or disagree that there are opportunities in the local area to learn new skills? Agree; Disagree; Neither agree or disagree; Don't know</p> <p>Q: To what extent do you agree or disagree that there are other opportunities in the local area to get the right support with finding or entering work? Agree; Disagree; Neither agree or disagree; Don't know</p>
<p><b>Workforce Diversity</b></p>	<p><b>Workforce equality data</b> &gt; Access to equal opportunities at workplace by gender, ethnicity, pay band etc.</p> <p><b>Workplace networks</b> &gt; Perception of employees of social networks at their workplaces</p>	<p>Q: To what extent do you agree or disagree that your work place is good at bringing colleagues from different backgrounds together? Agree; Disagree; Neither agree or disagree; Don't know; People in my workplace are all from the same background</p>
<p><b>English Language</b></p>	<p><b>Language proficiency</b></p> <p><b>Barriers and facilitators of ESOL provision</b></p>	<p>Q: What is your main language? (mentioned English as first lang; mentioned other as main language)</p> <p>Q: Are you currently undertaking any activities in your local area to learn English? Yes; No</p> <p>Q: To what extent do you agree or disagree that there are opportunities in your local area to learn English? Agree; Disagree; Don't know</p>

<p><b>Civic Engagement</b></p>	<p><b>Voting turnout</b></p> <p><b>Taking part in consultations</b></p>	<p>Q: How important is it for you personally to feel that you can influence decisions in your local area? Important; Not important; Neither important not unimportant</p> <p>Q: What groups or activities, if any, do you get involved in on a monthly basis in your local area? I am not involved in any; Involved...</p> <p>Q: Number of groups/activities involved in on a monthly basis? Sports/exercise group; Local community/neighbourhood group; Religious group also going to place of worship; Hobbies or social club; Groups for children or young people</p>
<p><b>Volunteering</b></p>	<p><b>Formal volunteering</b> &gt; % of people taking part in FORMAL volunteering at least once a year / once a month</p> <p><b>Informal volunteering</b> &gt; % of people taking part in INFORMAL volunteering at least once a year / once a month</p>	
<p><b>Social Networks and Relationships</b></p>	<p><b>Social interaction</b> &gt; % of local people reporting having friends from different backgrounds</p> <p><b>Support network</b> &gt; % of people having support networks; % of people having no support networks</p> <p><b>Diversity of relationships</b> &gt; % of people have increased/ made new friends; % of people with friend of the same/different ethnic group as you, your neighbours, your street, your friend, your colleagues</p>	<p>Q: How comfortable do you feel talking to people from different backgrounds to you (more than just saying hello)? Very comfortable; Fairly comfortable; Neither comfortable or uncomfortable; Fairly uncomfortable; Very uncomfortable; Don't know</p> <p>Q: What proportion of the following are of the same ethnic group as you? The neighbours on your street; Your friends; Your colleagues; People you participate with in clubs; People you mix with online or on social media</p> <p>Q: How important is it for you personally that you have opportunities to mix with people from different backgrounds? Very important; Important; Neither important nor unimportant; Not at all important; Don't know</p>

<p><b>Neighbourhood and Community</b></p>	<p><b>Community cohesion (getting on well)</b> &gt; Proportion of people who say they regularly mix with people from different ethnicities/ backgrounds</p> <p><b>Neighbourhood satisfaction</b> &gt; % of people who say they feel satisfied with their local area/ neighbourhood</p> <p><b>Belonging to Neighbourhood</b> &gt; % of people reporting sense of belonging to their neighbourhood and local area</p>	<p>Q: How strongly do you feel you belong to the local area? Very strongly; Fairly strongly; Not very strongly; Not at all strongly; Don't know</p> <p>Q: To what extent would you agree or disagree that people in your neighbourhood pull together to improve the neighbourhood? Definitely agree; Tend to agree; Neither agree nor disagree; Tend to disagree; Definitely disagree; Nothing needs improving; Don't know</p> <p>Q: To what extent do you agree or disagree that your local area is a place where people get on well together? Definitely agree; Tend to agree; Neither agree nor disagree; Tend to disagree; Definitely disagree; Don't know</p>
<p><b>Trust and Safety</b></p>	<p><b>Trusting others</b> &gt; Proportion of people who say most of the people in their neighbourhood/ local area can be trusted</p> <p><b>Safety</b> &gt; Hate crime per 1000 people; Increased perception of safety in the area; More people feel safe to go to other areas</p>	<p>Q: How comfortable do you feel talking to people from different backgrounds to you (more than just saying hello)? Comfortable; Not comfortable; Neither comfortable nor uncomfortable</p> <p>Q: To what extent do you agree or disagree that residents in the local area respect differences between other people in the area? Agree; Disagree; Neither agree nor disagree</p> <p>PCC Your View Survey:</p> <p>Q1. How safe do you feel in your local area?</p> <p>Q6. Have you been a victim of crime in the last 12 months?</p>

The following principles were applied to the programme:

- **Needs, data and lived experience** – triangulating data from housing to unemployment, to local community assets and health to gather a more holistic picture of the issues within the ward/ neighbourhood
- **Good practice** – using an Asset Based Community Development (ABCD) approach, taking into account existing evidence and literature reviews of what has worked elsewhere in the world
- **Partnership and collaboration working** – building opportunity to work with a wide range of partners
- **Everyone's responsibility** – scaling up where ever possible, and understanding that integration is a two way process
- **Community readiness** – just because there is an activity doesn't mean people will engage. Therefore, involved working with communities to understand where they are in terms of community readiness and pitching the interventions at the appropriate level, in this way the projects should be seen on a continuum
- **Improvement Science** - making iterative progressive changes through a rapid evaluation process, tweaking processes and activities
- **System Change** – working strategically to influence the system and working on the basis that integration and cohesion is part and parcel of everything we do.

### 3.5 Methodology and approach

The table above details the specific process and outcome measures developed for the programme in Bradford District. Where possible, the evaluation compared baseline and endline measurements but recognising that the delivery period for many projects was between 3 months to 24 months. This in itself demonstrates that to see a significant shift in these outcomes a longer programme would be needed. In many cases, due to the pandemic, there had been changes to outputs and the way data could be collected due to changes in delivery from face to face to online or pausing until the restrictions lifted. Therefore, other measures such as qualitative data had to be relied on more or where only partial data had been collected. Bradford Council's Evaluation Plan aimed to achieve the following objectives:

- Identify programme components that were effective and challenging in terms of delivering a successful integration programme.
- Achieve a snapshot of the implementation of the programme from the perspectives of the programme team and delivery partners.

- Assess participant outcomes for selected core and innovation fund projects implemented by delivery partners and internally.
- Create a lasting legacy of measuring the impact of cohesion and integration work and of the types of interventions that are effective in enhancing integration in the District.

The initial design consisted of a pragmatic plan to tailor evaluations to the type of each project delivered within the programme. Wherever possible, the evaluation framework included Process and Outcomes assessment elements, helping to improve understanding of what works, by how much, and why. These were aimed to help inform better, in-depth learning from this programme.

The Process Evaluation's focus on understanding how each project is being delivered and assessing the main delivery components against the recruitment, reach, implementation, completion and data quality. The focus of Outcomes Evaluation is to identify and measure the outcomes that could be achievable and measurable promptly after the project delivery, i.e. short-term outcomes. These were established by working with each project provider to identify short term achievable outcomes.

Prior to analysing the *Bradford for Everyone* programme in its totality, the Belong external evaluators undertook individual project evaluations of nine projects. External evaluations were also conducted by different organisations for most of the other projects. This report analyses the process evaluations from the data provided to give quantitative measures of each project's success against targets. The outcomes evaluations have been based on a combination of the outcomes evaluation measures defined at the beginning of each project by Bradford Council with baseline and endline evidence where the data was robust. Sometimes, there were insufficient responses to draw any conclusions and qualitative information provided better understandings of the success of the project in meeting its outcomes. The next chapter details the nuts and bolts of how *Bradford for Everyone* was devised and managed in creative ways to meet and adjust through feedback and rapid evaluation techniques. It also details how the programme team managed the challenges of delivering a programme of this complexity.



## Chapter 4

# Bradford Metropolitan District Council's role in promoting integration and cohesion

### Key findings

- the *Bradford for Everyone* programme benefitted from the longer-term work that had been spearheaded by the Stronger Communities Team and through the partnership approach supported by being part of the Wellbeing Board.
- the programme had a clear framework for establishing and maintaining a partnership approach to develop local integration strategies across Bradford, which included statutory, business and community partners.
- the Project Support Officers had two overarching roles: managing contracts and supporting smaller grass root organisations to plan, deliver, monitor and evaluate their work. These officers successfully bridged Council and partner priorities and needs by building trust and providing support to ensure targets were successfully delivered. The Evaluation and Project Improvement Officer worked alongside projects in the design of their logic models and evaluation plans including capacity building through workshops. She was also a pivotal part of the 'improvement' of projects.
- data about every project included in the programme was collated and regularly interpreted to allow for adjustments as projects progressed. Rapid evaluations were conducted and the findings were incorporated into subsequent delivery plans.
- the Programme Lead was involved in many different committees, reducing silo working within the Council and engaging with wider initiatives, bringing and sharing ideas, including with the Intercultural Cities programme, mental health services and police. She was also a national voice for innovative and creative ways to deliver integration and cohesion programmes. *Bradford for Everyone* projects have often been regarded as exemplars in the field.
- the programme was able to successfully adapt to changing circumstances due to the pandemic. Major adaptations included adding the Community Champions project into the overarching four pillar framework that structures the *Bradford for Everyone* programme. The targets of the 'feeling safe' pillar were expanded from tackling misinformation and having difficult conversations relating to integration issues to including difficult conversations related to COVID-19 vaccine take-up. The Make Sure It Adds Up campaign, formulated to tackle rumours adapted to incorporate rumours about COVID-19.

- larger projects benefitted from a bespoke Theory of Change, developed through applying the logic model methodology with whichever community partners were involved in delivery. The design of the logic models helped to keep partners in the initiative moving in the same direction by providing a common language and point of reference.
- quarterly Partner Forum meetings were a key method used to share learning, findings and to have open debate including knowledge transfer on key issues surrounding successful integration. Additionally, the Council team involved around 600 organisations in sharing good practice through a quarterly newsletter.

## 4.1 Introduction

This chapter evaluates the activities of Bradford Council and, in particular, the work of the Stronger Communities Team against the objectives and outcomes detailed in the action plan for delivering *Bradford for Everyone*. The roles and responsibilities of the local authority and community partners in delivering the strategy are described, as these were the nuts and bolts holding the framework together.

Discussion is organised into four sections that review performance against the key actions plan. The work of the Stronger Communities Team sits within the overarching framework of all council work relating to wellbeing and overseen by the Wellbeing Board. This Board is responsible for the high-level strategic direction of all work that contributes to the social, economic, and environmental wellbeing of the Bradford District population. The following diagram shows how the Stronger Communities Partnership links with the wider work of the Council.



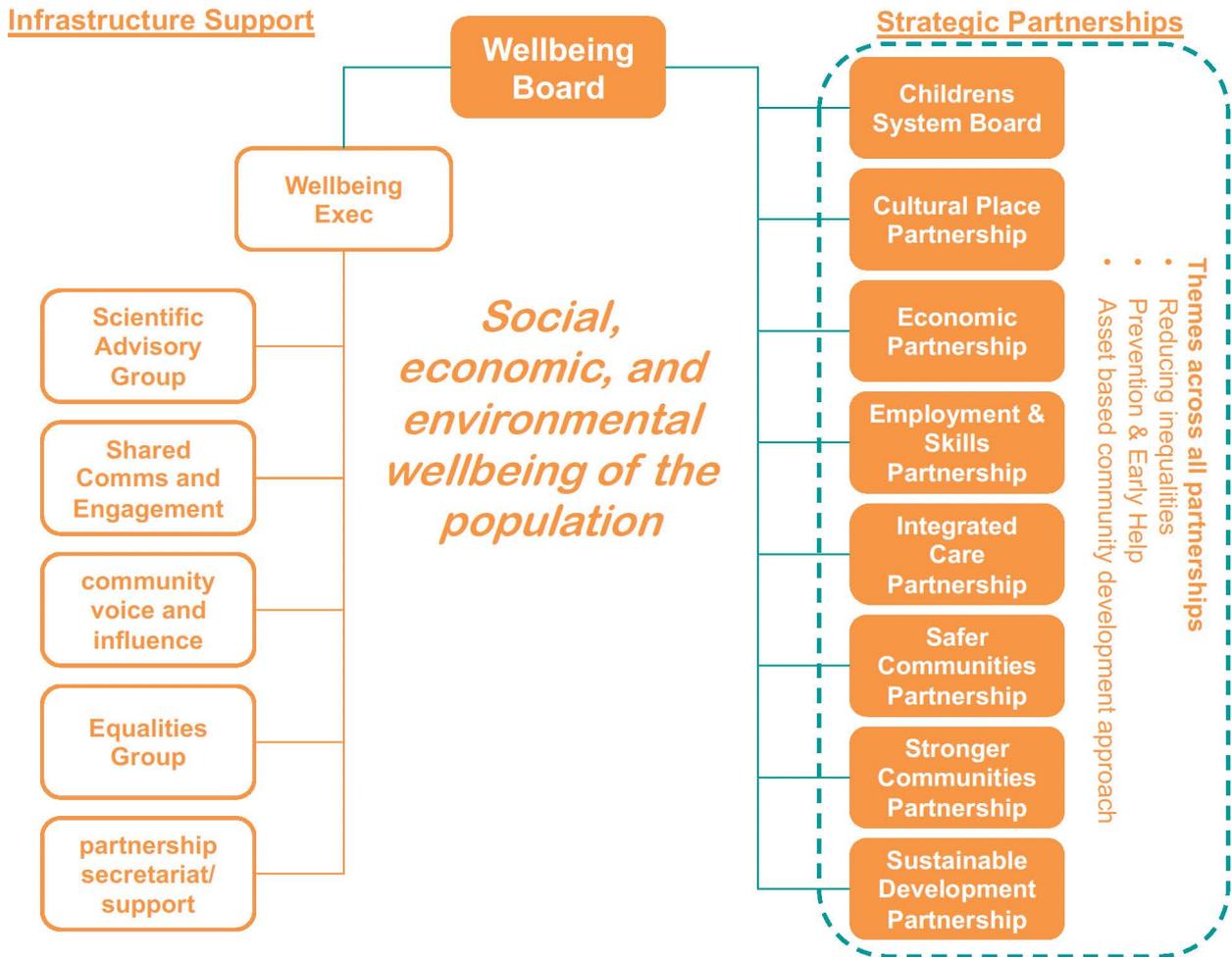


Diagram 4.1 Structure of the Wellbeing Board that provided strategic oversight of Bradford for Everyone

The following section elaborates on the more detailed framework for how the Stronger Communities team developed integration and cohesion strategies across Bradford District. Section 4.3 details the key partnerships that created the foundations for this work and how they linked with health and police strategic directions. Section 4.4 provides some detail on the ways in which projects were monitored, with rapid evaluations being conducted along the course of the programme allowing for adjustments to the delivery plan. It also provides information about how successful approaches were shared, both within the Council and with other stakeholders.

## 4.2 Setting out a framework for a partnership approach to develop local integration strategies across Bradford

As described by Diagram 4.1, the same themes are shared by all the partnerships inputting into the Council’s overarching outcome of ensuring the social, economic and environmental wellbeing of the Bradford District population. These themes are: reducing inequalities, prevention and early help, and utilising an asset-based community development (ABCD) approach. This ABCD approach involves

not only being aware of, and including into plans for any neighbourhood, the community buildings, such as libraries, schools, faith and community centres. It also includes the people who make positive things happen in their neighbourhood through whatever structures they choose to link their work to. Many of those structures are un-constituted community groups, such as mental health support groups, mother and baby groups or people with community languages that they can use to support people to translate letters and bills that they may receive. They are the people on the ground that residents turn to, alongside the more established community, faith and statutory provision.

The decision to give the title Project Support Officer to the members of the team operationalising the strategy was part of the ethos of the approach that was taken to successfully deliver the diverse and ambitious outcomes identified in the programme design. The Project Support Officers had two overarching roles: managing contracts and supporting smaller grass root organisations to plan, deliver, monitor and evaluate their work. The role also included campaign management, volunteer management, training, communications, and direct delivery of campaigns and the People Library. All this was carried out with the 'test and learn' ethos where failure to deliver specified outputs was not seen as failure of the group involved, but as an opportunity to learn more about what is needed in any particular context. Many of the outputs had to undergo major revision as a result of the restrictions imposed by the pandemic. The team worked tirelessly with everyone who had services commissioned as part of the programme. Operating very much within their ethos of providing support, not just waiting for results, some projects required a high level of support, others very little. The amount of work needed to support any given project was always an unknown and added both depth and connection to the programme's delivery mechanisms, but also a higher level of risk that would have been experienced had the strategy only involved working with more established providers. Different members of the team took the strategic and operational lead by theme:

- young people, education and housing and Intercultural Cities
- communities, new tech, volunteering and Shared Values
- migrants, LGBTQ+ and Make Sure it Adds Up.

This led to a joined-up approach across the programme and across different strategic goals. All their operational work was supported by the Evaluation and Project Improvement Officer who helped each core project develop a theory of change and logic model. She also helped partners build their capacity around data collection and evaluation methods. By working together on evaluation plans, the partners were better able to demonstrate the impact of their work. The Data Administrator was also a key member of the team, providing governance and contractual support. He also configured a data management system and collected all the data on Upshot where

projects did not already have their own system in place. All this work was overseen by the Programme Lead, who also managed key projects (particularly those added as a response to the pandemic) in addition to her strategic and management roles.



## Case study – from a Project Support Officer

We found that most projects engaged very well with Project Support Officers and our Evaluation and Improvement Officer, and that this was a successful approach which allowed improvements to be made during delivery rather than simply making assessments of what and why elements were less successful afterwards. Delivery partners required varying levels and types of support from the *Bradford for Everyone* team before, during and after delivery. Support needs that were common to most projects included expectation setting, understanding our specific data requirements, and marketing/promotion support via *Bradford for Everyone's* website and social media accounts.

One of our larger delivery partners was a Bradford-based national organisation specialising in school linking. This well-established organisation was very accustomed to data collection, evaluation, monitoring and marketing – and was also expert in its primary area of work within education. In this case support offered was often more about idea generation, encouragement to expand the scope of the work into new areas (e.g. Intergenerational Linking, Digital Linking (during Covid-19) and resource development for home schooling). The support was mutual in this case and ideas for improvement and collaboration flowed in both directions, as did honest and constructive criticism. This approach to Project Support was tailored to the capabilities and experience of the team within this particular organisation, and feedback has demonstrated that it worked extremely well for all involved.

Other organisations were very experienced, confident and capable at frontline delivery e.g. with young people that others might find it difficult to engage. However, some were less experienced in relation to data collection, evaluation and monitoring. In some cases, therefore, Project Support Officers would take a very hands-on approach to supporting these organisations to firstly learn about the importance of data collection, evaluation and monitoring. Then to actually set up structures to successfully incorporate these elements of project delivery into their work. Whilst this type of support was very time consuming for Project Support Officers, it did make a significant difference to our ability to fully understand how projects were delivered, who attended and what the benefits were. This support was always offered in an empathetic and un-patronising manner, recognising that personal and organisational skills do not always cover all areas, and that sometimes new approaches require time to become embedded within organisational cultures.

One example of the extent to which *Bradford for Everyone* officers might support a project came when a Project Support Officer and the Programme Lead spent a significant amount of time on a re-design of a Youth Leadership project in advance of the commencement of its third and final cohort. The co-design process involved a range of partners from educationalists, youth workers, Child Friendly City, City of Culture and associated trainers/facilitators in exploring what worked and to enable maximum benefit. The re-design drew on reflections about how the project might produce better outcomes for both the young people involved and for Bradford as it bid to become UK City of Culture 2025. All parties agreed that this pause and collective re-design, with significant *Bradford for Everyone* team support, proved an incredibly successful approach which reaped rewards for the young people involved, for the delivery partner, for the programme and for the District's future.

The Stronger Communities Partnership is made up of diverse sectors including education, housing, police and the Voluntary, Community and Faith (VCF) sector. All those sectors were engaged in feeding back their successes and their learnings via the Stronger Partnerships Board member representation. The Programme Lead was able to feed into their partnerships and forums via presentations, co-design activities and discussions. Regular briefing notes to the Council's Corporate Management Team ensured the highest strategic levels of the Council were continually aware of the work being carried out by the *Bradford for Everyone* programme and could also learn from the successes of the programme. Engaging with the Council's political structures ensured that the work was visible to councillors as the work progressed and adapted to the pandemic. Any questions or learnings from the programme could be followed up in the Area Committees, which all councillors attend. Individual councillors were provided with more detailed one-to-one briefings as requested.

Bradford is a partner in the Intercultural Cities (ICC) programme, a Council of Europe initiative which includes 150 cities. As highlighted in their 2019 report comparing a selection of participating cities, the ICC considers that *"the optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise"* (Council of Europe, 2019). Their report found that Bradford achieved a rate of 90% in its commitment policy, which is considerably higher than the city sample's rate of 70%. This recognised the many ways in which the ethos of diversity and inclusion is systematically embedded in the Council's work. The District communication was systematically celebrating the many positives of diversity and highlighting its commitment to inclusion and being welcoming. According to the findings of the ICC researchers, Bradford showed an aggregate intercultural city index of 74%. It was above average in most of the areas covered by the ICC Index apart from language policy and international outlook where it fell below the city's sample scoring. Its strongest areas were its commitment, education policies, public services, relationship with the labour market and business, cultural policies, public spaces, intelligence and competence and governance. The report recommended that these areas would still benefit from a stronger focus on intercultural integration with more intercultural policies and elements. Therefore, the *Bradford for Everyone* programme was launched into an already sophisticated web of policies and frameworks to support integration.

The *Bradford for Everyone* programme benefitted from wider activities within the Stronger Communities Team via the Delivery Coordinator and the Programme Lead ensured that the two areas were complimentary. The Programme Lead for *Bradford for Everyone* kept strategic and operational oversight of all aspects of the planning, commissioning, delivery and evaluation of the different elements. As the programme progressed, rapid evaluations were conducted by the Evaluation and Project Improvement Officer and the findings were incorporated into subsequent delivery plans. The Programme Lead was also a national voice for the programme, sharing the team's learnings with other integration programmes and wider social cohesion networks. To ensure a joined-up approach was adopted wherever feasible, she chaired and ended up co-ordinating the Befriending Steering Group, a project that also emerged due to Covid-19. She also attended the Mental Health Providers Forum as part of the Community Champions wellbeing work, sat on the Bradford District Digital Strategy Sub-group and attended the Care Coordination Group.

### 4.3 Key statutory partnerships

The role of health and social care in promoting and supporting integration was highlighted in the Indicators of Integration Framework (2019). The framework identifies the key issues as equity of access to health and social services and responsiveness of such services to the specific needs of the individual. It emphasises that good health enables greater social participation and engagement in employment and education activities. The health sector has clearly been involved in delivery and funding community partners to deliver through the Community Champions initiative, a national initiative that expanded dramatically during the pandemic.

In the context of the COVID-19 pandemic, roles within *Bradford for Everyone* team became dual, both in the continuation and adaption of the programme activities, but also working under the 'Covid Supporting Communities' theme. As new needs emerged, Bradford Council built on where communication was known to be effective, keeping things localised, involving community partners and, through those partners, supporting trusted individuals to deliver. The Department for Levelling Up, Housing and Communities (DLUHC) launched the Community Champions programme and the Council utilised this funding to build on what had already been learnt from managing the Ambassadors project. Important additions were built in to support volunteers, including clear remits, soft intelligence and agile and more responsive ways of working, such as utilising WhatsApp groups. The Community Champions project was added into the overarching four pillar framework that structures the *Bradford for Everyone* programme. It falls under the 'feeling safe' pillar - tackling misinformation and having difficult conversations, especially around views on vaccinations. The Make Sure It Adds Up campaign was formulated to tackle rumours (adapting learning from Barcelona's Intercultural Cities (ICC) programme). The campaign materials and training were then adapted to incorporate the COVID-19 context.

The overarching structure of the Wellbeing Board worked to ensure that the expansion of work allocated to the Stronger Communities Team complemented the approaches being taken by other services, including health and social care. The rapid evaluation of the Community Champions programme nationally (Public Health England, 2021) emphasises the importance of relationships at the grassroots level to support the public health messaging. The lessons learnt from the involvement of communities and devolving of funding to the neighbourhood level, provide material important for continuing to maximise the integration impacts of health and social care funding. The report notes that: "*community champions can be key connectors in communities, but these roles do not operate in isolation and need to be embedded in effective community engagement strategies*" (Public Health England, 2021: 3). Where such programmes have been embedded in a community development approach, as they have been through inclusion in the *Bradford for Everyone* programme, the report found that this can have a major impact on addressing health inequalities between different sections of the population.

*Bradford for Everyone* projects have often been regarded as exemplars in the field. For example, the Ambassador's group was utilised as a proxy measure for the population of Bradford District and the Programme Lead was often asked to contribute to different strategies, such as the Cultural and Anti-Poverty Strategies. How the team engaged with communities has been seen beyond Bradford District as a prime example of how to devolve decision-making to local people. The team also shared how they delivered Participatory Budgeting with other services internally and to other programmes, such as JU:MP (a project designed to test and learn more about what helps children aged 5 – 14 years and their families to be active). Bradford Council was highly commended for community involvement in the LGC Awards 2021.

West Yorkshire Police have been another key statutory partner in the *Bradford for Everyone* programme. Again, placed within the pillar of 'feeling safe', the Police and Hate Crime Alliance were the principal conduit between the work of the Safer and Stronger Communities teams and raised anything that cut across both partnerships. Regular conversations were held between the main lead for Safer Communities and the Lead for *Bradford for Everyone*. These communication channels supported complementary approaches, including with the anti-social behaviour and environmental teams.

Bradford Council, like most councils, largely keeps its work on the Prevent agenda (designed to tackle extremism) and its integration work quite separate. Whilst the Council's delivery of the Prevent agenda has largely gained a positive reputation in Bradford District, the *Bradford for Everyone* team was very mindful that their work was intended to be 'positive and asset-based' and therefore working to a different



ethos than the language used in the Prevent policies. Despite these differences of approach, the programme benefitted from a collaborative approach that both the Safer and Stronger Communities teams were able to utilise around the Make Sure it Adds Up campaign. The campaign materials have been widely used in schools in presentations and discussions led by members of both teams. This is an example of the benefits of Safer and Stronger teams working together.

In order to keep up with local, national and international events that may impact on integration and cohesion in Bradford, a regular reassurance and engagement group met throughout the programme to address any key tensions and issues. This was usually led by the Council's Assistant Director for Neighbourhood and Customer Services. Responsible for managing Neighbourhood Services and Safer and Stronger Communities (including Prevent), the Assistant Director was able to ensure that impacts were discussed across relevant teams. Relevant Council officers also received regular monitoring tension reports that came from the Police on fortnightly basis. This allowed to Council to act on information ahead of tensions accumulating without intervention. However, the impact of the *Bradford for Everyone* programme on reducing hate crime and anti-social behaviour was harder to quantify due

to changes in monitoring and reporting. The exceptional circumstances of the COVID-19 pandemic also created a unique context. Significantly, although to what extent it was because of the Integration funding, the Beyond Us and Them research shows that Bradford managed to maintain higher levels of local and national trust, higher levels of volunteering, higher levels of social connection, and higher levels of neighbourliness over the course of the pandemic (Abrams et al. 2021: 11). The implications for long-term resilience to shocks, such as the pandemic, is important to recognise. Cumulative data from all the locations included in the Beyond Us and Them research indicates that funding spent on integration and social cohesion has much wider benefits that create cost savings in other areas of spend and opportunity, such as through mental health impacts.

## 4.4 The Delivery cycle and partnership working

Larger projects benefitted from a bespoke Theory of Change, developed through applying the logic model methodology with whichever community partners were involved in delivery. The design of the logic models helped to keep partners in the initiative moving in the same direction by providing a common language and point of reference. Each logic model explained why the strategy chosen was understood to be a good solution to the specific integration issues it was addressing. The evaluation of whether the method chosen was working or not could then be made against pre-agreed specific criteria. By having these logic models in place at the beginning of the delivery process, it was possible to conduct both rapid evaluations at various points in the delivery and to adjust as necessary, especially when the pandemic changed the context, impacting both on what was possible and what could be achieved within the new constraints.

### There were essentially 10 steps involved in creating these logic models:

defining the anticipated impacts, which involved recognising the importance of starting to define these with a set of questions related to anticipated impacts and what the future could look like if the project was successful.

addressing the target population served by the project and who the project is designed to help.

long-term outcomes, the types of system change needed to reach that vision.

intermediate outcomes, narrowing the focus to those behaviours and actions that will lead to the long-term changes.

short-term outcomes or “What Needs to Change Right Now”. These may be changes in knowledge, beliefs, and attitudes that can be measured either through quantitative or qualitative methods within the timeframe of the project delivery. However, outcomes can also be hard to measure and intangible.

identifying the essential activities that will lead to this change.

agreeing the outputs that the activities will produce and how these will be measured. These represent steps towards achieving the desired outcomes.

determine what resources are needed to fund and staff the activities. This then has to be brought into line with the amount of funding that might be available, and the plan adjusted accordingly.

reviewing each step to ensure one section flows logically into the next.

transferring each step into a more structured logic model and sharing with all stakeholders.

Smaller projects (e.g. Innovation Fund) had lower expectations placed upon them to develop Theories of Change and Logic Models due to their reduced infrastructure and sometimes lack of experience of monitoring and reporting on their work. However, the 'test and learn' approach was highlighted at the funding application stage, and these smaller projects all had input around evaluation, data and monitoring, before delivery commenced, as well as having access to additional Project Support as/when required during and after delivery.

The Partner Forum (morphing into the Diversity Exchange and emerging from the Council's Equalities system work) is one of the most successful ways in which the team reached/engaged lots of people around their work. Quarterly Delivery Partner Sub-Group meetings were a key method used to discuss how the programme was progressing and to ensure that projects were able to cross fertilise learnings and benefit. The Council team worked with partners to share good practice via a quarterly newsletter that went out to over 600 stakeholders. The team attended various related meetings, forums and networks to convey the ethos, successes and learnings from the programme and there was a regular blog on the *Bradford for Everyone* website. The team also delivered presentations via ICC internationally and across the country (for example, to the Local Government Association). The participatory approach resulted in members of the team being asked to act as advisers to Manchester City Council, ICC internationally and to chair the Local Government Integration Network and the regional refugee integration network. The team presented at conferences on numerous topics including "Systemic Discrimination", "Interculturalism", "Anti-Rumours", "Shared Values", "Roma inclusion", and "anti-racism vs Interculturalism" as well as providing updates to other Intercultural Cities around the District's involvement in the 'Business and Social Cohesion' project (led by Belong) and the 'Social Trust Barometer' (a collaboration with social innovators in Canada).

The Programme Lead hosted a quarterly programme managers' meeting to help coordinate different programmes across the District and collaborate as needed. For example, *Bradford for Everyone* added its list of indicators to the city's LEAP programme for young people and Bradford's City of Culture bid. The programme's mid-point review (2020) was disseminated to all partners in the programme and to MPs and councillors. This resulted in deeper connections with some of the MPs who were keen to build the learnings from the programme into national strategy.



## 4.5 Learning when to change project design as part of the 'test and learn' ethos

While most projects ran successfully, adapting to changing needs as they progressed, the Stronger Communities Partnership Board decided to end delivery of a small number of projects earlier than planned. Sometimes this decision came at a time when delivery was paused (and unsafe) due to the Covid-19 pandemic. However, wherever possible, the *Bradford for Everyone* team worked with partners to adjust delivery within the new restrictions. The primary reason for ending a project early was because of concerns about data quality, reporting and evaluation – that at the end of the project there would be insufficient evidence to satisfactorily prove what worked, what didn't, why and for whom.

### Case study – from a *Bradford for Everyone* community sector partner

Being supported and part of the *Bradford for Everyone* programme has been valuable to us. Delivery Partner Forums meant that we could connect with other BfE project leads, resulting in new contacts made and meetings to discuss future partnership working.

Attending BfE training and networking events has also been valuable in supporting our learning around methods and approaches and connecting us to others eg Observation training, Co-design and co-production, Partner Forums, Citizen Coin etc. As a result of attending the Observation training, The Leap project was introduced to a youth worker at Mary Magdalene Church. We now support some young people at the centre across our programmes and will continue to work together and connect opportunities.

Despite being difficult times during the pandemic, *Bradford for Everyone* ran regular online events for sharing learning and networking as well as online check-ins for us to update on progress and both parties to share pertinent information about opportunities and strategic development.



### Key learnings from where it was necessary to end a project before the end:

It is important to have all stakeholders engaged - and that they fully understand the purpose, processes and strategic aims of a project - before planning and delivery commence.

That the project team needed a colleague with dedicated time for data management and reporting as it is essential for a project of this type, within a research and evaluation based programme, and that this colleague should be present from the outset.

Project management skills are a vital element of delivering complex district-wide projects with requirements for in-depth data reporting and monitoring of participant views and behaviours at the beginning and end of delivery.

It is clear from anecdotal evidence that many projects with undeveloped project management, data collection and monitoring processes still had much potential to improve understanding between groups of people from different backgrounds or geographic areas, and that together these people can form common goals and common bonds across these perceived divides.

Where linking of diverse groups was involved it was important to assess participants' readiness and to prepare them for mixing with others.

Building evaluation skills among funded organisations can help them develop a culture of learning and reflective practice and encourage them to gather meaningful information to demonstrate the impact of their work.

These findings have relevance for Bradford Council's wider commissioning and procurement policies. The benefits of engaging directly with businesses and communities are much wider than the aims of the *Bradford for Everyone* programme alone. The lessons learnt by the *Bradford for Everyone* programme have relevance for all services run by the Council. The Equalities Plan puts the voice of local people at the heart of Bradford's Equalities Strategy with a commitment to co-production of services with local people and organisations.

As an arms-length central government funded programme, most communications were via the Council communications team. However, some the main structural elements were managed by the *Bradford for Everyone* programme, including a calendar of relevant awareness days, weeks, months and involvement in key collaborative ICC led campaigns throughout the year e.g. Migrants Day, Refugee Day, Cultural Diversity Day.

## Chapter 5

# Overall programme focus

### Key Findings

- The *Bradford for Everyone* programme was highly successful in directly engaging a huge number of people (over 36,000) across the District. It also reached another 122,000 indirectly through public events, social media and campaigning materials, and hundreds of thousands more via its website and social media platforms.
- The programme did not adopt a ‘one size fits all’ approach to integration. It focused instead on how the challenges facing the District varied from one place to another and on funding projects that met the needs of each place and its communities.
- By looking at the barriers to integration for all groups, the programme managed to effectively engage people from different demographic profiles, ensuring that White British communities with generations of unemployment were included alongside those most vulnerable to discrimination and marginalisation.
- The inclusion of low wage/low-income as an additional protected characteristic challenged some of the more traditional ways that integration has been viewed. Rather than focusing resources solely on projects designed to encourage ethnic minority groups to integrate, the programme targeted a significant proportion of activity towards supporting White working-class and other low-income communities to be better able to access support, training and employment.
- Rapid evaluation processes were used at various points during project delivery, where projects were tweaked and adapted due to the pandemic and other issues/challenges. These involved Ambassadors and Project Support Officers in supporting the quality assurance through collaborative partnership arrangements with project delivery organisations.
- The structure of the four pillars successfully addressed the key underlying mechanisms impacting on integration in the context of Bradford: providing hope for the future by giving people support to move forward in their lives and to be able to take up available employment, learning and volunteering opportunities; increasing levels of respect between people of different backgrounds and developing people’s understanding of rights and responsibilities; building constructive and trusting relationships between people from different backgrounds and between communities and Bradford Council and other service providers, particularly through the Stronger Communities Partnership for strategic direction; creating a context in which people feel safe.



- Logic models were created for each core project before it began, creating a strong framework to measure the success of associated outcomes. The ‘test and learn’ approach was embedded into the entire programme, with changes being made along the way utilising the rapid evaluation data collected during each project and adapting to changing circumstances.
- Factors outside of the control of Bradford Council had major impacts on the outcomes, including: the COVID-19 pandemic; changes in the economy including businesses and community organisations struggling to survive; impacts of Brexit (particularly on Eastern Europeans who had made their home in Bradford District); rising levels of poverty nationally with more people needing to use foodbanks; shortage of affordable housing putting pressures on historically segregated residential areas; longstanding health inequalities particularly impacting on minority ethnic communities and people living on low incomes/wages; and continuing cuts to the local authority budget resulting in basic services being withdrawn.
- The co-design and co-creation approach applied by the *Bradford for Everyone* team reaped tremendous benefits in terms of effectiveness of the programme and building trust between community providers, key individuals in community leadership positions and the Council. This type of commissioning process works well for getting to the heart of what is needed in communities and for ensuring that needs are addressed. It also positions the Council in the role of co-producer and actively supports the capacity-building and skills development of the voluntary and community sector.
- All 14 Indicators of Integration (Home Office, 2019) were addressed either directly or indirectly.
- Numerous examples of best practice can be drawn from the programme and the team demonstrated a commitment to sharing their learning through both UK and European networks.
- Legacy issues were considered and, wherever possible, future work was being embedded into the remaining teams and the learnings taken forward within the Council structures.

This chapter reviews the delivery of *Bradford for Everyone* programme, focusing in particular on the local interventions and projects supported by funding received by the Department of Levelling Up, Communities and Housing. The programme developed support and advice processes across systems and services to ensure that integration was factored in during design and implementation stages. While the Project Support Officers were focused on building capacity within delivery partners, the Programme Lead was supporting their work through seeking opportunities for matching funding, new funding and influencing integration strategically for sustainability. This chapter serves as a process evaluation of the overall *Bradford for Everyone* programme. The sections below outline key details about the commissioning, funding, delivery, and demographic and geographic reach of the projects supported by the Bradford for Everyone programme. It looks at some of the activities implemented across the programme and at the outputs that were achieved. The next chapter, Chapter 6, focuses on an outcomes evaluation of the different projects and considers whether the programme as a whole achieved its overarching outcomes.

Both qualitative and quantitative methods were used to collect evaluation data as part of each project's monitoring returns. The minimum data set included participants' socio-demographic data. However, data was also collected through observations and focus groups and interviews with the participants, volunteers and project delivery teams. Rapid evaluation processes were used at various points during project delivery, where projects were tweaked and adapted due to the pandemic and other issues/ challenges as they progressed. These involved Ambassadors and Project Support Officers in supporting the quality assurance through collaborative partnership arrangements with project delivery organisations. Ambassadors were drawn from across the District's different communities, providing diverse input into the programme. The Ambassadors formed a link between the strategy and local people. They supported social mixing by creating opportunities and a safe space for conversations. However, more importantly, Ambassadors had an important role to play in furthering the Council's understanding of its work in local communities. They were involved in helping to design, commission, promote projects. They were also trained in Observation skills which were valuable when conducting rapid evaluations with programme staff from the Council.

## 5.2 Projects and initiatives included as part of *Bradford for Everyone*

*Bradford for Everyone* commissioned a total of 85 projects, with 23 core projects (ranging from 3-36 months in delivery) and 2 campaigns. A designated pot of funding was set aside to fund 60 smaller Innovation Fund projects, which were able to be responsive to emerging new issues and tensions and to test and learn new approaches and methods at District-wide, local and hyper-local levels (please see Table A).

### Funding for all of these projects was split as follows:

£2,236,031 was allocated to core projects and was split across the priority areas (Getting on 48.3%; Getting Along 21.2%; Getting Involved 16.7%; Feeling Safe 13.7%)

£154,000 was allocated to communications and campaigns

£225,000 was allocated to the Innovation Fund (from this, £10,000 was allocated to each Area Committee to oversee delivery)

£1,000,000 was added to the programme for the Community Champions project as a response to the pandemic

65% of funding was spent in the Voluntary, Community and Social Enterprise (VCSE) sector

### 5.3 Overall programme focus and approach

The *Bradford for Everyone* programme did not adopt a ‘one size fits all’ approach to integration. It focused instead on how the challenges facing the District varied from one place to another and how the programme needed to vary in a way that was specific to each place and its communities. The focus throughout was not on the few, but on society as a whole. It looked at addressing the issues of barriers to both integration and to all groups of people having the same life chances. That meant ensuring that White British communities with generations of unemployment were included alongside those most vulnerable to discrimination and marginalisation. *Bradford for Everyone’s* data and evidence showed that the following communities needed support:

			
<p><b>Young People</b> Attainment, Identity and Belonging, Schools, Economic Inactivity, Aspiration</p>	<p><b>Women</b> Economic Inactivity, English Language, Participation/Social Mixing, Aspiration and empowerment</p>	<p><b>Poorer Communities</b> Economic Inactivity, Aspiration, Participation/Social Mixing</p>	<p><b>New Communities</b> Orientation, English Language, Economic Inactivity, Participation/Social Mixing</p>

The *Bradford for Everyone* programme encouraged and facilitated opportunities for reciprocity, interculturalism, social mixing and economic opportunities as a general ethos across its work in the District. The programme built on evidence of best practice as well as developing new and innovative approaches where these were necessary and where there was evidence of need. *Bradford for Everyone* developed a series of measurable outputs and outcomes so that the impact of the interventions made could be measured and understood. In doing so, the programme linked to and continued to deliver on District-wide work on integration, building strength and resilience within its communities.

## 5.4 Who did the projects engage?

The *Bradford for Everyone* programme was highly successful in directly engaging a huge number of people (over 36,000) across the District. It also reached another 122,000 indirectly through public events, social media and campaigning materials, and hundreds of thousands more via its website and social media platforms.

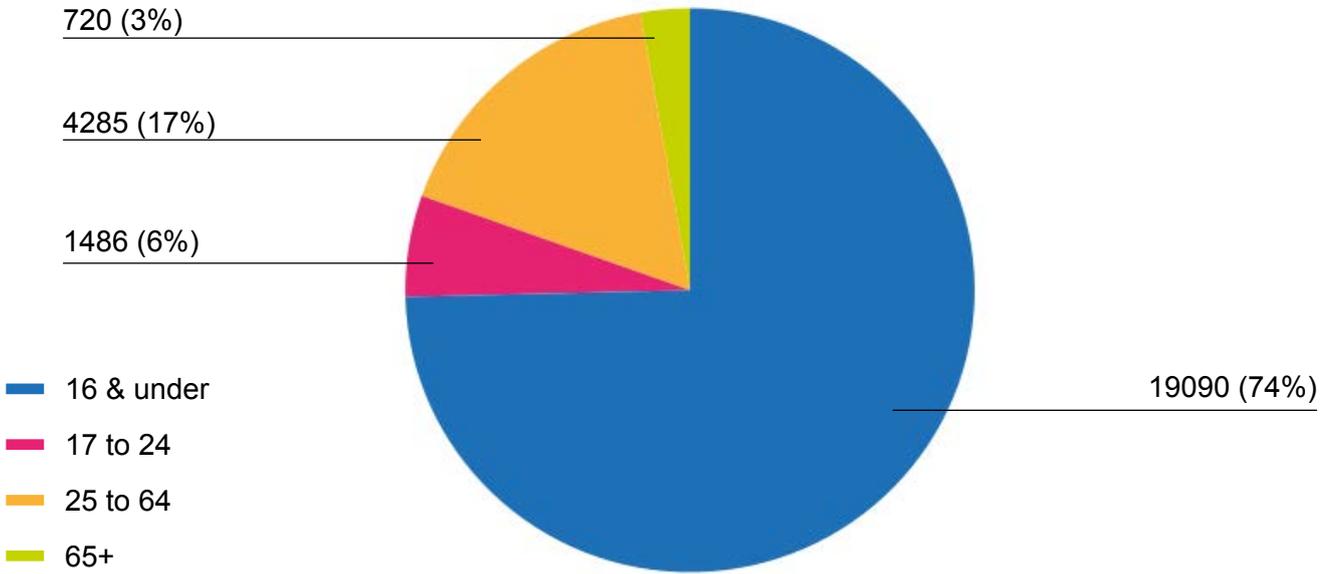
Larger commissioned partners collected data using their own systems. For example, around 19,000 students benefitted from The Linking Network's interventions. The team at Bradford Council agreed at the outset not to include data sharing agreements with all of its commissioned partners as it would have resulted in the council holding unnecessary participant data. It also streamlined the commissioning process for organisations with well-developed systems already in place. A minimum data set was captured across many of the smaller projects using Upshot. Some projects returned more comprehensive data sets than others. The figures included below provide information from the data that was available from across all the projects and from Upshot for greater detail, offering a snapshot of the demographic and geographic reach of the programme. The available demographic data from the programme shows a wide reach across age, gender, ethnicity, religion, age and wards, and across settled, receiving and migrant communities.<sup>1</sup>

The inclusion of low wage/low-income as an additional protected characteristic provided a rationale for working across communities with higher levels of socio-economic deprivation regardless of ethnicity. In doing so, it challenged some of the more traditional ways that integration has been viewed. Using a data/evidence-led approach meant that the programme did not only target supportive interventions at minority ethnic groups, but at all groups that required support – e.g. low-income White communities, the elderly, women. Being led by the data regarding where the need was, the programme successfully avoided any criticism that an unfair proportion of resources were being directed at minority ethnic communities at the expense of poorer White communities. It also included projects, such as Citizen Coin, that aimed to attract all Bradford District's population to engage more in volunteering. Many organisations relying on volunteers to deliver parts of their services participated in Citizen Coin. The scheme also benefitted local businesses who offered ways in which the virtual coins could be spent, with the aim of increasing footfall into their businesses in the longer term and providing a marketing opportunity for them. These varied from hairdressers and florists to cafés and takeaways.

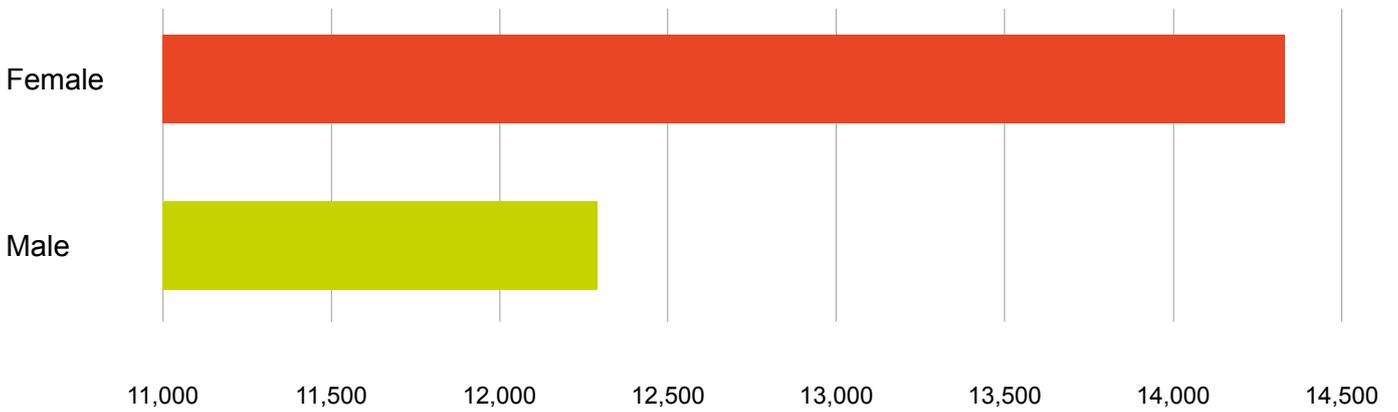
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<sup>1</sup> Data from the Innovation Fund projects accounts for roughly 25% of the total records collected on Upshot. As data from this scheme was recorded via a head count format, the session with the highest recorded attendance from the project in question was used as representative of the reach of the programme.

**Chart A: Recorded ages of BfE participants**

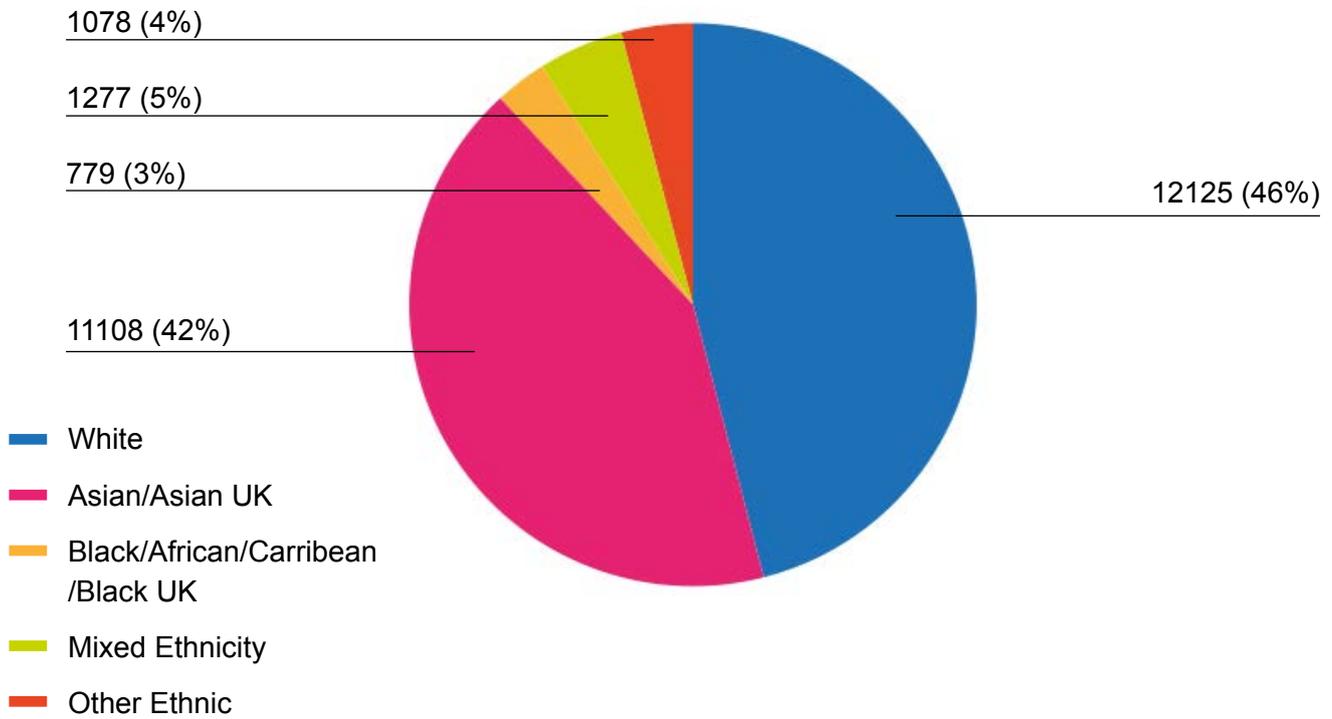


**Chart B: Recorded sex of BfE participants**

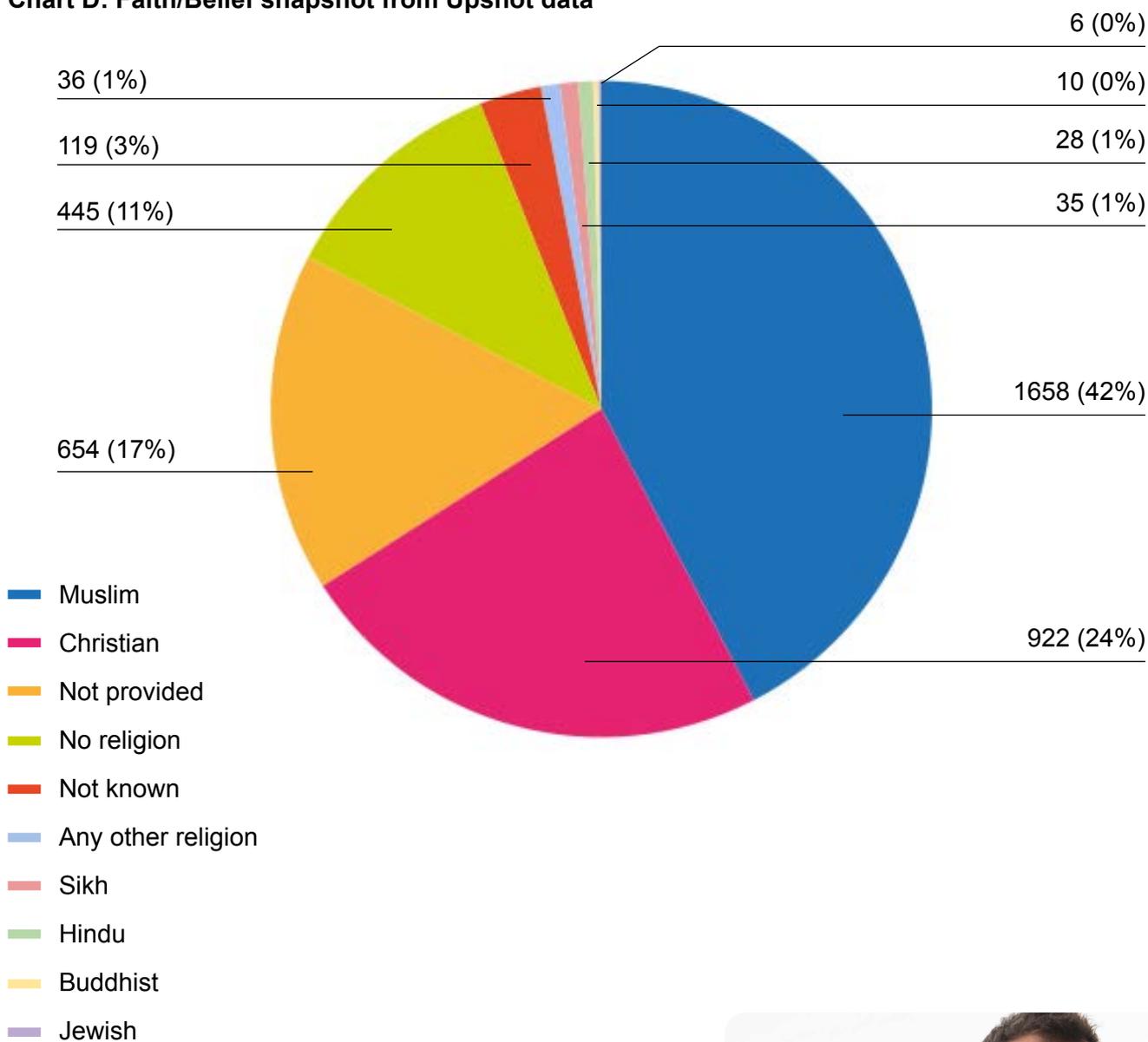


Note: 42 participants stated their sex as 'Other'

**Chart C: Recorded ethnicity of *BfE* participants**



**Chart D: Faith/Belief snapshot from Upshot data**



**Table A**

\* Country of Birth stated by participants included 91 different countries with the 15 most commonly cited listed below (from Upshot data, so does not include all projects).

Country of Origin/Birth	Number of participants
<b>UK</b>	<b>1157</b>
<b>Pakistan</b>	<b>641</b>
<b>Slovakia</b>	<b>147</b>
<b>Bangladesh</b>	<b>105</b>
<b>Congo, Democratic Republic of the</b>	<b>64</b>
<b>India</b>	<b>58</b>
<b>Sudan</b>	<b>53</b>
<b>Poland</b>	<b>45</b>
<b>Iran</b>	<b>39</b>
<b>Iraq</b>	<b>39</b>
<b>Romania</b>	<b>36</b>
<b>Czech Republic</b>	<b>34</b>
<b>Syria</b>	<b>26</b>
<b>Nigeria</b>	<b>21</b>
<b>Somalia</b>	<b>21</b>



Chart E: Ward snapshot from Upshot data

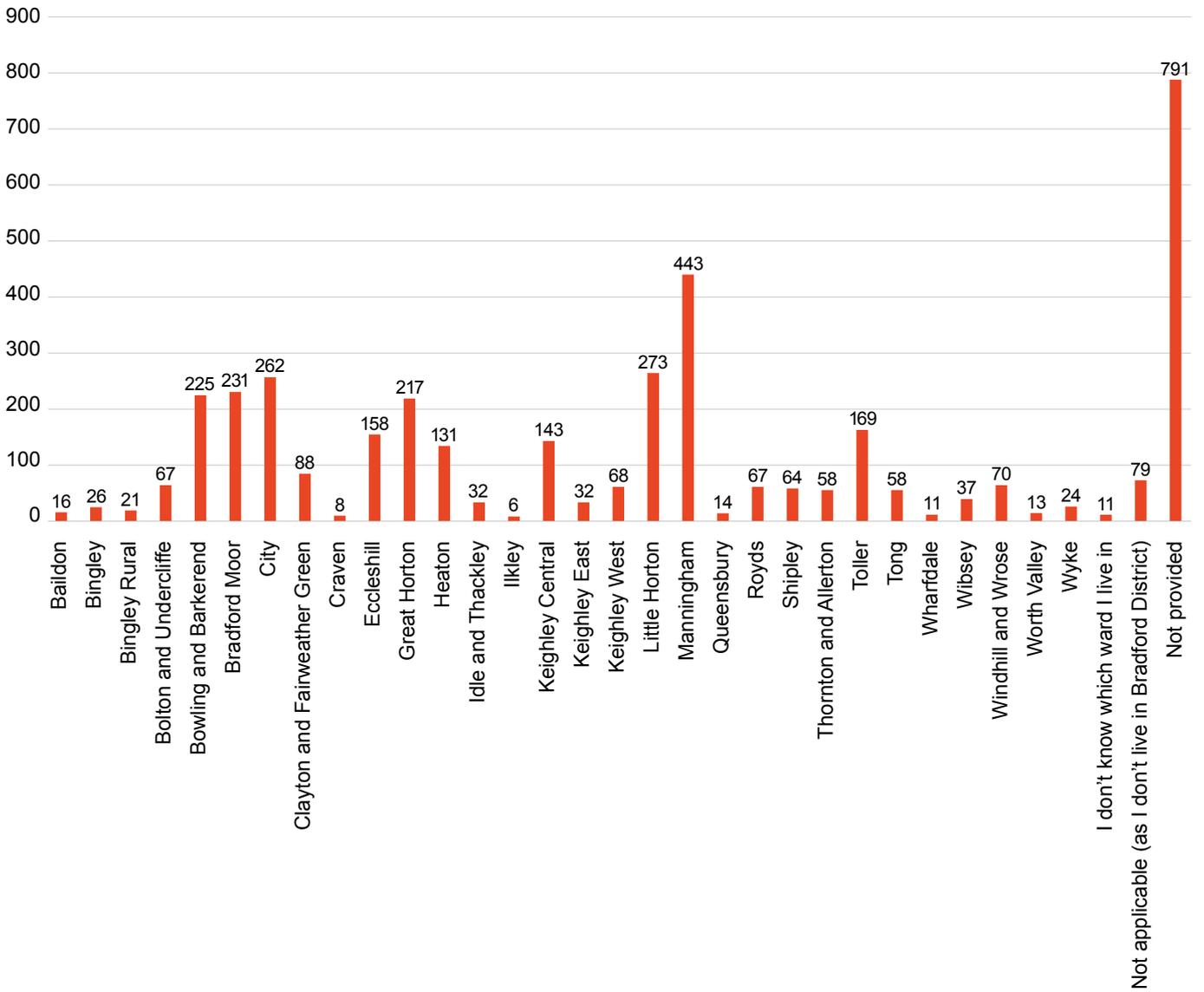
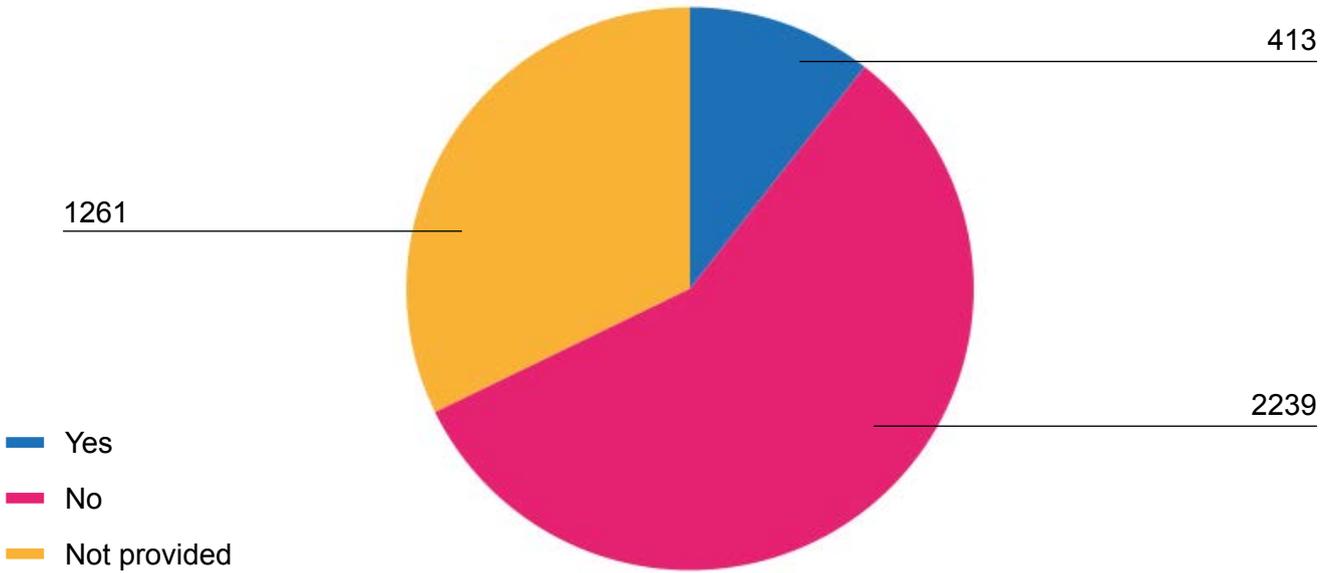


Chart F: Disability snapshot from Upshot data



## 5.5 Mapping the Strategic Outcomes with the Eight Impact Areas Framework

The projects brought different individuals and communities together through food, activities, conversations, games, health, art and culture, employment opportunities and language-learning activities. As outlined in Chapter 3, the projects were commissioned around four key pillars: **Getting On, Getting Along, Getting Involved** and **Feeling Safe**. The table below maps the strategic outcomes under each pillar with the eight impact areas. Whilst sitting within a particular pillar, most projects had positive outcomes or influence on multiple pillars. The pillars are mutually supportive with no one approach working in the absence of the others.

Pillars	GETTING ON	GETTING ALONG	GETTING INVOLVED	FEELING SAFE
Strategic Outcomes	More people will have improved their quality of life, feel happier about the future, be able to fully participate and be better equipped to engage in the economy	More people will have an increased understanding and respect for other people's views and cultures, and will also understand the rights and responsibilities of living in the District and the UK.	More people from all backgrounds will connect with others, participate in civic life and get involved in their own communities.	More people will say they feel satisfied with the neighbourhood and feel safer across our District.
Why do these outcomes matter in integration?	<p>Work and skills promote social and economic integration. Lack of access to education, skills or employment act as barriers to integration for individuals in all communities.</p> <p>Workplace diversity is linked to higher levels of social interaction between people of different backgrounds, thus creating greater positivity about difference, reduction in prejudice and increased friendship. Diversity in work places also leads to increased creativity, productivity and innovation.</p> <p>Having limited or no English in everyday life can create practical barriers for people to mix with others, to access services independently, to achieve their fullest potential in and employment.</p>	<p>Diverse social networks are important for people to achieve their full economic and educational potential, and to build bonds and trust between different communities and build a strong feeling of community. Social mixing is an enabler to social and economic opportunities as well as makes people aware of other cultures and people who are different from them.</p> <p>For both new and established communities, having a shared, common set of values can help to bring people from different backgrounds together. This increases their sense of community.</p>	When people take part in civic life in order to influence or make decisions, they feel part of the society.	Feeling safe and connected to where one lives is an important integration outcome. An integrated community is where people from different backgrounds, cultures and races respect each other and their views, trust each other and pull together to make their place a better and secure place to live.

<p>Priorities</p>	<p>Addressing unemployment in those furthest away in the labour market Challenging leadership &amp; culture on recruitment Meeting unmet needs for those wanting to learn English.</p>	<p>Promoting greater interaction, dialogue and understanding between people from different backgrounds given the diversity of the population and the extent of residential and educational segregation; Ensuring that people understand fully their rights and freedoms and their responsibilities.</p>	<p>Generating and connecting people to opportunities to participate in community and civic life and strengthening leadership.</p>	<p>Tackling hate crime and the fear of hate crime so that everyone feels safe.</p>
<p style="text-align: center;"><b>Underpinned by Shared Values for Bradford District</b></p>				

The next five chapters explore the quantitative and qualitative impact of the local projects and interventions supported by *Bradford for Everyone* using the four-pillar framework. They review and draw conclusions about the delivery and impact of projects based on the individual evaluations of 23 core and 60 smaller projects based on the Eight Impact Areas Framework plus two campaigns. The task of providing an overall evaluation of the project outcomes was greatly supported by the logic models that were created before any larger project began. These mapped the intended outputs and outcomes onto the four-pillar framework and included specific and measurable outcomes evaluation measures. Any programme of this nature will require longer than the period of three years to demonstrate the sustainability and depth of any changes that are identified. Therefore, this review should be understood as a evaluating a work in progress. Context including the pandemic, history, financial challenges, national policy and waves of migration due to war are just a few of the factors influencing the success of any integration initiative and these are continuously changing and evolving. However, feedback and progress on meeting outcomes of individual projects can demonstrate steps towards integration.

With that proviso, the overall programme was highly ambitious with impressively focused plans and evaluation methodology that ultimately will benefit all of Bradford District’s population. To have achieved so much during a pandemic is something that all those involved in the planning, delivery and participation in projects linked to the *Bradford for Everyone* programme can rightly be proud of.

# Pillar 1 Getting On



Projects commissioned under the Getting On pillar focused on addressing unemployment in those furthest away from the market place; on challenging leadership and culture around recruitment; and on meeting unmet needs for those wanting to learn English.

### Key Findings – Progress towards meeting the strategic outcomes for Pillar 1:

**More people will have improved their quality of life** - Employment is an important measure of quality of life. Bradford remains an area of low-skilled employment and relatively high unemployment with a rate of 7.2% of the working age population claiming unemployment benefit (compared to a claimant rate for Leeds City Region of 4.4%, for Yorkshire and the Humber of 4.3% and for the United Kingdom of 4.0% (ONS, 2022). The effects of the pandemic on quality of life are reflected in the findings of the wellbeing survey (ONS, 2021) where the annual declines in personal well-being recorded for the year ending April 2021 in the UK were the greatest seen since measuring personal well-being began. For life satisfaction (0.27 point decline), anxiety (0.26 point increase), happiness (0.17 point decline) and feeling that the things done in life are worthwhile (0.15 point decline). However, at an individual level, 1,635 people received direct support through the programme, helping them to improve their quality of life many going into employment.

**More people will feel happier about the future** - Average ratings of happiness declined across the UK compared with the previous period with Yorkshire and The Humber (0.20 point decrease) recording one of the largest drops (ONS, 2021). Therefore, the findings from many of the participants in the projects in this pillar are in marked contrast to these national trends. The extra support given to people a long way from the labour market, challenging the leadership and culture on recruitment and meeting the unmet needs of those wanting to learn English demonstrated qualitative improvement in participants' hopes and expectations for the future.

**More people will be able to fully participate and be better equipped to engage in the economy** – More than 600 learners of English were able to continue their learning and receive orientation about Bradford District despite the restrictions imposed by the pandemic. Creative use of telephones and digital learning was part of building resilience. The Inclusive Employers project has contributed to challenging and improving the ethos within large and small employers to strengthen equality, diversity and inclusion in workplace settings. According to the two participating organisations, small increments have been made to improve workforce diversity with Bradford Council, from Dec 2020 to Dec 2021 there has been a 1.5% increase of minority ethnic groups (19.9%) and 5.6% increase of females (53%) in the top 5% pay scale. Yorkshire Building society has seen increased female representation in level E and above roles from 39% in 2019 to 46% in 2020. This has been achieved a year earlier than planned. Also, the more than 17,000 users of the Welcome to Bradford website for new arrivals gained useful information which could positively change their lives.



## 6.1 Process evaluation

This section explores whether each project met its intended reach, levels of engagement and quality.

Project and description	Actual outputs
<p><b>Sector-based Academy funded through DWP</b></p> <p>Thornbury Centre, Ravenscliffe Centre and Keighley Association for Women and Children's Centre were commissioned by DWP to run a course to help women, especially those from BAME backgrounds, into employment. The course ran in partnership with Bradford College and Job Centre Plus to provide ESOL, accredited learning and job seeking support</p>	<p><b>Keighley Association for Women and Children's Centre</b></p> <ul style="list-style-type: none"> <li>- 31 people engaged with a key worker</li> <li>- 22 people completed culturally relevant taster opportunities</li> <li>- 15 people completed ESOL &amp; Pre-entry employability course</li> <li>- 15 people started routes into work</li> </ul> <p><b>Thornbury Centre</b></p> <ul style="list-style-type: none"> <li>- 55 people completing 8-week college course on ESOL and Employability Skills</li> <li>- 43 people completing 4-week Sector Based Work Academy</li> </ul> <p><b>Ravenscliffe Community Centre</b></p> <ul style="list-style-type: none"> <li>- 8 people starting Prep 4 Life and ESOL courses</li> <li>- 16 people starting Prep 4 Work course</li> <li>- 16 people attending Job Club</li> </ul> <p><b>Although recruitment was lower than originally planned, due to the pandemic, the community partners went above and beyond for their users. Support offered included Maths and English support, housing help, food bank support, personal care packages, financial support, referrals to other support organisations etc. Community organisations created a holistic picture of each participant in order to remove a number of different barriers to help them to move forward in their lives.</b></p>

<p><b>Graduate 2 Work funded through DWP</b></p> <p>This project was a 13-week programme supporting unemployed and economically inactive graduates, mostly from BAME backgrounds, living in Bradford District to find work and sustain employment. The project was developed and run in collaboration with Aspire-igen, University of Bradford Careers and Employability Service, Job Centre Plus, and local employers</p>	<ul style="list-style-type: none"> <li>- 60 starts across 4 cohorts</li> <li>- 15 participant completers</li> <li>- 12 graduate employment outcomes</li> <li>- Of the 43 graduates sharing data, 28% were White British and 72% came from BAME backgrounds</li> <li>- 21 of the graduates were successful in finding employment following course completion</li> <li>- 4 reported setting up their own businesses and enterprises</li> <li>- 11 graduates who moved into employment were from a BAME background</li> <li>- 25 graduates reported feeling confident and actively seeking employment or an unpaid or voluntary placement</li> </ul> <p><b>G2W workshops were flexibly delivered to meet, where possible, the needs of individuals in each cohort. Graduates demonstrated their improving networking skills over lunch with the employers. Employers were essential part of this project. The networking lunches resulted in a number of graduates taking up work placement opportunities and employer mentoring opportunities with employers they had met at the lunches.</b></p>
<p><b>Grandmentors</b></p> <p>The Grandmentors project was delivered by Volunteering Matters who are experienced in delivering similar, successful, projects across the UK.</p>	<ul style="list-style-type: none"> <li>- Mentees referred from across Bradford District but with an emphasis on the most deprived wards</li> <li>- 30 volunteers trained and ready to be matched</li> <li>- 14 young people were matched with a mentor and 12 completed the mentoring process</li> <li>- Worked with a further 13 young people who were referred but not matched</li> <li>- 2 mentees are attending college and another has a place to start in Sept 2022; 4 have gained either full- or part-time employment; 2 have joined training programmes</li> </ul> <p><b>The outputs had to be reduced due to the pandemic but was considered a highly successful project with wide range of potential benefits. It raised aspirations, employability, self-confidence and connectedness in NEET (not in employment, education or training) young people between the ages of 16-24 years through sustained mentoring by residents of 25 years and above. The age of mentors was unique to Bradford district, which recognised live skills and experiences could come from a much broader age range. The project also reduced social isolation, increased social mixing and broke down intergenerational barriers. Match-funding was being sought to extend this project for a further three years.</b></p>

<p><b><i>Inclusive Employers</i></b></p> <p>This project is being delivered by Grant Thornton working with Bradford Council and Yorkshire Building Society, two Participating Organisations (POs), to ensure both organisations are more accessible to a diverse talent pool and be able to support, develop and promote this talent appropriately</p>	<ul style="list-style-type: none"> <li>- 2 x POs inclusion data set</li> <li>- 2 x POs benchmarked against the Maturity Model</li> <li>- 2 x POs completed questionnaires and benchmarked employees' perceptions with surveys reaching over 1500 people</li> <li>- Grant Thornton ran 3 webinars and produced an Inclusive Employers toolkit utilised by Network members and available on the web more widely</li> <li>- 100 people in the Employer's Network, with around 30-50 people attending each meeting</li> </ul> <p><b>Managed to attain all targets, exceeding its targets for the Employer's Network by 100%. The Inclusive Employers project operates in a context where this is currently at the forefront due to the rise of health inequalities. Each employer had received a number of recommendations, but would take some time to implement and see impact. Efforts would need to be made consistently and resources committed to shift the dial.</b></p>
<p><b><i>ESOL Advice Hub</i></b></p> <p>The aim of this project is to find out the experience(s) of ESOL learners about their learning journey through needs assessment and focus groups, what barriers (if any) they experienced and what can be improved</p>	<ul style="list-style-type: none"> <li>- 476 Baseline Needs Assessments carried out by May 2022</li> <li>- <a href="#">Learning English</a> Website has over 40 Bradford providers registered</li> <li>- Successful test and trial of the lower-level English For Everyone project</li> <li>- Focus groups conducted to shape future strategic direction</li> <li>- Referrals made to Information, Advice and Guidance (IAG) services and pathways more clearly defined to make easier for the learners</li> </ul> <p><b>The project is central to the development of an ESOL Strategy for the district and can be seen as a highly effective way to engage with a diverse range of people particularly those furthest from the labour market. ESOL can be seen as critical 'warm up' tool coupled with other life skills such as mental health and wellbeing to employability skills.</b></p>
<p><b><i>English for Everyone</i></b></p> <p>In the light of the preliminary findings of the ESOL Hub project, the English Language Advice Hub co-designed ESOL provision for Bradford District for learners at Pre-Entry and Entry 1 with key partners. The project is called English for Everyone and engaged 612 learners. This project is designed to remove barriers related to eligibility criteria, making information advice and guidance an integral part of the programme</p>	<ul style="list-style-type: none"> <li>- 612 learners engaged (exceeding its target of 600); 578 completed the course (exceeding the target of 50% completions)</li> <li>- 40 volunteer tutors recruited (on target)</li> <li>- 27 volunteer tutors assisted in or taking classes (target: 20)</li> <li>- Increased programme from 30-60 hours to ensure progression for learners</li> <li>- Removed requirement to have been resident in the UK for a stipulated time</li> </ul> <p><b>The programme moved online, with learners supported to engage on their phones. This was highly successful. Planned activities also had to be replaced with online activities, except for a small window of live events. However, these were very successful in engaging learner's interest and commitment to continuing to learn.</b></p>

**Welcome to Bradford**

The website was planned to combine the content from sites like helpinleeds.com and New to Leeds, which provided listings for helpful services and a simple guide to Leeds respectively. The goal was to create a directory of Bradford services that also provided the geographical, societal and cultural context for accessing them, helping people new to Bradford to engage in their new community. The plan to ‘co-produce’ the website content in conjunction with different sections of Bradford’s migrant communities had to change.

- Website product with 33,000 page views in the first full year of two year supported operation.
- 1000 users more informed and signposted in first full year (site has had 17,635 unique users to date)
- 30-50 people from a range of ‘experts by experience’ groups from the Bradford District’s new communities involved in consultation workshops to design website.

**As the lockdown prevented the running of large workshops, a smaller number of experts by experience from two distinct groups of migrants in Bradford, refugees & asylum seekers and the eastern European community become involved in the co-creation. The project demonstrates a real appetite from communities to be involved and to engage.**

Collectively, the projects funded under this pillar directly reached 3,000 people and achieved their objectives of helping local people improve their quality of life and feel better able to engage in the economy. They supported a range of people – from young people to minority ethnic communities and women – to engage in programmes that supported them to develop their education and skills. This pillar better equipped them for the workplace and to achieve their fullest potential. The projects also helped to develop better workplace diversity and to strengthen equality, diversity and inclusion in workplace settings in Bradford District. Many more people will have been positively impacted indirectly through the Inclusive Employer project. Also, the almost 18,000 users of the Welcome to Bradford website gained useful information which could positively change their lives.

## 6.2 Outcomes evaluation

### 6.2.1 Targeted activity to raise the employment prospects of Bradford’s poorest communities

To achieve the aim of building better economic outcomes and extending opportunity, the programme was aware that success involved alignment with other strategies designed to get more people into employment. With this in mind, a two-pronged approach was adopted. The first prong targeted activity to raise the employment prospects of Bradford’s poorest communities. This involved improving English language skills and literacy and in particular, working with those most distant from the labour market including the long-term unemployed, older South Asian women, refugees and people with disabilities. The second prong of the approach involved focused work with employers to improve recruitment practices, promote diversity in the workforce and create a step change in organisational culture.

The underlying mechanisms concerning how this focus on employment impacted on integration are explained in the 2019 Indicators of Integration: *“Employment provides a mechanism for income generation and economic independence and possibly advancement; as such, it is a key factor supporting integration. Work can also be valuable in (re)establishing valued social roles, developing language and broader cultural competence and establishing social connections”* (Home Office, 2019: 28).

To successfully work with those most distant from the labour market, including the long-term unemployed, older South Asian women, refugees and people with disabilities, the programme commissioned work or provided in-kind support to work carried out at various established training centres who already had a track record of working with people furthest from the labour market. For instance, the Sector-based Academy was a commission by the Department for Work and Pensions with contract arrangements through them, to ensure it linked up with all welfare benefit arrangements.

One of the community partners was Keighley Association for Women and Children’s Centre (KAWACC). It used sector-based skills such as Catering, Digital Skills, ESOL and other skill gaps development for minority ethnic women living in postcodes BD20 and BD21, to move participants closer to work. Initial engagement, functional skills, routes into work and food safety training, led into the Sector Based Work Academy opportunities that were run as collaboration between the Jobcentre, Keighley Association for Women and Children’s Centre, Bradford College, and local employers. Participants initially joined unable to speak any English or recognise basic letters/ numbers. After seven weeks of training, they could recognise letters of the alphabet and numbers 0-9 in various formats. The training incorporated links with information about emergency services and common UK signage. Good News Stories were received and shared internally helping build a sense of achievement and belonging to their wider community. These were significant achievements for people who were a long way from employment. The centre offered a holistic package that was tailored to each user’s needs. It created an informal and supportive learning environment where inexperienced learners could thrive and achieve. The project increased motivation, self-esteem, resilience and confidence to identify their present skills and make sustained positive changes in their lives to move towards work in the longer-term.

#### **Case study - Sector Based Academy – KAWACC**

Brenda, aged 54, suffered from breast cancer and she couldn’t go out of her house for 5 years. She didn’t have any communication with anybody which resulted in her low confidence and low self-esteem. She is very keen in learning English as she needs to attend appointments with her husband. After attending 8 weeks of the course, she was confident to express herself. She mentioned that her spellings had improved a lot. She has progressed a lot over the period of 8 weeks. She has started ‘Routes into work’ which will be helpful to her in the future. She is looking forward to starting other courses, if any opportunity is given to her.

Satisfaction was key to retention of participants on the Graduate to Work programme. The definition of graduate included any new migrant with a university degree and it was incumbent on all the community, education and employers to promote the inclusion of graduates. Analysis found cultural misconceptions about traveling outside of Bradford or progressing into a job, particularly for females. This impacted on aspirations therefore more support is needed for graduates. Also work is needed to encourage families in early decisions about possible career choices. Engaging with employers on inclusion issues improved willingness to employ diverse graduates.

With Bradford being the city with the youngest population in the UK and with a high proportion of young people out of education, employment or training, the need for support from mentors has never been greater. The intended outcomes for Grandmentors were to raise young people's aspirations, equip them with the skills to enter employment or education and to increase their self-confidence and connectedness. However, Covid meant that increasing young people's feelings of wellbeing and lessening their anxiety became the over-arching goals. In the midst of the pandemic, many local services weren't working with young people face-to-face. This led to referral numbers being lower than

**Graduate to Work Case Study:  
Graduate is applying for NHS  
vacancies and had an upcoming  
interview for a Healthcare role**

I came on the course to receive personalised advice regarding my current employment situation and future career possibilities. The programme helped tremendously, it allowed me to positively interact with fellow graduates, develop new skills and learn more about a variety of topics relating to employment obstacles or career progression.

Personally, the benefits of the programme allowed me to establish a productive weekly routine and a rapport with fellow graduates. Yes, the course has improved my confidence by allowing me to develop my knowledge, form positive working relationships and upon completion I feel extremely optimistic about my career opportunities and being successful in the recruitment process.

planned and mentees who were referred were often reluctant to engage in the mentoring process online. So the number of matches was lower than expected, but the quality of outcomes was high. Many young people were feeling anxious about their future, needed direction and often knew what they wanted but just didn't know how to get there. Aspirations amongst the mentees were generally low but, with support from Grandmentors, they were able to look towards the future with more positivity. As things opened up and face-to-face meetings began to happen, the connections between the mentees and their Grandmentors became stronger and mentees greatly benefitted, such as going into volunteering, employment or further education. The project measured its impact, not only for the young people involved, but also for the volunteers. 75% felt their perception of young people from different backgrounds had increased. 92% felt they better understood the challenges facing young people who are NEET (not in education, employment or training).



### Grandmentors

George was referred by his Through Care Worker who felt he could benefit from support from a mentor. George had spent some time in care but was now living back home with his family. He was diagnosed with ADHD when he was younger but felt this had improved as he got older, however he still found it difficult to talk about his problems and felt it would be good to have someone to chat to. George was out of education, employment and training but really wanted to find a warehousing job though he wasn't sure where to start or how to find relevant opportunities.

Enter Grandmentor Ian... recently retired after 25 years teaching in Further Education and wanting to utilise his skills to help young people achieve their full potential. From their very first match meeting, they discovered a shared interest in History. Although George was shy at first, he soon established a great rapport with Ian, who really appreciated George's humour and they became very relaxed in each other's company.

Meeting regularly with Ian gave George more self-confidence and the motivation to apply for jobs. Ian helped George with his CV and to prepare for interviews by going through practice question and answers. George applied for - and got - his first job at McDonalds. He's very proud of this and has already had some great feedback from his line manager. He sees this job as a stepping stone to other opportunities and his aspirations for the future have been raised. Ian has continued to support George and has helped him with planning a budget so that he can manage his earnings and, although the mentoring relationship has now ended, they will stay in touch as friends.

### 6.2.2 Work with employers to improve recruitment practices, promote diversity in the workforce and create a step change in organisational culture

Workplace diversity is linked to higher levels of social interaction between people of different backgrounds, thus creating greater positivity about difference, reduction in prejudice and increased friendship. Diversity in workplaces also leads to increased creativity, productivity and innovation. The Inclusive Employer project was delivered by Grant Thornton working with two participating organisations, Bradford Council and Yorkshire Building Society. The aim was that both organisations would become more accessible to a diverse talent pool and able to support, develop and promote talent appropriately. The initiative established an employers' network to enable lessons to be shared amongst employers in Bradford District and also created a mechanism for employers to communicate with members of their target talent pool to better understand their needs, wants and drivers in relation to employment.



Yorkshire Building Society's internal survey showed improvement in workforce perceptions. For example, "I believe all people are treated fairly at YBS" increased from a score of 7.0 in 2019 to 8.0 in 2020. Both organisations had the opportunity to share good practices and the challenges of embedding inclusion and diversity into their organisations. This was primarily done through the Inclusive Employers' Network, where learning from the two organisations was shared through three events. A [toolkit](#) was also developed and launched. It aims to help Bradford-based employers, both small and large, who are keen to move forwards with inclusion and diversity. The toolkit received good uptake from the network, which will help it become embedded within their organisations. Feedback from Network members included: 'this has been a catalyst for change'; it has been '*very useful to share learning and hear what others are doing*'; and '*measuring our current position helped us identify ways to improve*'.

The changes made in the organisational culture of two of Bradford District's largest employers will reap benefits into the future. There will also be a ripple effect from these organisations which will impact on the District's employment practices. The Inclusive Employer project focused on system change with the aim of making an impact in improving inclusion within organisations, enabling social mobility, and therefore bringing improved quality of life for people living and working in the District. Acknowledging

#### **Case study – Yorkshire Building Society**

"Bradford plays a significant role in the history of Yorkshire Building Society. We have had a presence in the city since the Bradford Self Help Permanent Building Society - one of our forbearers - was established in St. George's Hall Coffee Tavern in 1885. Having our Head Office in Bradford is important to us, as is employing our local talent to reflect the community within which we work and serve. The Inclusive Employers Network, of which we are proud to be a founding organisation, allows us to connect with like-minded employers to support positive interventions for creating inclusive environments for our colleagues and customers. Providing engaging and sustainable employment opportunities to local residents is a key objective for Yorkshire Building Society and the network allows us to share best practice with other organisations on how we have, and continue to, support these opportunities. The Inclusive Employer Network also allows us to discover new ways that we can better support communities across Bradford and our colleagues within the Society." (Yorkshire Building Society)

#### **Case study – Bradford Council**

"It was absolutely the right thing to do, a huge amount of commitment. We knew that there was an energy there and we wanted to do this and deliver it. And also, we know we don't know everything. Working with partners is an opportunity for people to come and look at things through a different lens and for us to learn in a different way, be challenged in a slightly different way to how we would normally challenge ourselves." (Bradford Council)

that the impact would not be visible until some years after the project delivery, the Employer's Network has been established and good practice will continue to be shared. A long-term plan is needed to continue assessing levels of inclusion, diversity and social mobility. Developing the Council's Equalities Plan and District Plan for Equalities will ensure the learnings from this programme are incorporated into an ethos of inclusion, diversity and social mobility across all sectors in the District. Ongoing support for the Employers' Network would help to embed this ethos within local organisational practices.

### 6.2.3 ESOL

According to the 2011 Census data, 24,000 people do not speak English well or at all in the Bradford District. Evidence suggests this includes some long-settled members of the South Asian community, newly arrived migrants, people seeking asylum and refugees. Pakistani women aged 45-64 are the most likely group to speak little or no English. ESOL provision in the District is delivered by colleges and ESOL providers for example, WEA (Workers Educational Association) and the voluntary sector.

The English for Everyone project offered much-needed provision for improved English language and digital skills (proven to be essential during and following the pandemic) for people with low level proficiency in English in informal, community-based centres. Crucially, ESOL and digital skills provision was available for people when they first arrived, therefore differing from most provision across the country where people often have to wait a year before being eligible. Opportunities for integration and increased use of local facilities and learning about the local area, thereby reducing isolation and improving health and wellbeing were built into the programme. By training up volunteer tutors, the project offered much-needed opportunities for volunteers in Bradford district to increase employability skills and engage with their local communities.

The ESOL Advice Hub transferred into the Skills and Employment Service at the end of March 2021, ensuring continuity of the learnings that had been gained and that could be further embedded. Individual meetings with ESOL Consortium members helped to shape the baseline needs assessments and focus group questions. Some participants expressed fears about how information would be shared, echoing fears when giving information to health care providers. Greater separation of databases would help meet people's needs. Many ESOL learners speak more than one language therefore questions need to reflect this. Integrating information about volunteering opportunities helped provide progression pathways for people as they progressed in their English.

The ability to offer English classes together with orientation around Bradford for new arrivals as well as for some (particularly female) residents who had not accessed language training before, achieved a very important integration goal. The flexibility and understanding of the *Bradford for Everyone*

#### Case Study – English for Everyone



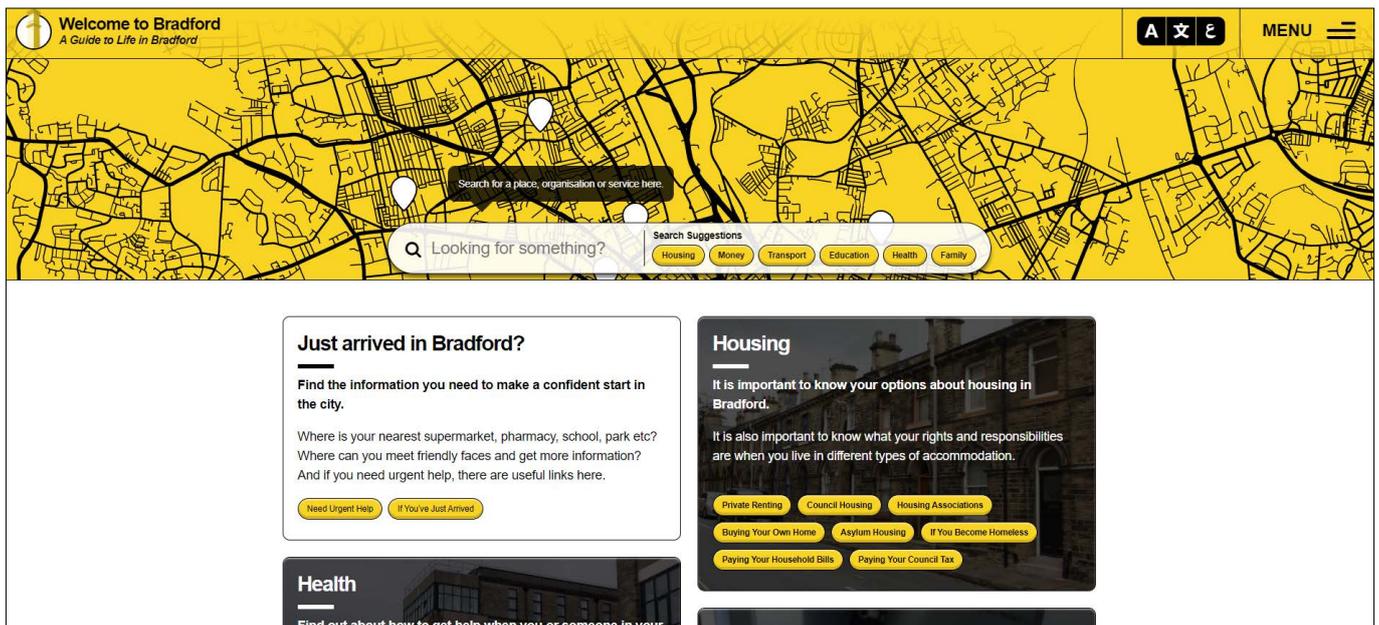
Image 1: Volunteer tutor gaining skills and confidence while supporting English for Everyone



Image 2: Learner completing the course before many courses needed to go online.

programme was much appreciated by the staff managing the Hub. The inclusion of volunteer tutors not only expanded the number of community locations where it was possible to offer Entry level English, it also improved the employment prospects of the volunteer tutors. Other larger programmes were geared towards employment and training and raising the awareness of barriers to employment amongst key employers. The ability of the Council team to work across different scales and categories of partner was supported by the clear framework and good staff support mechanisms within the team. This mirroring internally of what the programme was aiming to achieve externally in terms of cohesion and integration, where everyone’s contribution mattered, was a factor in the programme’s success. It was a cohesive team.

The [Welcome to Bradford website](#) straddled impact areas with Pillar 1 and was designed to support the integration of new arrivals/refugees in the District. It successfully increased the number of migrants accessing information on health and wellbeing provision, education and employment information. It also led to a decrease in number of migrants needing to access destitution provision. The site features integrated maps, Street View integration, listings for over 250 services, listings that can be embedded into pages, dynamic translation for Bradford’s 30 most commonly spoken languages and can even be added to the home screen of mobiles as an App.



# Pillar 2 Getting Along



Projects commissioned the second pillar, Getting Along, focused on promoting greater interaction, dialogue and understanding between people from different backgrounds given the diversity of the population and the extent of residential and educational segregation. It also focused on ensuring that people understand fully their rights and freedoms and their responsibilities.

### Key Findings – Progress towards meeting the strategic outcomes for Pillar 2:

**More people will have an increased understanding and respect for other people's views and cultures** – *Bradford for Everyone* was highly successful in engaging large numbers of people from diverse backgrounds through a wide range of initiatives. Approximately 27,000 people were engaged under this Pillar's activities alone. The projects promoted greater understanding and dialogue between people from different backgrounds and created opportunities for meaningful social interaction to take place, despite the challenges posed by the pandemic and the need to reframe and rethink the delivery of some of the work. Many of the projects engaged young people, with Future Ways contributing on City of Culture 2025.

**More people will understand the rights and responsibilities of living in the District and the UK** – Voter turnout is a key measure of how engaged people are in civil society. Local Election turnout in May 2018 was high (nearly 50%) in Bradford Moor, Wharfedale, Ilkley and low (under 30%) in Eccleshill, Wibsey, Keighley west, Queensbury, Wyke and Royds. In 2021, turnout was generally lower, with only 46% voting in Bradford Moor, Wharfedale and Ilkley and averaging 27.5% in the wards that registered below 30% turnout in 2018. However, the qualitative evidence points to there being greater trust in the local authority in many of the wards where *Bradford for Everyone* activity had been evident. A longer term roll out of similar work would be needed to evidence whether this has a significant impact when it comes to voter turnout or whether there are more complex factors that have to be taken into consideration. Numbers of people volunteering in Bradford maintained their levels more strongly than most similar places during the pandemic. Social participation ranged from the most informal (like helping family, friends or neighbours with shopping) to work with community groups, to political action (for instance being involved in the Black Lives Matter movement).



## 7.1 Process evaluation

This section explores whether each project met its intended reach, levels of engagement and quality.

Project and description	Actual outputs
<p><b><i>The Linking Network</i></b></p> <p>In terms of delivery, this project adapted well to Covid-19 restrictions and provided linking between schools via digital linking and digital resources.</p>	<ul style="list-style-type: none"> <li>- Expanded Primary Linking classes to 538 schools. Approx. 16,140 7-10-year-old pupils actively engaged</li> <li>- Reached 50% target each year, reached 69% in 2019-2020</li> <li>- Worked with a total of 31 secondary schools across the District. This has included: resources, Schools Linking workshops, Intergenerational Linking, linking, direct delivery of Assemblies and Workshops, provision of assemblies and resources, reviews of provision and staff training</li> <li>- 56 classes from 16 secondary schools (1680 pupils)</li> <li>- 10 special mainstream linking (300 pupils) up from target of 4.</li> <li>- Replaced classroom linking with Digital Linking Test and Learn Programme December 2019 with 2 schools. Wrote 25 digital guides and resources with Bradford Council Innovation Centre. Digital Linking now embedded in all our linking programmes and hugely successful innovation.</li> <li>- Written 104 home learning resources including bilingual voiceover resources for primary and secondary pupils learning at home; family Facebook page created for lockdowns; 15 new family learning resources to engage families in their children's experience of Schools Linking including a film for linking children created by M6 Theatre called When we started singing; sign supported English videos; planning Schools Linking Celebration Week</li> <li>- Delivered 8 training sessions (2 face-to-face and 6 live online) with 45 Bradford schools attending over the funding period</li> <li>- Supported 7 schools to review their SMSC provision               <ul style="list-style-type: none"> <li>11 Primary classes in 8 schools with 8 care homes. This includes 1 club, 1 school council and reaches 330 children. 10 Secondary links underway reaching 1300 11-24 year olds; 195 55+ involved.</li> </ul> </li> </ul> <p><b>The Linking Network continued to seek engagement from further schools and increased flexibility available through mid-year commencement of some school linking pairs. They demonstrated agility and adaptability such as moving to Virtual Linking, rooted in parental engagement and being locally owned in each school and proactively working with students to develop solutions through social action. The success of The Linking Network is how it takes multiple approaches to address the same issue by training hundreds of teachers and finding well sought and highly recommended diverse literature and resources.</b></p>

<p><b>Bradford LEAP</b></p> <p>Creative People and Places (CPP) is a £3.65m programme for Bradford District. The programme aimed to deliver a step change in cultural engagement and participation and for Bradford’s art, arts organisations and audiences to be representative of its rich diversity.</p>	<ul style="list-style-type: none"> <li>- 14 creative consultation and engagement projects to deliver audience engagement targets and provide learning around appetite for culture and barriers to cultural engagement</li> <li>- Broadening &amp; strengthening community networks through online events</li> <li>- LiT Community Light installations</li> <li>- Festival support for community engagement (Bradford Fringe at Home, Bradford South Asian Heritage Month)</li> <li>- Actively involved 956 participants</li> <li>- 6 networking sessions and 30 1:1 support sessions</li> <li>- Actively involved 956 participants across Bradford &amp; Keighley, reaching a massive 8,146 people as audiences.</li> </ul> <p><b>The inclusion of LEAP as part of the programme strengthened both programmes and was an important element of successful cross-sectoral working.</b></p>
<p><b>Future Ways</b></p> <p>Worked with young people from across the District to develop leaders for the future. The project had three cohorts of 15 people from across the District for 12 months.</p>	<ul style="list-style-type: none"> <li>- 249 people reached and encouraged to participate, achieving aim of young people from minority ethnic and other marginalised groups (50/50 split)</li> <li>- 575.5 contact hours</li> <li>- 55.5 session hours</li> <li>- 24 sessions delivered</li> <li>- Young people from minority ethnic and other marginalised groups participated</li> <li>- Cohort of 45 participants undertook a thematic programme. Cohorts 1 &amp; 2 took place over 6 weeks with wrap around support before and after. Cohort 3 took place over 10 weeks</li> </ul> <p><b>One of these cohorts was assigned a thematic role of contributing to arts and culture. The diverse intake of young people ensured that under-represented communities were offered opportunities to make the most of their talents and input their contribution in the future prosperity and wellbeing of the District. In addition, all candidates offered counselling and mentoring with senior officers in partner organisations in the District.</b></p>

### **The People Library**

An online hub of Bradford 'books' was launched to showcase a collection of human 'books'. People were able to browse profiles online, watch a video (first phase) as well as 'borrow' a person for an event or meeting (phase two) or meet at a People Library event. Important that stories were heard by other groups, employers and schools inviting 'human books'. Participants able to ask questions they may be usually afraid or too embarrassed to ask and an online platform to host these

- People Library web pages have been viewed **6,929 times** since its launch. These views came from **5,363 different people** (IP addresses)
- Five **most viewed** written/photographic stories: [Football](#), [Books & Bears](#), [A Stars Life: Nothing is Impossible](#), [Staring at a New World](#), [Being Good at Being Me](#) and [Whose Are You?](#)
- People Library based **video stories have been viewed over 5000 times** (via YouTube and Facebook). The most viewed video story is [Wrestler, Rocking Horse Maker and Fireman](#)
- There are 29 people registered to be #HumanBooks in Bradford's People Library and an additional 4 set to join. Of these 33 volunteers **27 have already had their stories produced, edited, published and promoted**
- The People Library story with the largest reach through Twitter promotion was **"Surrounded by Stories"** with a reach of 27,744 **Two online People Library Events have taken place with plans for face-to-face People Library events**
- The People Library will be sustained through volunteering and the up-skilling of young storytellers through a new People Library Mentorship scheme.

The contributors to the People Library were deliberately diverse and included people of a variety of ages, sexualities, genders, faiths, ethnicities, economic backgrounds, and those with disabilities. It has been used to support numerous relevant campaigns and awareness days/weeks/months. Examples include Refugee Week 2021, White Ribbon Day 2020/21, International Migrants Day 2021, World Mental Health Day 2021, Gypsy Roma & Traveller History Month 2022, LGBTQ+ awareness days/months and World Books Days. There have so far been two online events featuring Human Books from Bradford's People Library. Stories and videos were used to support Bradford's successful City of Culture 2025 bid.

<p><b>Act-Early Holme Wood</b></p> <p>Act-Early is a £10m programme and a collaboration between Bradford's Centre for Applied Education Research, Leeds Institute of Data Analytics, local health services and schools, Bradford's Opportunity Area and Bradford For Everyone.</p>	<ul style="list-style-type: none"> <li>- Semi-structured interviews and focus groups between Holme Wood service providers and the Act-Early project manager and/or the data scientists</li> <li>- Asset-mapping exercise with approximately 50 participants</li> <li>- Feedback gathering from 21 local service providers and decision-makers</li> <li>- 5 community events</li> </ul> <p><b>Very successful project benefitting from the involvement of a neighbourhood arts group, which brought together residents and local service providers who would work together to design, trial and evaluate more effective approaches to tackling issues earlier.</b></p>
<p><b>Befriending Service</b></p> <p>Led by the Bridge Project, the aim of this project was to provide a digital befriending service that could be scaled up rapidly. Alongside this, the project provided specialist support for Domestic Abuse and Early Help services.</p>	<ul style="list-style-type: none"> <li>- 179 volunteer befrienders recruited against an original target of 110</li> <li>- 2432 calls delivered equating to 810.5 hours of support</li> <li>- 256 individual befriendees participated, exceeding the original target of 220</li> </ul> <p><b>Telephone befriending considered a successful model to be continued as an offer alongside face-to-face meeting. Potential savings for mental health services through supporting people to re-engage in their communities. Provided step down support using trained befrienders, who in addition to providing befriending support were able to recognise risk, know when to escalate and seek advice and use a basic resource directory to enable individuals to access other forms of help and community support.</b></p>

The projects funded under this pillar reached approximately 27,000 people. Diverse social networks are important for people to achieve their full economic and educational potential, and to build bonds and trust between different communities. Social mixing is an enabler of social and economic opportunities and makes people aware of other cultures and people who are different to them. The projects funded under the Getting Along pillar promoted greater understanding and dialogue between people from different backgrounds and created opportunities for meaningful social interaction to take place, despite the challenges posed by the pandemic and the need to reframe and rethink the delivery of some of the work. Through a range of different activities aimed at different groups and communities across Bradford District, the projects funded under this pillar strengthened connections between groups from different residential and areas, connected children and young people across educational divides, and celebrated Bradford's diversity.

## 7.2 Outcomes evaluation

The Getting Along pillar was focused on funding projects that could ***promote greater interaction, dialogue and understanding between people from different backgrounds***. Given the diversity of the population and the extent of residential and educational segregation, ***getting involved in volunteering*** and mixing with people they would not come into everyday contact with was considered key for integration. *Bradford for Everyone* was concerned to increase the proportion of the population who ***understand fully their rights and freedoms together with their responsibilities***. Indications of success were that more people would have an ***increased understanding and respect for other people's views and cultures, together with increased sense of community and belonging***.

The Home Office Indicators of Integration (2019) underline the importance of ideas of citizenship and nationality, with their associated rights. It recognises that these ideas fundamentally shape what counts as integration in a particular context. It states that *“The acquisition of citizenship and exercise of the rights and actions this entails (such as voting) in itself provides an important bedrock to the integration of any individual in a society”* (Home Office, 2019: 18). Research also highlights how both the attitudes of members of receiving communities towards groups such as migrants or refugees, and members of minority groups towards the process of integration itself, are influenced by perceptions of responsibilities, rights and entitlements. By combining responsibilities and rights, the framework recognises that both must be measured from the perspective of groups such as migrants as well as the receiving communities.

This Pillar combined the domain of rights and responsibilities with social connections as these connections can be key to people understanding their rights and responsibilities. As a group of projects, those funded under this pillar addressed the three domains identified in the Home Office indicators under the heading ***Social Connections: Social Bridges, Social Bonds and Social Links***. Key features and outcomes related to each of the projects are described and analysed.

### The Linking Network

The [Linking Network's](#) (TLN) story began 21 years ago when two schools with very different intakes, in terms of ethnicity, linked together. The network has grown from there. Working in partnership with *Bradford for Everyone* and Bradford Council from December 2018 to March 2022 transformed the reach and impact of their work in the District. The funding and wider partnership unlocked greater capacity to innovate, connecting to school and District priorities and scaling up the impact of the previous programme of activity. The programme was flexible and locally-led which meant TLN's core team were able to work with local partners and schools to respond to the challenges of Covid. In response to the challenges presented by Covid, they created new virtual pathways for all primary and secondary Schools Linking programmes. They also developed a range of new resources to support teachers and school leaders in an unprecedented time including: Digital Linking, Classroom and Assembly Home Learning and Remote Teaching Resources.

When the pandemic started, secondary school teachers were concerned that many young people were at greater risk of isolation, exposure to misinformation and narratives of hate, fear and division. TLN adapted their usual models of linking and classroom support. Five interactive sessions were designed that allowed students from two classes to exchange thoughts and ideas with each other. The teacher facilitated the process of identifying what had been shared and shared this information with the link class. The teacher then sent feedback from the students to the link teacher via email at the end of each session. Over the course of these five sessions, the dialogue was shuttled between classes, facilitating the exchange of thoughts and ideas and unlocking a better picture of the link group. Shuttle Dialogue proved an effective way of supporting classes to explore who they are, what are their aspirations, their values and what are the things that they have in common as well as any differences. Links were also developed between mainstream schools and special schools using virtual platforms.

Alongside the schools linking work, TLN were able to rapidly establish intergenerational linking between schools and older people in the District. They worked in partnership with My Home Life England to test and learn what effective class based linking could look like. One Secondary link was between a Sixth Form Philosophy Club and Global Justice Now, a group of older people in their 80s who have been campaigners all their lives and had organised the Bradford COP26 Walk. Another notable link was between a primary school and care home where the children and older people exchanged letters and cards about themselves. They also met outside and shared stories and songs on a video call.

### Future Ways

The *Bradford for Everyone* programme worked with [Empowering Minds](#) to address the need for a leadership programme for young adults aged between 18-30 years old to develop more diverse leadership for the future. The programme sought to equip a diverse range of young people with the basic tools, confidence, and knowledge to seek and maximise opportunities that they will require to become leaders in the District. It tailored its third cohort within the context of Bradford's City of Culture 2025 bid, both utilising and supporting the bid and harnessing young people's passion for arts and culture.

'The Linking Network has supported our school to develop and maintain a positive relationship with a local school within our community with students from different ethnic groups. Our schools together were able to explore Human Rights - this was very powerful - all students enjoyed the experience and respected their differences and more importantly discovered similarities. I remember one student saying "miss they are just like us" after disclosing she was feeling anxious before meeting the other school.' Linking Teacher

"She's the Grange version of me!" called a linking pupil with uncontained excitement during the first face to face meeting of the linking schools.

'Socialise before you criticise,'

'I liked that I met new people. I learnt that it is important to socialise and to keep my mind open.'



Participation in the programme has had a very positive legacy for some of the young people and has led to them taking part in opportunities they may not have otherwise. For example, after taking part in the programme, some participants went on to represent Bradford on BBC Politics, where they spoke about politics and the importance of young people's voice in the media.

## The LEAP

Using a creative arts approach, [The Leap](#) put local people in control of decisions about art and culture in the places that they live, providing motivation, skills and opportunity for them to grow their connectedness, confidence and cultural capacity. They ran an Awards programme which provided not only finance but also involved support for individuals and groups to develop arts and cultural offer in their communities. This approach resulted in not only high-quality cultural experiences, but also ongoing relationships that foster arts and culture throughout the District. The Leap created a toolkit of resources for the creative consultation projects to access which includes risk assessment template, communications guidelines, photo consent notice, press release writing guidance and links to information on digital engagement, safeguarding, accessibility etc.

The Leap were commissioned to be the delivery vehicle for *Bradford for Everyone's* cultural and arts activity and did not deliver projects directly, supporting others to lead and deliver, which develops community-led leadership in arts and cultural projects. Each project had a dedicated Community Development Manager, providing one-to-one project management support and Continuous Professional Development support through the duration of their project. The Leap held monthly group meet-ups via Zoom for the people they were supporting, in addition to sharing information via WhatsApp groups. The formation of this peer support network has connected community organisations and artists working across Bradford District who had not met before. It facilitates them to support each other on skill gaps identified – for example, PR, contacting the media and engaging audiences online.

### Case Study – 100 Creative Women and Girls project in Keighley

Participants that took part were from The Leap's target ward areas where there is a historically low engagement in arts and cultural activities. Women and Girls from Keighley West and Central wards had conversations with artists about the creative things and activities they do, what they enjoy, and what they feel are current barriers to engagement. They then created self-portraits that showed their creativity through guidance from lead artist and photographer, Lisa Holmes. Lisa then took professional portraits of each project participant, arranging to meet them in locations that they chose. All of the photographs – the self-portraits and professional portraits – were then part of a public exhibition at Keighley Creative.

Some quotes from 100 Women and Girls participants:

*"I learnt to crochet over the first lockdown and have been 'hooked' ever since! It is really satisfying and rewarding to see a blanket grow! I also love writing and gardening in equal measure!"* Farhat

*"I like to recreate my favourite characters from things like Animes, TV shows and role play servers."* Alex

The People Library highlighted commonalities, celebrated difference and enabled human ‘books’ to be judged by their contents, not their covers. It also provided a learning and development opportunity to Future Ways participants who volunteered on the project through the Council’s Future Leaders programme. The People Library story with the largest reach through Twitter promotion was “Surrounded by Stories” with a reach of 27,744. It is a story about a Muslim, female street photographer in Bradford. The contributors to the People Library were deliberately diverse and included people of a variety of ages, sexualities, genders, faiths, ethnicities, economic backgrounds, and those with disabilities. It was used to support numerous relevant campaigns and awareness days, weeks and months.



### Act Early: Holme wood

Holme wood is a neighbourhood that has been a focus for concern, action and investment for many years. Numerous projects, including large scale investments, appear to have failed to achieve their goals. A common complaint is of ‘top down’ interventions, where residents and local organisations receive support, advice of investment, against objectives and targets set by others, which often proved to be unattainable. OutLOUD, a local organisation funded by the *Bradford for Everyone* programme, was committed to making **Act Early: Holme Wood** different. The community

development project was part of a collaboration between Bradford Council, Bradford’s Centre for Applied Education



Quote from a family member of the ‘Human Book’ Colin Bennett – whose video story is entitled “Wrestler, Fireman and Rocking Horse Maker”:

*“I just wanted to let you know that I’ve just seen the film made about my father-in-law Colin Bennett and wow! What an incredible film! Beautifully shot and pretty emotional. This is something we can cherish for a very long time to come.”*

Research, Leeds Institute of Data Analytics, local health services and schools, *Bradford For Everyone*, and Bradford’s Opportunity Area. Additionally, data scientists from the Turing Institute, Leeds Institute of Data Analytics, and Regional Universities were linked to the project areas to analyse relevant public datasets and identify patterns and issues. Developing community leaders/volunteers took longer than anticipated but once they were trained and empowered to lead on activities and events the initial investment in training and recruitment paid off. A key finding was how important it is to have local people take a lead on projects of this nature, rather than having people and organisations from outside the community trying to deliver activities.

## Befriending Service

In August 2021 Durham University was commissioned by The Bridge Project, Bradford to undertake an independent review of a pilot project entitled Together Talks (Gray, 2022). The project partners were Adult Social Care, Early Help and Staying Put, a local Domestic Violence and Abuse charity. The pilot was initially devised as a response to the emerging Covid-19 crisis, aiming to provide a 'generic' telephone befriending and wellbeing service to those experiencing loneliness and social isolation. At the same time, locally gathered intelligence with colleagues in Bradford's statutory sector suggested that individuals who were normally in receipt of certain categories of statutory support could benefit from some form of 'stepdown' provision once formal interventions from professionals such as social workers and family support practitioners came to an end. The provision of a telephone befriending and wellbeing service, offering generic as well as specialist support, could not have come at a more appropriate time. With the effects of the Covid-19 pandemic deepening and with the nation moving in and out of a series of lockdown situations, befriending projects capable of reaching out to some of the most vulnerable and at-risk people in society was very timely. This new approach to service delivery was forged to some extent from necessity. Recurrent government-imposed lockdowns made it impossible to deliver services in other ways. But the pilot programme was not devised simply as a stop-gap until things 'got back to normal'. Instead, it was anticipated that elements of the delivery approach would outlive the restrictions imposed by the pandemic.

Befriending projects can not only build constructive relationships across difference, but they also demonstrate cost savings when applied to mental health contexts. They can relieve the pressure on services that are then able to focus on people waiting in the system. Such projects assist with the integration of people with mental health needs into wider community networks. Longer-term funding is needed for initiatives to develop the skills base within communities, linking community members to employment and skills support.

Cumulatively, these projects provide qualitative data that shows they have contributed to an increased understanding and respect for other people's views. They also supported people to maintain higher levels of volunteering through the pandemic, often utilising digital methods to work with beneficiaries. The good relations built by Bradford Council through their involvement with the projects contributed to building social trust in Council provision.



# Pillar 3 Getting Involved



The third pillar focused on projects that generated and connected people to opportunities to participate in community and civic life and strengthening leadership. Success would be more people from all backgrounds connecting with others, participating in civic life and getting involved in their communities.

### Key Findings – Progress towards meeting the strategic outcomes for Pillar 3:

***More people from all backgrounds will connect with others, participate in civic life and get involved in their own communities*** – The Police Crime Commissioner surveys from 2019 –2021 show an increase from 45.7% to 58.1% on the indicator of how well people from different backgrounds get on together in their local area, which is more than a 10% increase. Prior to the integration funding, this was actually declining. While baseline and endline data is not available for all projects, the ESOL participants provided both sets of data and show that better language proficiency combined with orientation about services and key places in Bradford District raised the number of people who felt a sense of belonging in the local area from 12% to 27.5%. Participants recorded that at the beginning of the course only 2% regularly spoke to English speaking people, with 19% regularly doing so by the end of the course. Regarding how comfortable participants felt speaking to people from different backgrounds (more than just saying hello) their confidence rose from 22% to 49% by the end of the course. The majority of participants across all the projects in Pillar 3 reported making new friends, breaking down social isolation, with many qualitative accounts of getting to know people from different backgrounds.

With 1,200 directly engaged through Pillar 3, *Bradford for Everyone* created opportunities for people from all backgrounds to come together, participate in civic life and, as a result, feel more involved in shaping their local communities and having a say on issues of importance to them. These projects also incentivised volunteering and helped local people feel a strong sense of ownership over their communities and influence over decision-making in their areas. The innovative Citizen Coin App enabled people to earn digital discount coins for undertaking social value activities such as volunteering. They were then able to use these coins at an increasing number of local businesses, getting discounts off goods and services. The App automatically recorded volunteering hours, helping people to build their CVs and progress to paid employment. By March 2022, 992 people were using the App, vastly exceeding the target of 200 users.

Rates of increased volunteering were not distributed evenly across different areas of the UK with some areas experiencing much higher levels of volunteering than others (Belong, 2021). In areas where there had been targeted programmes to improve social cohesion, including Bradford, respondents were more than twice as likely to volunteer as elsewhere in the country (from the June 2020 survey). Higher rates of volunteering also correlated to higher levels of social connection, neighbourliness, engagement in all forms of social action, optimism, and more positive feelings towards other groups and to people from migrant backgrounds in particular. Results were sustained over time in Bradford and despite the pandemic.

## 8.1 Process evaluation

This section explores whether each project met its intended reach, levels of engagement and quality.

Project and description	Actual outputs
<p><b><i>B(FD)-as-1 (Street Life)</i></b></p> <p>B(FD)-as-1 worked across two wards and one constituency – Little Horton, Eccleshill and Keighley. B(FD)-as-1 looked at integration in its widest context - ethnic divides, and trust issues between statutory services and the community and across different areas.</p>	<ul style="list-style-type: none"> <li>- 177 community outreach sessions (target 120)</li> <li>- 44 workshops on specific themes completed by Thornbury Centre; additional sessions completed by Thorpe Edge Community Project/ SHINE/Keighley (target 120)</li> <li>- Co-designed 3 social action initiatives (on target)</li> <li>- 6 participants in core group per target area (target 10-20)</li> <li>- 29-30 participants at social action events (target 80-100)</li> </ul> <p><b>Community outreach sessions could successfully be delivered online and therefore able to deliver more than planned. Other targets had to be reduced because of pandemic but resulted in quality work that resulted in some activities being sustainable beyond the project funding.</b></p>
<p><b><i>Citizen Coin</i></b></p> <p>The project aims to ensure that more people from all backgrounds will connect with others, participate in civic life and get involved in their own communities. The project is a social coin scheme which runs via an APP.</p>	<ul style="list-style-type: none"> <li>- 817 registered users (target 200)</li> <li>- 112 retailers offering discounts off goods and services (target 20)</li> <li>- 60 rewarding agencies using the scheme to advertise activities (target 10-20)</li> </ul> <p><b>The digital App was highly successful despite the pandemic, exceeding all targets and being an example that many other places may wish to follow. The app should be seen as a tool which requires a team to promote and support organisations and retailers in its use. The support system is the enabler for the app and is a factor in its deployment and success.</b></p>
<p><b><i>Ambassadors</i></b></p> <p>The Ambassadors group is made up of Bradford District citizens, which ensures that the voices, knowledge and experiences of local people are included in the design, delivery and evaluation of the programme's integration projects.</p>	<ul style="list-style-type: none"> <li>- 37 local people recruited (target 27)</li> <li>- 147 wider network members signed up recruiting additional volunteers to support locally arranged activities (target 270)</li> <li>- 24 active Ambassadors for integration (target 32)</li> <li>- 16 meetings (target 8, made easier when they went online)</li> <li>- 1774 volunteering hours completed (the pandemic affected the number of physical volunteering hours people could complete, target 3000)</li> </ul> <p><b>Although the numbers were slightly down on target, this was an extremely successful project, that had positive impacts on many other projects and wider benefits beyond those directly involved.</b></p>

Around 1,200 people were reached by the projects funded under the Getting Involved pillar. These projects achieved their intended objectives by creating opportunities for people from all backgrounds to come together, participate in civic life and, as a result, feel more involved in shaping their local communities and having a say on issues of importance to them. These projects also incentivised volunteering and helped local people feel a strong sense of ownership over their communities and influence over decision-making in their areas.

## 8.2 Outcomes evaluation

This Pillar also focused on building social connections but with an emphasis on supporting volunteering opportunities and other methods to bring people together across difference. It also included support to local businesses, highlighting Bradford District's entrepreneurial spirit.

The original project design of B(FD)-as-1 relied on the Thornbury Centre's ability to provide outreach in communities, engage community members and build new relationships through themed workshops. The reduced timescale and the restrictions that pervaded lives and the 'fear' of further lockdowns, meant this design was no longer viable. In addition, home schooling and a reluctance in some people to meet in groups reduced the Centre's ability to engage with people. They decided to contact an organisation in each target area whose ethos reflected their own. They invited the local organisations to work with them on engagement and ongoing support of groups of core participants. This was highly successful and better than the original design as it embedded the work in a locally based organisation. Key issues needing to be addressed included negative attitudes, particularly racism and fear of people 'not like us'. Also, personal perceptions – stereotypes, blame for local issues on new community members e.g. fly tipping linked to EU migrant communities. Tangible barriers to people mixing were language and places where integration can occur. Perceptions of integration and cohesion ranged from "*people get on well*" to "*we shouldn't bend over backwards and lose 'our' culture to integrate with others*". The project created a desire across the areas to learn more. The need for safe, shared spaces where conversations could occur that questioned people's perceptions and enabled people to learn more about their neighbours was evident in all areas.

The innovative [Citizen Coin](#) scheme enables people to earn digital discount coins when undertaking social value activities such as volunteering. Users can then spend these coins to get discounts off goods and services. The connections and partnerships created by the App was considered crucial to meeting the aims of *Bradford for Everyone*, especially when the economy has been struggling as a result of austerity and the pandemic. The project is 'holistic', underpinned by the Council Plan to promote better skills, create opportunities for people to get into jobs/ good jobs and have better health. Organisations, charities and projects rely on local people giving up their time to get involved in all sorts of activities. Not only has Citizen Coin given these groups/organisations a free platform to advertise and recruit new people to get involved in activities, but it has also given them a unique way to say 'thank you'. The platform automatically creates an innovative 'social CV' for each user by recording what they've done and what they've earned. The local authority gains evidence of the broad range of social value activity, via collecting valuable transactional data. The social value generated and recorded in less than 12 months equated to £103,968.



Photo: Yam Spice Foods, one of the retailers participating in the scheme



Photos: Citizen Coin co-ordinator and volunteers at University of Bradford - UNIFY Festival – Community Day



### Case Study: Wharfedale Wombles, a participating rewarding agency

The Wharfedale Wombles are a community litter-management initiative from the Burley in Wharfedale Community Trust (BWCT). From a Wharfedale Wombles viewpoint, Citizen Coin allows us to share our activities and events across a larger community and increase awareness of what we do. We can also see other organisations that do similar work across the District so it helps with contacting, networking and working together. Ultimately, we litter-manage to prevent litter and to increase recycling through all available methods. However, we inadvertently find that we have: increased feelings of community and pride in the village; decreased isolation and increased wellness either through the Community Litter Pick or through buddy litter-picking; and, increased physical activity/exercise in nature. Volunteers earn coins for the hours they participate.

By taking part in activities such as litter picking, some people who are isolated get to come out and connect with others. This week, we had someone who is socially isolated because of their disability join us in the monthly Community Litter pick event. We have member volunteers litter-picking throughout the month and this keeps the village visibly clean. We always say, “do what you can when you can”. This works well as people are afraid of signing up to unlimited commitment, and even more so if they have a busy life. It’s about making things accessible and doing what you can. If all that they can do is pick litter in front of their house, we encourage that.

With Citizen Coin, the immediate future is about making it accessible and removing current barriers. Litter picking using Citizen Coin is something that everyone can do because it gives them flexibility and pride in their place. The only challenge is ensuring local and accessible places to spend the coins. If everyone in the UK put in one hour even in a year, imagine the impact and outcomes. It would change the culture and increase community.

The role of the Ambassadors Network is broad as the members also acted as enablers of and ambassadors for the programme at ground level. The Ambassadors formed a link between the strategy and local people. They supported social mixing by creating opportunities and a safe space for conversations. However, more importantly, Ambassadors had an important role to play in furthering the Council's understanding of its work in local communities.

The Ambassadors group was deliberately formed to act as a grounding mechanism for the entire *Bradford for Everyone* programme, as a practical citizen sub-group to the Stronger Communities Partnership (SCP) Board and as a way of giving real voice, choice and power to a representative selection of Bradford District citizens. The project up-skilled and empowered people from a wide range of backgrounds into an activist and ambassadorial role and ensured diverse citizen input into all stages of problem/opportunity identification; solutions and ideas; reality checking; and decision-making around which project ideas were to be funded via both small-scale Participatory Budgeting and opportunities to sit on project commissioning panels.

The project also facilitated citizen observations of the projects (alongside a Project Support Officer) and encouraged Ambassadors to support, promote and often participate in funded projects, as well as engage in running activities and projects locally. Ambassadors encouraged other citizens to join the *Bradford for Everyone* Network, and supported campaigns through the year (e.g. Refugee Day, International Women's Day), as well as larger long-term campaigns such as Shared Values and Make Sure It Adds Up.

The project adopted a collaborative approach to delivery, where local people worked with key stakeholders to shape and influence the whole programme. In doing so, the project increased anecdotal understandings of community readiness and helped to show which communities may require more support and where interventions may be best targeted (i.e. in what areas/wards). This ensured meaningful participation and involvement from all relevant stakeholders and communities. This project was highly commended for Community Involvement in the LGC Awards in 2021.

#### Feedback from the Ambassadors Network

"The whole way the project's been set up is about being led by the community, being led by what's important to individuals who are working in the community and working together to try and achieve something" (Ambassador testimonial)

"It's given me more confidence to think about the local community and the importance of what is needed" (Ambassador testimonial)

Earn Citizen Coin rewards



# Pillar 4 Feeling Safe



The fourth pillar supported projects focused on tackling hate crime and the fear of hate crime so that everyone feels safe. It also encompassed projects that helped people to feel protected from the Covid-19 virus. Success would be more people saying they feel satisfied with their neighbourhood and feel safer across the District.

### Key Findings – Progress towards meeting the strategic outcomes for Pillar 4:

**More people will feel satisfied with their neighbourhood** – Projects under this Pillar included the development of a Bradford District Roma Strategy produced by a diverse working group of 24 organisations and a refreshed version of the Hate Crime Strategy produced by a broad alliance of interested organisations and informed by research from the University of Bradford. Understanding communities within the District and building cultural competencies, tackling unconscious bias and creating a more inclusive, diverse and equal workforce was also part of this Pillar. The Police and Crime Commission Survey for 2019-2020 shows an increase in respondents who were satisfied with their area as a place to live from 67% satisfied in 2019 to 70% in 2020. However, the following year showed a decrease to 65%. The survey does not directly capture information on why people are satisfied (or otherwise) with their local area, but the proportion who said they felt their local area had ‘got worse’ in the past 12 months was 38.7% in this survey, versus 27.7% in 2020’s Your Views results. This result could be caused by factors related to the pandemic or an indication that the change to an online Your Views survey in 2021 attracted a more negative respondent than the previous postal surveys.

**More people will feel safer across the District** – The Police and Crime Commission Survey recorded people feeling safe in their neighbourhood rising from 73% in 2019 to 78% in 2021. This was the opposite of neighbouring Leeds and Wakefield that recorded declines. The Hate Crime Alliance supported over 2,000 victims and families of hate crime reports, including training, raising awareness and providing emotional support in partnership with West Yorkshire Police and other partners. Incidence of hate crime reporting may have increased due to more people knowing how to report it, with better support available to the 22 reporting centres across the District. The Community Champions project was added to this Pillar and built on what had already been learnt from the Ambassadors project about getting messages to communities through trusted local networks. This was a response to the COVID-19 pandemic with almost 250 Community Champions from minority ethnic and disability groups trained to support health messaging via existing services and established VCS networks. This was an example of how the *Bradford for Everyone* programme helped build resilience to shocks and emergencies.



## 9.1 Process evaluation

This section explores whether each project met its intended reach, levels of engagement and quality.

Project and description	Actual outputs
<p><b>Creating an Inclusive, Diverse and Equal Workforce</b></p> <p>This project aimed to develop training that would create a more equal and diverse workforce in Bradford District working across a range of sectors.</p>	<ul style="list-style-type: none"> <li>- Workforce training plan developed for Bradford District across six sectors meeting all ten areas from survey findings (on target)</li> <li>- Approximately 30 people became agents of change, who had responsibility to support culture change in their organisation and have been part of a network of change-makers (on target)</li> <li>- There was an aim to use the Inclusive Employer Toolkit alongside the training and provide feedback on its use (ideally 1 organisation in each sector); however, the toolkit was not available when the training commenced</li> </ul> <p><b>There was an aim to recruit 240 staff (ideally 40 people from each sector) on to the programme and whilst the actual number was a little lower than this, the total number of registrations was exceeded due to participants taking part in multiple sessions. To see significant impact, behaviours and attitudes need to be monitored and where possible action learning sets embedded into a reflective and discursive culture. Bradford for Everyone has gone on to fund a 12-month post for an Inclusion Executive Coach to develop the network, additional resources and provide support to organisations recognising that seeing change may take longer.</b></p>
<p><b>Roma Strategy</b></p> <p>The delivery partner CNet worked with wider District partners (Bradford Council, Health, CCGs, Police, Fire &amp; Rescue Service) to develop a Roma Strategy using a strategic asset based approach, identifying opportunities for prevention and early intervention to support the Roma community to feel welcomed, to be able to play their part in society, and to access services with independence and confidence</p>	<ul style="list-style-type: none"> <li>- 80 organisations engaged (target 20)</li> <li>- Working group of 24 organisations established (target 12)</li> <li>- 114 Roma people engaged (target 40)</li> </ul> <p><b>The Bradford District Roma Strategy 2021-25 was produced and launched and provides an ongoing resource for future work. It sets out a clear model of working, however resourcing and budgets for the implementation of the strategy is critical to enable some of the ambitions set out to be met.</b></p>

<p><b>Community Conversations</b></p> <p>The Community Conversations Project aims to bring local residents together. Two specific wards were selected from each of the five constituencies (Bradford South, Bradford East, Bradford West, Shipley and Keighley). The Community Conversations project aimed to increase understanding, respect and tolerance between different ethnic and cultural groups, by providing opportunities for people to learn from and about each other.</p>	<ul style="list-style-type: none"> <li>- 14 trained Community Readiness facilitators from across the District (target 14)</li> <li>- 31 key respondents interviewed using the CRM to assess community readiness (target 30)</li> <li>- 10 co-designed workshops (target 5)</li> <li>- 262 residents engaged in activities (target 150)</li> </ul> <p><b>This project exceeded all its targets by adapting to digital methods. Through these conversations participants had opportunities to engage in shared actions to improve life in their area. It also had to reduce its ambitions on community readiness across 10 wards to take into account the length of time required to implement. This was adapted, resulting in five wards taking an ABCD (asset-based community development) approach, which provided a vehicle for quick engagement.</b></p>
<p><b>Hate Crime Strategy</b></p> <p>BHCA have been funded by Bradford Council for the last two years to deliver the Hate Crime Reporting, Centre Co-ordinator and 'Challenge it, report it, Stop it'. The aim of this project was to Co-ordinate and provide on-going support to the reporting centres to increase awareness of hate crime reporting.</p>	<ul style="list-style-type: none"> <li>- Supported over 2,000 victims and families of hate crime reports, including training, raising awareness and providing emotional support in partnership with West Yorkshire Police and other partners</li> <li>- 22 reporting centres now in place after reviewing the impact and value of the existing 29 centres</li> <li>- Development of new hate crime strategy</li> <li>- Focus groups on strategy held for each protected characteristic</li> <li>- Empowered Minds worked with Bradford Hate Crime Alliance to identify key priorities for the strategy</li> <li>- 10 disability hate crime training sessions delivered via Zoom with approx. 150 participants</li> </ul> <p><b>The impact of this project is likely higher than highlighted as it is not clear whether the rise in hate crime is directly related to an increase in awareness of hate crime. As individual's identities need to be protected due to the nature of the crimes, it also is the most challenging in terms of gathering information and data.</b></p>

<p><b>Community Champions</b></p> <p>The Community Champions project was not included in the original plans for the <i>Bradford for Everyone</i> programme. The Department for Levelling Up, Housing and Communities launched the Community Champions programme and the Council utilised this funding to build on what had already been learnt from the Ambassadors project.</p>	<ul style="list-style-type: none"> <li>- 49 'lead' champions recruited who were responsible for recruiting further champions and acting as bridges between their communities and the project</li> <li>- 247 trained Community Champions (target 300) from minority ethnic and disability groups via existing services and established network of VCS partnerships including Volunteering Bradford</li> <li>- All volunteers trained in critical thinking and how to counter misinformation</li> <li>- Over 1596 calls were received via the Covid helpline</li> <li>- Co-design and co-production group was established</li> <li>- Community Champions used outreach techniques, and worked with the NHS to promote vaccines</li> <li>- Around 5,512 are estimated to have been reached through the programme</li> <li>- Targeted information provided in multiple languages</li> <li>- Online communications methods used to reach different groups</li> </ul> <p><b>The scale of work carried out by the Community Champions was phenomenal, due to the number of volunteers recruited instead of relying on only a few 'hand-picked leaders'. However, over the course of the pandemic, residents became fatigued with Covid messaging.</b></p>
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Approximately 3,000 people were reached directly through the projects funded under this pillar. The combined effects will be on a much greater scale than those directly involved. Together, the projects were highly successful in helping people feel safer, particularly within the context of a global pandemic. The initiatives funded ranged from helping tackle rumours and challenging conspiracy theories about the virus to those that created opportunities to challenge hate crime and prejudice, and to deliver safe spaces for people to discuss issues and work collectively to address them.

## 9.2 Outcomes evaluation

The Indicators of Integration (2019) framework states that *“A sense of safety provides an essential foundation to forming relationships with people and society, enabling progress through education and/ or employment and participating in leisure pursuits. Community safety is a common concern amongst minority groups and within the broader communities in which they live. Racial harassment and hate crime erodes confidence, constrains engagement in social connection and distorts cultural knowledge”* (Home Office, 2019:50). The stability outcome (Home Office, 2019:52) notes the importance of familiarity and trust and an interest in staying in a neighbourhood for three or more years. This is considered the length of time needed to build connections and sense of belonging.

*Bradford for Everyone* commissioned the data company Culturelytics to provide clear insights into the challenge of developing inclusive mind sets. Culturelytics used AI (artificial intelligence) and behavioural science to provide greater understanding about people's attitudes, what challenges different groups are facing, and what would help build inclusive mind-sets and behaviours. This helped to inform and shape a workforce training programme led by Aspire-igen, Yorkshire's largest careers and training organisation, together with consortium partners Equality Together, Tharoor Associates, Mohammed Ali Amla, HS consultancy and Empowering Minds. Key findings include the importance of winning the pandemic in terms of enabling everyone to feel included and treated equally. Understanding the advantage of diversity in teams and how to build this into organisational objectives to meet key indicators would improve performance. Equally important was training people to work in diverse teams, including mentoring and coaching to understand bias. The ability to have difficult conversations and respond positively and constructively to challenge was seen as a key skill. Succession Planning/Talent Management was needed to enable teams to thrive on diversity as was training in inherent bias to enable leaders to become agents for positive change.

The delivery partner CNet worked with wider District partners (Bradford Council, Health, CCGs, Police, Fire and Rescue Service) to develop a [Roma Strategy](#) using a strategic asset approach. This identified opportunities for prevention and early intervention to support the Roma community to feel welcomed, to be able to play their part in Society and access services with independence and confidence. As part of a commitment to support new and emerging communities in the Bradford District, it was considered important to build evidence of the needs of Roma communities making their home in the District. In particular, the approach was designed to help them to navigate through services while ensuring these are accessible and can meet the needs of all communities.

To supplement published studies, the strategy project carried out a community consultation and collected anecdotal evidence from frontline staff in partner agencies. The community questionnaire was completed by 115 Roma residents across the district. 35 case studies were collected. In order to connect better with the community, most questionnaires were managed by Roma community organisations and volunteers. They were available in English and three community languages; Slovak, Czech and Hungarian. Economically, the Roma population suffer considerable disadvantages. Members are, through issues related to their status in the origin countries, likely to come from poorer communities, with poor education, lack of formal qualifications and a limited skills base. This limits their access to more secure and better paid work and many people in the Roma communities are in low paid work or move between short-term jobs. Often the only available work is in the informal economy, where they have less protection or stability and where wages are frequently below the legal minimum wage. This 'economic precarity' has knock on effects in other aspects of family life, such as housing and education.

#### Case study from the Bradford District Roma Strategy 2021-2025

"I am 24. I work in a car wash 16 hours a week and I am in receipt of Universal Credit. I live in Bradford with my wife and two children and it's very hard to get by. We've been homeless three times since we live in England. Without a proper job it is very hard to keep paying your rent, council, utilities, bus pass, food, clothes, etc. It is very hard to find a secure job with no proper English and without an English qualification. I would really love to change that but don't know how to get started." 24-year-old Roma male from Slovakia

The impact of Brexit was a clear concern to community members surveyed as part of the strategy consultation, with many fearful of its impact on their and their children's future. The EU Settlement Scheme's (EUSS) complexity and its primarily online nature made it very difficult for communities with lower educational achievement and high digital exclusion to access unaided. Bureaucratic impediments caused by some EU nations' approach to passport and identification document renewal have also been a large burden. Considerable effort has been made to contact Roma communities through EUSS support with some success and national statistics for the scheme show several thousands of local Roma have applied, though without knowing accurately the size of the population, it is impossible how many succeeded. Many Roma struggle to understand the school system, worry about their child going to secondary school and if they will be safe there with elder children. One of the common lessons in research on the Roma communities of the UK is the need to build trust and the role of trusted conduits, be they organisations or individuals. Trust gains access and guarantees an audience for information passed on. Information from trusted sources is passed on, forming a good way to get information to community members. Trust is not gained simply by qualification and position, however, but by building a working relationship with individuals and families. The importance of liaison staff in schools and colleges, of public engagement and social prescribing staff in GP surgeries and pastoral work in churches among others should not be underestimated in communicating and engaging with Roma communities in our District and action should be taken to secure these liaison roles and, where they are absent, create them. To be sure how successful Bradford has been. The general view is positive, however, with evidence of higher levels of children's applications than the UK in general. An important outcome of the approach taken to developing the strategy was the creation of a Roma Network of professionals from across the partner organisations. The strategy group has the potential to play a valuable role in the action planning and rollout of the strategy, if suitably supported. Overseeing the development of the action plans and the monitoring of the success of the strategy in the future will sit with the Stronger Communities Partnership. This creates an ongoing legacy from the programme.

The Community Conversations Project aimed to bring local residents together. Overall, the Asset-based Community Development (ABCD) approach worked better within the budget and timeframe and with the added complexities posed by the pandemic. The Community Readiness Model (CRM) worked well in three out of the five wards it was conducted in; however, to evidence a move up the scale would require going back to re-interview, analyse and score. As the CRM involves a lengthy process this needs to be effectively planned into the project design phase within realistic timeframes. The pandemic hindered the process as well as being a methodology that was complicated to fully grasp and implement in a short time.

#### **Case Study: Bradford East, Canterbury**

In Bradford East, strengths were identified as people helping each other and amenities, including the schools and the local mosque. The project set up a community garden in Horton Park Primary School with the aim of increasing residents' confidence to mix with others, social and cultural awareness, willingness to participate in community life and positive feelings towards others who were different to themselves. The project was successful in bringing people together. One participant stated: "I have really enjoyed this project. You don't need to talk to each other, so if your English isn't great it isn't a problem, but you are working together to make the garden".

Bradford Hate Crime Alliance (BCHA) compiles reports from victims, third party reporters and reporting pathways. This data is shared with strategic partners including Police, local authority and community safety partners to challenge perpetrators and further ensure we have a joined-up approach to identifying risk factors. The information collected helps the Alliance support victims and provide analysis to build a better understanding of hate crime in the District. *Bradford for Everyone* was able to provide supplementary funding to co-ordinate and provide on-going support to the reporting centres to increase awareness of hate crime reporting. This also included delivering training to key individuals as well as compiling annual reporting of hate crime awareness and updating the strategy. This widened delivery and contributed to meeting the Hate Crime Strategy objectives and outcomes. The project aimed to increase the awareness of reporting methods throughout the city and to empower victims to report incidents, promote online and anonymous reporting, publish details of where victims and witnesses can get help, advice, and support and to target vulnerable and isolated communities at risk of hate crime to advise what action can be taken. The project provided an opportunity to review hate crime reporting centre provision to ensure that the mechanisms that were in place were fit for purpose. Bradford Hate Crime Alliance also worked with the University of Bradford to develop a hate crime App that would be accessible to everyone across the diverse communities of Bradford. By working with the university to develop the app, it aimed to give access to the latest cutting-edge technology along with providing opportunities for students and technological experts to work with and develop approaches that will support the objective of increasing hate crime reporting. The University of Bradford research on hate crime, residential and school segregation spanned both Pillar 2 (Getting Along) and Pillar 4. Work across the different pillars was designed to complement all the other themes, understanding that a holistic approach is needed to address integration and cohesion.

A new focus has been placed on increasing the awareness of hate crime in different ways and through alternative avenues, resulting in an increased online social media presence, and the newly released [Listen Bradford](#) hate crime reporting web App, together with the exploration of a podcast and monthly local radio broadcast aimed at improving understanding of hate crime and how to report it, across Bradford's communities. Education continues to take a central role in Bradford District's fight against hate crime and ever-growing, diverse opportunities to work with schools, colleges and local organisations provide valuable chances for early intervention education where issues surrounding hate crime can be tackled, dispelling myths, and promoting community integration, understanding and acceptance. Future training to develop understanding and reporting of hate crime and other issues linked to people feeling safe within their homes and workplaces needs to include reflection and discussion opportunities. This links with the need to develop people's confidence to discuss equality issues. Training programmes delivered over a longer period of time would help develop the content and provide additional 'take-home' resources for participants' independent learning. The success of the Hate Crime Alliance in building trust in reporting within communities is key to successful cohesion. There is still much work to be done to encourage reporting of all hate crimes.



The Community Champions project was not included in the original plans for the *Bradford for Everyone* programme. However, the programme had developed a level of agility through its framework to respond to new and emerging issues. In the context of the COVID-19 pandemic, roles within *Bradford for Everyone* team became dual; both in the continuation and adaption of the programme activities but also working with the pandemic response under the 'Covid Supporting Communities' theme. As new needs emerged, Bradford Council built on where communication was known to be effective, keeping things localised, involving community partners and, through those partners, supporting trusted individuals to deliver. The Community Champions were also trained using the District-wide Shared Values materials and ethos. Monitoring and evaluation forms were designed, and the project went operational within a very short timescale.

Trust in local government, health services and the police was enhanced through this project. The prior investment in Ambassadors paid dividends in tackling the coronavirus pandemic as community networks were already established. Bradford Council was able to devolve responsibility for delivery through to local embedded providers who already had a good working relationship with the Council, as well as extending their network to new providers. REN and Equality Together held co-production groups every month attended by leads from all 49 participating organisations. The co-production group was considered to have *“worked well so we could meet with other projects carrying out the same work and link together so co-work. Information sharing from Equality Together was useful and invites to Q&As and NHS meetings”*. The close working relationships with GP practices was evidenced by community champions being asked by some practices to sit in reception and help with bookings, using their language skills.

Different messaging within the NHS undermined some people's trust in the system. Social media was used extensively and adapted into local languages, sign language and using people who would be experienced as like themselves. Facebook was the principal social media platform that was utilised. For instance, Bradford Hindu Council reported a reach of approximately 1,400 users with some of their posts. Trust in the system was a major issue for many migrant communities and is related to wider issues linked to health inequalities and systemic issues. Some champions faced hostility from their communities for promoting the vaccine. As one volunteer reported: *“I have been expelled from two or three community*

*Image © Bradford Hindu Council. Mental health workshop event.*



*groups in Bradford for inviting people and making them see the benefits of vaccines with specific data and documents rather than WhatsApp chain or some data not confirmed by the WHO, but it does not bother me. Not at all, on the contrary, this reaffirms that we are working for the good of the community and for the good of all as a society in this wonderful country.”*

The Community Champions work was highly successful in engaging local community leaders who could pass COVID messaging on to their communities. As a way of working, the health services and local government have many lessons they can draw from the way that the *Bradford for Everyone* programme was able to build on learning from the delivery of the Ambassadors programme. If this learning becomes embedded into the ways that services are developed and communicated, then it could have a major impact on addressing health inequalities. As Marmot (2020) has suggested, there would be significant change in the outcomes if health spending were allocated according to where there were disparities.

The strategies developed, together with the community engagement activities supported, contributed to people feeling more satisfied with their neighbourhood and feeling safer.

### Case study – Windrush Generation

We work with people from the Windrush Generation, who are predominately of a Black background. It has been difficult to get them to take the vaccine, and there is still some hesitancy. I am a Covid community champion, and had reservations about taking the vaccine. I knew that I would take it at some point but found that some of the government messaging wasn't clear. I am an advocate of the vaccine, and our messaging at Windrush was to weigh up the pros and cons. I had Covid and was severely ill with it, so I used myself as a case study, when engaging with people. We worked with REN to look at ways to engage with the Black community. We did radio shows in our local area. REN had started to run Q&A sessions with a clinician, and this touched on questions that were never addressed before. It allowed me to get inside knowledge of the vaccine, and the importance of it. As a key figure in the Windrush Generation programme, we can reach around 6,000 people, and I felt that it was time for me to take the vaccine and use social media to get the message across, that if I am ok with taking it, you should be to. My views on social media have been over 1000 so far, and some of our community has come forward to take the vaccine.



## Chapter 10

# Innovation Fund projects and campaigns

The Innovation Fund was a small grant fund programme which was about stimulating new thinking, building new partnerships and testing innovative approaches. It sat across the programme's four key pillars. The fund enabled volunteer-led and small voluntary and community organisations to undertake projects with support from the programme team to build capacity, learning, collaboration, design thinking and co-design solutions in order to measure impact more effectively. The projects funded straddled all the Pillars, adding localised solutions to the larger core projects.

The two campaigns challenged the dominant ethos of the District by encouraging people to reflect on how they perceive others, what they know of others and critically think about information they see or hear and by encouraging people to reflect on who they are, their actions and what they do on a day-to-day basis living and working in the District. The Shared Values of respecting, sharing, caring and protecting and Make Sure it Adds Up were designed to continue to strengthen the connection, love and bonds within and between the communities of the Bradford District for generations to come by designing campaigns at the two polar ends of a spectrum between targeted and generic. They had ambitious aims reflecting an ambitious programme.

### Key Findings

- The Innovation Fund projects represented an exciting approach to stimulating new thinking, building new partnerships and testing innovative modes of delivery. The fund enabled volunteer-led and small voluntary and community organisations to undertake projects with support from the programme team and dedicated Project Support Officers (PSOs) to build capacity and learning. The devolved mode of delivery strengthened collaborations and trust between the Council and the funded organisations and groups, and by extension the individuals and communities involved in the projects.
- The approach of granting volunteer-led and smaller voluntary and community organisations pots of funding to develop innovative projects highlighted a commitment to co-designed work that spoke to the needs of the local communities in question and thereby held the potential to have a greater impact. Small organisations needed more support to meet the programme criteria, therefore up-skilling was needed to ensure that the projects understood the rationale behind collecting quality data, writing good case studies and how these could highlight their successes as well as where there were learnings.
- the funded projects were able to reach out to individuals from different age groups, genders, areas, religions/beliefs and cultural and ethnic backgrounds. The data shows a broad demographic reach, with a range of different activities, all targeting different groups, thereby meeting the fund's overall aim of engaging all groups and communities.

- The aim of the Anti-Rumour campaign ‘Make Sure It Adds Up’ was to move people away from myth-busting toward critical thinking and to avoid discussing rumours while trying to reduce them. This strategy played a significant role in achieving the programme’s key priority of tackling hate crime and prejudice and ensuring that everyone feels safe.
- When writing the strategy, local people told the *Bradford for Everyone* programme that it should have a set of ‘Shared Values’, which connect and unify everyone living and/or working in the Bradford District. Shared values can bring people together and be used to create, express and develop initiatives, campaigns and tools that everyone in the Bradford District can take part in and benefit from. The campaign includes storytelling, a key device for helping people feel that their diverse histories are being remembered and their voices are being heard.

## 10.1 Innovation Fund process evaluation

In order to create an iterative process of learning through testing, Innovation Fund allocation was delivered in four rounds with the first round including 13 projects funded (£50,000) in August of 2019. The second round funded 6 projects (£75,000) in March 2020 and the third round funded 10 projects (£50,000) in March – September 2021. The fourth round saw 34 projects funded. Each constituency was provided £10,000 (total £50,000) and the funding had to be allocated by 31 March 2021. Rounds 1 and 3 used a participatory budgeting process, where local people made decisions on the types of projects that were funded. Decisions for Round 2 were made by a panel containing citizen representation from the *Bradford for Everyone* Ambassadors. Round 4 awards were made by the five constituency based Area teams.

### List of Projects Funded (Innovation Fund)

**Game on!** – To build new diverse friendships with young people as they make a digital game together.

**Shine Words** – Development of a card game and app called “Shine Words”, a multilingual resource to help new communities integrate quicker and more confidently.

**The Art of Conversation** – Utilising space for safe conversations to share stories experienced by new communities and the difficulties of integrating into a new place.

**Global Bradford** – An event to create solidarity and mutual understanding between all migrants; debunking myths; and to celebrate diversity of cultures.

**Stepping Stones** – Delivering ESOL for mothers and providing health and parenting information to benefit child and family; including upskilling and volunteers and staff in ESOL delivery.

**Faith in our Communities** – Bringing together faith and LGBT communities together to have open and safe conversation.

**Community, Create, celebrate!** Brought diverse communities together through the sharing of cultural knowledge to build integration and understanding between people from different backgrounds

**Great Horton Ambassadors** – It takes two community issues (street-gathering and lack of inter-community mixing) and combines them to form an innovative response.

**BD5 Dads and Kids** – Bringing dads and kids together from a variety of different ethnic backgrounds as well as new communities, to share and educate each other about their cultures.

**The Sharakat Project** – Bringing women in the community together from different backgrounds to build friendships, take part in an art project and discuss difficult issues in the community, partnering with a number of other local groups.

**Piloting community Cohesion Team** – Aimed to train young people to create greater interaction, dialogue and understanding between different people, enhancing their social, educational & economic attainment

**Bradford Fringe Festival** – Open access, community initiated, sustainable arts festival. Provide continuous resource for priority groups to arts in language they understand. To identify leaders and innovators within priority groups

**Open Technology Maker Space** – Open Technology Maker Space will provide 24 drop-in sessions over 6 months, at our workshops, where we will provide people with open source technology that they can learn about and keep. We will facilitate teaching, and develop peer-to-peer learning.

**Bolton Woods Virtual Give it a Go Learning Programme** – Delivering a mixed online learning programme for adults with learning disabilities and the local community.

**Breaking the Glass Ceiling** – Delivering education for life through ESOL classes alongside practical workshops like DIY including how to set up a small business.

**Mary Magdalene CiC** – Young people participated in a number of a workshops with Youth Workers & West Yorkshire Police on a range of subjects, including hate crime

**Great Horton Common Ground project** – Scaling up from Round 1, this project sought to test a new and collaborative approach to addressing community tensions and poor social mixing in Great Horton. The Development Worker employed focussed on: 1. Environment issues. 2. Fears of anti-social behaviour, 'gangs' and safety, and 3. Low levels of social mixing between groups.

**Living Well in Bradford** – Provided bespoke support to refugee and asylum seeker adults living in Bradford from employment to social connectivity.

**Youth in Common** – Bringing together small groups of diverse young people to participate in engaging workshops to raise aspirations and skills.

**Move on Up and Participate** – Helping the East African refugee community to be and feel safe and build strong relationships with other communities and organisations and share experiences.

**Let's Talk about it** – A 10-week programme covering topics on racism, white supremacy, and where prejudice and unconscious bias come from with an emphasis on personal reflection and open honest discussions.

**Friends of Bradford Moor Park** – Delivering workshops online and activities in the park such as Hate Crime.

**African Study for Change** – Creating an understanding of the impact of Africa on the ancient and modern world, and to share some of the significant contributions of people of African heritage throughout history

**Young Peacemakers** – A 20-week peace education programme for young people exploring concepts such as human rights, global citizenship, conflict-resolution and reconciliation, as well as colonialism, Islamophobia, violence against women and bullying.

**Refugee Training and Preparation programme** – Running 10 sessions on employability skills. personal safety and personal hygiene; mental and emotional well-being; social skills; and mapping of the city centre.

**School of Metal Bashers** – Providing volunteering, practical technology hardware and software training, creating opportunity for individuals particularly refugees to learn valuable work skills as well as help others in the community.

**Invest in our Youth** – Delivering educational fitness to young people. Covering an understanding of how the body works and how good nutrition can aid a healthy mind and body.

**Get together Bradford** – Targeting individuals who are struggling with social isolation, speaking English and/or navigating services in the city by providing support.

**Free 2B Me community garden** – Enhancing the first LGBTQ+ voluntary-run community garden in England, to help forge relationships between groups.

**Afternoon Tea, East Bowling Pensioners Club** – Creating opportunity for interaction and social mixing such as playing bingo, mingling with others, and creating relaxing spaces for them in this difficult time.

**Karmand Community Centre** – 2 coach trips to Blackpool and Filey to bring together people from different communities (race, faith and age) to build interaction, understanding and relationships.

**West Bowling Youth Initiative** – To enable our new women and girls group to run and manage a series of art and nature based workshops to promote community and social cohesion.

**Promote Community Pride, Friends of Greengates Cenotaph** – To promote community cohesion between Greengates and Apperley Bridge and civic pride by painting over green media boxes owned by BT Open Reach and Virgin Media with images reflecting the area.

**Woodland Clear Up and Preservation Project, Social Outreach Services CIC** – A short film about what is loved and disliked about Ravenscliffe woods, highlighting how important it is to enjoy outdoor spaces. Adults with learning disabilities took part. The group are working towards an accreditation as part of a CERTA/SEG qualification.

**St James Community Partnership** – To provide a space for parents and babies to meet and socialise in a relaxing environment.

**St Andrews Methodist Church** – To develop the land in front of the church into a memorial garden as a focal point and a place for local people to reflect on the effects of the pandemic. To include a bench, planter and path construction.

**Dance Artyfacts** – To encourage disabled participants (who are a variety of ages ranging from 8–70 years) to have some fun online with each other, encourage some physical activity and develop a new skill.

**First Steps, North East Windhill Community Association** – To encourage people to mix and develop friendships.

**Friends of Roberts Park** – To plant established trees and complete a landscape design from an 1870's plan. All learned the importance of trees and how to plant correctly.

**Think Future, JAMES project** – To bring together 20 young girls and women of varying ages from a range of communities and localities. The older participants were keen to teach baking skills. Many of the participants had not been to Penistone Hill before, and this generated a conversation about local areas to visit, and the positive impact on your mental health.

**Acts of Kindness, Wilsden Village Hall** – The project involved young people leaving small individual 'presents' or random acts of kindness on the doorsteps of older members of the community. Young people also wrote letters to older people sharing aspects of their lives and aspirations and older people wrote back.

**Happy Bench, Friends of Bradford Moor Park** – To create a Happy Bench where residents can sit and chat socially distanced and aid health and cohesion.

**Castaways Welcome Back, Castaways** – Towards a relaunch of the community choir and theatre group. The grant will go towards hall hire, a pianist, a social event and catering to relaunch.

**Mental Health Outreach Programme, Beckfoot Heaton School** – To work with students and families on a Mental health outreach programme. Supporting disenfranchised students to reengage with school life after lock down and Covid, through online sessions and the services of an educational councillor to support small group work.

**Our Girlington Podcast, Girlington Muslim Welfare Association** – The group runs a weekly podcast. The podcast covers a different topic each week, and looks to utilise local people as role models, delivering important messages each week.

**Community Garden, Café West Healthy Living Centre** – To use the development of a community garden with the installation of accessible raised beds to encourage all parts of the community to grow fruit, vegetables and herbs to pass on knowledge to children and young people.

**Community Events Programme, Bread and Roses** – A programme with activities and workshops centred around mental wellbeing and social inclusion such as guided meditation, yoga, cooking, gardening and crafts workshops.

**The little things can make a big difference, Marie Curie** – Fully trained Marie Curie Helper volunteers offer people living with a terminal illness regular support in their own home. Marie Curie Helper Volunteers can also provide support to families for up to three months after bereavement.

**The Youth Voice, Hollings Youth Association** – The Youth Voice' is a project planned and delivered by young people to raise awareness around issues affecting the younger generations, such as drugs, hate crime, bullying, cyber bullying, littering/fly tipping.

**Boxing for All, Lights Out Boxing** – Using sport as a means to build a fair, integrated and tolerant society by giving members the skills, knowledge and opportunities to learn with, from and about those from different cultures, beliefs and backgrounds and to develop shared values.

**Mental health support for young, Millan Centre** – Providing support for vulnerable young people, tackling mental health and social behaviour.

**Read and Play Together, Bangladeshi Youth Organisation** – Working with established communities to read Together and play together using football.

**BUD project, Yorkshire Wildlife Trust** – A 12-week gardening project in Great Horton Village Hall.

**Foodbank, Russell Hall Primary School** – A foodbank at the school for residents and pupils.

**Walking Group, Bradford Organic Communities Service** – A walking group project for 8 weeks.

**Exercise Group, Bierley Community Association** – Re-launch an older people's exercise group

**Music Workshop, Queensbury Scout Band** – Delivery of a number of music workshop recruitment events.

**Community Walks, Lidget Green Healthy Living Centre** – 12 community walks led by a qualified walk leader as well as sessions to provide access to health services and advice.

**Queensbury Tunnel Memorial, Queensbury Tunnel Society** – Creating a memorial for the 10 men that lost their lives whilst building the Queensbury Tunnel.

**Interactive App, Friends of Harold Park** – Launching an app to facilitate interactive activities in the park for families.

**Baby and Toddler Group, BHT Early Education and Training** – 3 different baby and toddler groups in Holme Wood.

**Art project, Royds Community Association** – An art project for local residents working with the befriending team.

**Book Publication, Low Moor Local History Group** – Production of two books on Low Moor to share with the Community.

## 10.2 Innovation Fund outcomes evaluation

Overall, the Innovation Fund was phenomenally successful at promoting greater interaction, dialogue and understanding between people from different backgrounds through a range of different and varied activities. Many of the funded projects had a lasting legacy and made a huge difference to how local people felt about their place and their community. However, the level of support provided to some of the voluntary and community organisations was extremely high. This actively worked to strengthen relationships between the Council and the organisations, and also developed trust in different areas and with different groups. It was also highly time-consuming and labour intensive and revealed a need for support roles and capacity-building for smaller organisations. The *Bradford for Everyone* programme also struggled to get good quality data from all partners. However, despite these challenges, the Innovation Fund successfully built capacity across the District and supported the development of new skill sets for a number of the organisations involved. For example, some volunteer-led organisations had never used forms or monitored their activities in the manner requested by the Council. Their involvement in the scheme therefore developed their understanding of the importance of monitoring activities and also provided them with skills to be able to better monitor and evaluate their work in the future. Importantly, Ambassadors who had been trained in Observational skills were involved in helping to design, commission, promote and evaluate these smaller projects, ensuring that the projects were observed both from a citizen and a council team/professional perspective. Many were adjusted as they progressed to strengthen the outputs and outcomes. This was very effective and also made Ambassadors truly understand the work and its impact.

The Innovation Fund expanded the work of existing volunteer-led groups. Residents co-designed solutions with *Bradford for Everyone's* staff team in order to measure impact more effectively. Residents were often the same people who came forward to be Community Champions and Ambassadors. Therefore, Bradford District had an advantage on many other places that had not been able to support small grant programmes to the same extent.

The scheme's success, in a large part, was due to the high levels of trust that developed between



### Innovation Fund Case study: Friends of Bradford Moor Park (Round 3)

Friends of Bradford Moor Park ran several workshops online and activities in the park, allowing to us to create a safe space for people to come together, get along, feel safe and get involved, whilst tackling their own issues and concerns. "Since attending the event I have become a regular volunteer, and I am part of group and its events on a regular basis. I have made lots of new friends, many people from different backgrounds, race, gender and ages. It brings me much joy to know I am a part of my local community and able to help in any way I can. Everyone has made me feel very welcomed and we communicate with each other regularly focusing on how to improve areas of the park to make it more accessible, safe and welcoming for other park users. Everyone has different ideas and is enthusiastic to help make a difference and help bring others together. I really love what the group stands for and it made a huge difference to me and how I feel now being part of the community and the group."

### Case study – Con-Fessions Project at Mary Magdalene CIC

The project engaged young people in discussions around Hate Crime, dangerous driving, drugs, and anti-social behaviour. It utilised key speakers from West Yorkshire Police Officers to Youth Workers and Rappers, to get messages across to young people in an understandable and engaging way. Funding was also used to construct a simulated prison cell and interview room which were utilised in sessions to highlight the realities faced by young people who get involved in crime, including drug trafficking and dangerous driving.

“By attending the sessions, it made a huge significant impact on my everyday life from staying away from train tracks to staying safe during bonfire night. It helped me learn new things. A major project regarding safe driving really affected me and the other students because where we are from (Bradford) it is a large issue and by learning from the project it allows us to know the impact. Such as sad families and bad friends and all of this can be avoided. Also knowing how many people have died recently from dangerous driving.” Participant M

“The significant difference the Con-Fessions project had on my life is that it made me more aware of certain issues in our community, as it opened my eyes to different misconceptions on the subjects we engaged with. For example – anti social behaviour, crime, hate crime, extremism/radicalisation and terrorism, gangs and fast cars, street violence and much more. Being educated on these subjects allows me to understand the impact my actions have not only on myself but on the wider community.

“The reason I enjoyed the confession project is because it was engaging and fun. Even though we talked about serious discussions on serious and taboo subjects it was good to talk about issues that we don’t normally talk about. The mentors leading the programme made sure we were all comfortable and safe and I appreciate that. Due to us being in a safe space I was comfortable talking about these subjects.” Participant B

the Council team (the Project Support Officers in particular) and the voluntary and community organisations, and by extension the groups being targeted by these organisations. Projects, funded through four separate rounds, which built on learning from each previous round, contributed to meeting the aims of all four of the pillars and included diverse communities across the District. The evaluation found that the *Bradford for Everyone* programme successfully reached out to diverse communities. The individual projects maintained participants’ engagement and satisfaction and provided opportunities for meaningful social mixing between people from various backgrounds.

Projects funded under the scheme were most successful when they built on existing networks and partnerships, and when they already had experience of working in certain communities. The devolved mode of delivery strengthened collaborations and trust between the Council and the funded organisations and groups, and by extension the individuals and communities involved in the projects. The approach of granting smaller voluntary and community organisations pots of funding to develop innovative



Photo: participants on the Con-Fessions project

projects highlighted a commitment to co-designed work that spoke to the needs of the local communities in question and thereby held the potential to have a greater impact.

## 10.3 Campaigns

### Anti-Rumour Campaign

The Anti-Rumour and Critical Thinking Strategy aimed to reduce rumours and prejudice by increasing critical thinking across the District. A public messaging company assisted in the development of the campaign, bringing knowledge of behavioural science into the planning stages. The strategy focused on three areas of political commitment and policy change, creating a media narrative and developing training resources. It also aimed to reduce rumours around migrants, LGBTQ+, faith and working-class communities. During the consultation and creation of the strategy group, the campaign worked with area teams and partners engaging over 250 people directly, with social media reach of 6000. The campaign was extended during COVID-19 to tackle rumours about the virus, encouraging people to consider the arguments for and against taking the vaccine. Public health messaging successfully reached into communities who wouldn't normally access health services through working with community residents. These residents could then cascade information through their networks, reaching large numbers of people. The website recorded 168,243 hits, many of which will have been from outside Bradford, extending the impact of the campaign more widely. Over 600 people took part in the training.



The strategy group had 21 core members and 6 organisations have formed a working group following a call out to develop a toolkit and training resources. The organisations that developed training were City of Sanctuary Schools, Linking Network, Integrated Community Learning Schools, Arakan Rohingya Organisation UK, Bradford East African Community and CABAD. The aim was to move people away from myth-busting toward critical thinking and to avoid discussing rumours by encouraging people to explore and learn from and about different groups of people. This strategy has played a significant role in achieving the programme's key priority of raising awareness of hate crime and prejudice and ensuring that everyone feels safe.

**602**

local people took part in  
Critical Thinking training.

100% said the course directly increased their critical thinking skills

and 89.7% said the course directly gave a further understanding of diversity.

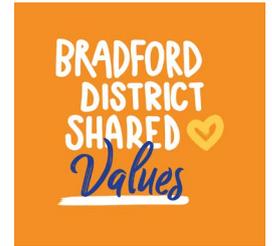
The 'Make Sure It Adds Up' website recorded

**168,243**

hits up to June 2022



many of which will have been from outside Bradford, extending the impact of the campaign more widely.



## Shared Values for Bradford

When writing the strategy, local people told the *Bradford for Everyone* programme that it should have a set of shared values, which connect and unify everyone living and/or working in the Bradford District. Shared values can bring people together and be used to create, express and develop initiatives, campaigns and tools that everyone in the Bradford District can take part in and benefit from. Out of 996 people who responded in Jan-Feb 2020, 264 respondents were aged 5-17; 30% were Christian; 21% were Muslim; 35% were from no religion/faith; 18% were from Keighley; 26% were from Shipley; 15% were from Bradford East and 20% were from both Bradford South and West. The programme heard from 24 nationalities. 58% of respondents were female and 35% were male.

A social modelling approach was used to amplify and celebrate the use of these values across the District. Lived experiences were used through activities and campaigns. During September 2020 an Asset Based Community Development (ABCD) audit was conducted to gain understanding and map what partners and influencers are doing to live and celebrate the Bradford District Shared Values. 56 survey submissions were received; 10 hours of conversations with 20 organisations took place; 37 organisations were willing to collaborate with 16 organisations also interested in getting involved. 12 different types of organisations had a say, including: voluntary/charity; local authority; community groups; education/research; faith; health & fitness; businesses and the police.

Phase 2 of this campaign (October 2021 - March 2022) aimed to empower and enable Bradford people living and working in the District to Respect, Care, Share and Protect each other. The campaign implemented a robust creative strategy and approach, including a toolkit campaign, visual identity co created with key partners, a set of key messages, and developed content ideas (both on and offline) to show, share and help promote the Bradford District Shared Values. Bradford Council intends to continue the Shared Values campaign after the end of the pilot funding, embedding these Shared Values more widely across the District and linking with the City of Culture 2025 activities.

**996** people responded to the Phase 1 survey as part of the 'Shared Values' campaign.

Between Oct 2021 and Mar 2022

**535**  
people made promises to live the Shared Values

**40k**  
reach across radio and social media

**10**  
on street Virgin boxes painted

**3015**  
people reached or engaged

**734,966**  
outdoor ads reach (opportunities to view the campaign material)

**30+**  
local businesses engaged

Campaign pilot targets exceeded

# Conclusion

### Key findings:

Bradford Council, working in a strategic partnership through the Stronger Communities Partnership is showing that it is possible to exercise place-based leadership in creative ways that can build collective understanding of what integration can look like in a District that has always been a place built on waves of migration. The strategy designed for the Stronger Communities service was an amalgamation of a much wider vision than the *Bradford for Everyone* programme. The Integration Area funding was embedded into the wider work of supporting VCS infrastructure, community building grants, the Transformation Fund, the EU Settlement Scheme, remembrance days of significance, Community Stars awards and more. The Pilot Integration Area funding provided Bradford Council with an opportunity to test new areas of work, complimenting existing services or maximising their effectiveness.

Many earlier programmes across the UK prioritised individualised integration where measures have focused solely on individual outcomes, such as more minority ethnic people into jobs or training. This programme has included an element of programmes that address these very important issues. However, it has framed its approach within a much wider understanding of how individuals are held within a system. This final concluding chapter reviews the overarching learning from the implementation of the *Bradford for Everyone* Strategy. It also suggests a series of recommendations for embedding cohesion work across the local authority departments and statutory organisations.

The relationship between Bradford Council and DLUHC was pivotal. Adequate timescales were provided, both central and local teams had open and honest debates where there was an equal desire to learn and understand people and place. The local team were trusted, challenged and supported, leading to a locally owned plan and programme activity that had central government's ambitions at the centre. Each integration area was different in scale, ambition, delivery and approach, but had many overlaps. Central government needs to work in partnership with local government in order to understand how policy is translated and delivered practically on the ground. This will enable local authorities to be better equipped to tackle some of the most entrenched issues each place has.



## Key statistics

### Over three years,

Bradford for Everyone directly engaged with over

**36,000**

people in the Bradford District, 

a further 

**122,000**

via activities and core campaigns,

and hundreds of thousands more via its website and social media platforms.

The programme supported

**23 60**

**CORE PROJECTS** **SMALLER PROJECTS**

**PLUS TWO CAMPAIGNS.**

Additionally, the Police Crime Commissioner surveys from 2019 – 2021 show an increase from



on the indicator of how well people get on with each other which is more than a 10% increase; prior to the integration funding, this was actually declining.

Evidence from the Belong longitudinal research surveys showed that Bradford District is becoming **more united** with a **higher level of trust in local government, building more connections with neighbours and family**, and that local areas that invested in social cohesion programmes **fared better during the COVID-19** pandemic compared to other cities that had not invested in social cohesion.

**RECOMMENDATION 1:** central government and local authorities to note that a relatively small investment in integration and cohesion can positively impact a large percentage of the population, helping to: build trust in government; support more connections with neighbours, increasing resilience to shocks; involve more people in civic life and volunteering; and improve a range of indicators including levels of hate crime, health inequalities, language proficiency and entry into employment.

### Recognising the importance of integration work

Another key success is the decision to significantly increase Bradford Council’s base budget for Stronger Communities work enabling the creation of a larger and permanent team structure. Bradford Council’s **councillors and leaders recognised the impact the programme has made**. Structures have shifted towards more of a local approach, building not only on preventative measures but also reactive measures like neighbourhood mediation and ensuring collaboration as a way of working where integration is part of the conversation. Also, events such as a **Schools Linking Celebration Week** have impacts around the country, not just in Bradford District.

Many projects are moving into second phases following the Integration Area funding. For instance, research on ‘*how well we can live and learn together*’ and hate crime will produce key recommendations which will enable the service to test new ideas using catalyst funding. Also, the Bradford District Roma Strategy is being operationalised, gaining wider stakeholder commitment and financial resources. The plan to develop ongoing data about levels of social trust would keep up momentum towards putting relationships and partnerships centre stage and the Shared Values campaign will continue to shift the ethos by which people live and work in the District.

**RECOMMENDATION 2:** to adapt delivery, between scalable and targeted activities such as high profile events, public campaigns and ambitious local strategies. Using the examples of the ‘Make Sure It Adds Up’ and ‘Shared Values’ campaigns together with ESOL, Roma and Hate Crime Strategies and Innovation Fund approach will ensure that the future programmes can learn and benefit. Opportunities for storytelling need to be embedded to ensure programmes are relevant, understandable and can be applied by a range of professionals and organisations.

### Long term investments and policy impact

Central government is recognising the need to join up and coordinate activity across Whitehall. This is important in order to ensure policies do not conflict with each other. For example, ‘hostile environment’ policies vs Integrated Communities Strategy. Also, there is recognition that **longer-term investment needs to be made to really be able to reap longer term integration and cohesion impacts and outcomes.** Embedding an approach into multiple layers of governance could provide a holistic mechanism for achieving more rapid systemic change.

### Building social trust at the local level

**Many projects did not exist in an organised way** prior to *Bradford for Everyone* setting up the Innovation Fund for smaller projects. All of these activities ensure sustainability of local groups and ensure the passion shown by residents and schools is nurtured and will further encourage neighbourhoods and schools to share integration work with their communities and across the District. The extension of the school linking project into a whole community approach reduces the possibility of children learning one ethos at school and another at home and takes integration ideas beyond the school gate. **Pride in place and people getting on with their neighbours is important for building sustainability for the future. Council support for neighbourhood led initiatives helps build trust in democratic structures.**

**RECOMMENDATION 3:** to use the findings from this evaluation to inform whole systems approaches to service provision within local authorities, police, courts, health, etc. Through this, building trust and resilience with equality, diversity and inclusion at the heart of every approach.

**RECOMMENDATION 4:** to learn from the efficacy of the small grants programme (Innovation Fund) that can reach local communities and enable them to develop sustainable solutions to local issues and trial new ideas. This includes recognising the need for infrastructure to support and measure improvements in social trust, understanding between different communities, civic participation and volunteering.



## Key factors that enhanced success and learning points for the future

### 11.1 Embedding the programme in a co-design approach through:

#### Cross-sectoral working

The ability of Bradford Council to successfully work with local businesses, organisations and communities, rather than just providing services to them was at the heart of the co-design approach utilised by *Bradford for Everyone*. The goal set by the Department for Levelling Up, Housing and Communities (DLUHC) was to deliver integrated communities and to better understand and tackle the challenges specific to a place, building on existing best practice and local strengths. Although delivering integrated communities is an ongoing process which does not have a start and finish date, the programme has undoubtedly provided better understanding and numerous good examples of how to tackle the integration challenges facing Bradford District.

The strategy was developed as a co-design between key statutory and community partners and set the ethos for the way of working that followed. The leadership provided by the Programme Lead, together with the clarity of purpose created a strong and cohesive central team based within the Council. This team's actions were structured around ensuring that each larger project had a clear theory of change and set of evaluation criteria attached. Integral to the planning was understanding what changes would mean that the project had been successful. Although some of those changes were short-term and tangible, others are incremental and will bear fruit over time.

The involvement of the Project Support Officers (PSOs) in working with partners external to the Council to develop and adapt plans to changing circumstances, kept the programme in a dynamic relationship with contextual changes, the most dominant being the COVID-19 pandemic. Where many programmes may have paused and under-performed, the team were able to provide creative support across all projects to learn and adapt to the new restrictions and possibilities. The programme directly engaged 36,000 people, only slightly less than the 38,000 target set prior to the pandemic. Honesty, integrity, empathy and flexibility with providers facilitated mid-term pivots, innovations and adaptation where either the original proposals were not working, assumptions had been inaccurate or unforeseen circumstances (e.g. Covid-19 pandemic) necessitated change. Indeed, some of the most successful work was born out of this need for rapid innovation and adaptation (e.g. Digital Linking and "Shuttle Dialogue" in schools, and home delivered ingredients, recipes and home-growing kits – with dedicated Facebook sharing community - in the Community, Create, Celebrate Innovation Fund project).

Rather than commissioning projects and waiting for them to either deliver or not, the hands-on role of the PSOs meant that the whole programme was typified by an ongoing exchange of ideas and feedback. The Council gained a great deal of credibility in its work with communities through the good relationships built up over the course of the three years. These positive relationships are understood to be key to building trust in services and structures, a key element in creating the conditions where integration can be fostered.

Good examples of this co-design approach can be drawn from small projects, such as the impressive 60 unique projects funded through the Innovation Fund. These small-scale projects received an average level of funding of less than £4,000, using their different approaches, activities and target groups. They were able to reach out to a diverse community, maintain participants' engagement and satisfaction,

and provide opportunities for meaningful social mixing between people from various backgrounds. The more long-term impact of funding pots of this nature is that they build relationships of trust between communities and the Council and other providers involved in supporting them.

### **Building community capacity and infrastructure**

The design supported the development of new skill sets for a number of the organisations involved. For example, some volunteer-led organisations had never used forms or monitored their activities in the manner requested by the Council. Their involvement in the programme therefore developed their understanding of the importance of monitoring activities and also provided them with skills to be able to better monitor and evaluate their work in the future.

A key learning from this co-design style of working is that it requires a lot of time to build productive, trusting relationships and these need to be maintained over time especially in the collection of data that may feel intrusive or provocative. The long-term benefits of building this approach are significant though. Also, the level of understanding of the importance of collecting data is not an issue that only affects smaller organisations. There are many instances where data could be better utilised to inform future practice and funding ring-fenced for data collection and evaluation rather than absorbed into other costs.

### **Embedding social mixing in every activity**

The programme demonstrated that it is possible to consider social mixing in nearly everything. For *Bradford for Everyone* this included intergenerational mentoring, recruitment and engagement to appointing a diverse workforce and diverse facilitators. Projects were more efficient by considering social mixing at the design stage. The programme drew on The Challenge's Social Mixing Design principles as the basis for most of the projects. This design was shared through a series of workshops during the design stage. This involved not just the lived experiences/diverse voices in the room but really thinking through the design intervention and making valuable tweaks to the projects. This aim was standardised across the programme. Preparation sessions before bringing together people from different backgrounds (age, gender, sexuality, ethnicity and religion), especially young people, were seen as an important step to assess their readiness for a meaningful social mixing with others.

### **Digital hubs and social media**

*Bradford for Everyone's* online presence not only enabled rapid network development, but it also provided a platform for sharing ideas, opportunities and learning locally, nationally and internationally - creating momentum and pride in people and place. With social media impressions in the millions, thousands of followers and 60,000 web page views, *Bradford for Everyone's* online presence facilitated recruitment of Ambassadors and network members and a large professional supporters list. It also served as an efficient mechanism for successfully supporting associated programmes and campaigns and improving Bradford's internal pride and external reputation. For instance, *Bradford for*

*Everyone* was a key online partner and supporter in the District's successful bid to become [UK City of Culture 2025](#). Another example is the "Make Sure It Adds Up" campaign website which recorded 168,243 hits up to June 2022 with many of these visits coming from outside Bradford, extending the impact beyond the District.

## **Workforce diversity**

Diverse teams are able to engage with a diverse range of communities. All project providers utilised different engagement methods. It was evident that those with diverse teams were able to engage with a diverse range of communities efficiently especially if they were able to speak a different language or reflected the cultures and identities living in the District.

In some cases, project providers found it difficult to identify, for example 'the unemployed'. It was found that outreach work in community and youth centres, did not necessarily reach the 'target group' as they were often not utilising local infrastructure support. Providers had to establish relationships with organisations who had an existing relationship such as the DWP (Department, Work and Pensions), which were critical. Project providers also took to engaging schools, youth offending teams and Looked after Children services to ensure referral pathways into programmes were robust. Workers from diverse backgrounds will have different ways of approaching the same issues, helping outreach work meet the needs of diverse communities.

## **11.2 Putting people at the heart of the programme through:**

**Working positively with diverse identities** – People in Bradford District have strong identities, whether this is as a Keighlian, from BD3 or West Bowling. Religious, ethnic and other labels people may give themselves are important and learning how to engage with difference is a skill that people have to learn. People's narratives and identities are strongly highlighted in places such as the [People Library](#). Whilst it is important to allow flexibility where people can identify themselves as they think best describes them, the programme needed to broadly re-evaluate the categories used to ensure that differences could be more widely captured. However, as many projects applied these categories in a wide variety of ways this created inconsistencies in the data collection.

**Knowing that what works in one place doesn't always work in another** – The commitment to no one size fits all was a thread that ran through the programme. Funding 23 core projects and 60 smaller projects was an incredible volume of activities over a short period of time. However, the range of projects successfully engaged a wide range of partners, groups and communities in ways that larger projects would not have been able to do. Furthermore, the programme was able to be agile to the needs of communities and at the same build social capital, including strengthening community relationships and networks.

**Learning from targeted interventions** - The team were committed to ‘testing new ideas’ and launched many new initiatives such as [Citizen Coin](#), a social ecosystem rewarding volunteers for doing social good in exchange for discounts at local retailers and the first ever District wide set of ‘Shared Values’. This required an appetite to risk-taking, accepting and learning from failure and finding solutions that may not have had resourcing previously or had not been tested before. Bradford District is pioneering the first ever multi-agency [Roma Strategy](#), co-created with over 100 Roma residents and linking with other initiatives such as the EU Settlement Scheme which processed 42,000 applications. The Roma network includes over 40 organisations working together to celebrate and improve life for Roma people and is an example of a sustainable legacy.

**Power of storytelling** - Underpinned by behavioural science and change methodology, story-telling has been included in all of the programme work, from developing case studies, campaigns and ensuring that diverse voices are around the table and are able to participate in co-design and co-creation opportunities. From the programme’s branding to website and marketing design, telling the story of place in pictures and words that describe and visibly display the people that live in the District created a sense of pride, excitement and community ‘buy in’ to the ethos of the programme.

*Bradford for Everyone* applied the principle that co-design and co-creation is what happens when you create space for voices to be heard and where people feel they can positively shape services. The [People Library](#) is a collection of ‘human’ books and was an enabler in supporting and bringing to life people, places and partnerships.

## Qualitative methods

Data collection such as observations, focus groups and case studies to complement quantitative data such as surveys can provide important information and engage politicians and local residents better than providing facts and figures. Qualitative methods provided understanding that different levels of interventions were needed for different situations. For instance, Future Ways expanded their support to be more holistic as young people were faced with multiple issues such as mental health and/or being homeless. Other interventions funded through the programme remained light-touch, such as Global Bradford. Funders need to be aware not just of the type of intervention required but the intensity with which it needs to be provided. For example, the further people are away from the labour market the more intensive the support needs to be. Where before and after baselines were completed, longer lead time was often needed to see shifts in perceptions, attitudes and behaviours. However, some projects, such as ESOL provision demonstrated very high levels of improvement in integration over a relatively short time span.

### 11.3 Cross system learning through:

**Commissioning processes** - For short term programmes, grass root organisations appear more compatible and suitable for rapid evaluation, to test and learn (fail or succeed) and commission quickly when timescales are tight i.e. 2 years. Projects committed for longer or for larger sums (more than £25k) are more challenging to commission and decommission when projects are not working and require more time for design and to set up in terms of recruitment of staff before delivery can commence.

**Focus on system change activities** – Funding of this nature is short-term and often long term impact through project activity is not possible. However, by keeping programmes whole-system and person focused, this can bring about perspective shifts that create change that are more than one dimensional. For example, ensuring the ESOL Advice Hub strategy is not only about English Language learning, but about understanding the needs of learners, promoting integration, employment and volunteering.

**Maximising the benefits of different funding streams** - Bradford District has been identified as one of many places which would highly benefit from [Levelling Up funding](#). Whilst many funding streams have entered Bradford District, such as Arts Council funding (the LEAP), Sports England (JU:MP) and Opportunities Area funding, it was challenging to connect conversations to ensure resources could be maximised and strategically aligned. However, the *Bradford for Everyone* programme successfully sought to match-fund, for example [The LEAP](#) became the programme's cultural vehicle. The Programme Lead ran a series of Programme Manager meetings to connect, share learning and ways of working together. It was important to work alongside other investments and strengthen rather than duplicate and also to focus partnerships that contributed to the overall framework identified in the [Bradford for Everyone Strategy](#). Examples include:

- **Anti-Poverty Strategy** – working in collaboration with the Anti-Poverty Coordination group, Citizen Coin was born. This App was intended to support those from low-income families, providing a sense of dignity through opportunities for volunteering and creating support systems such as networks, friendships and connectivity. Later as part of the Covid community response, whilst many VCS partners worked on the growing crisis of food poverty, the programme continued to utilise the Citizen Coin as one of many ways to respond to the pandemic offering discounts on restaurants, cafes, takeaways and newsagents in exchange for doing social good. **“Citizen Coin increases community engagement and a sense of community and offers holistic help to everyone involved”**. Loraine, Volunteer
- **Economic Strategy** – Aligning with the ambitions of this strategy the programme focused on supporting young people, developing skills for those unemployed and working with employers to develop their inclusion offer. To do this well, a close relationship was developed with the Skills and Employment team within the Council – the partnership also resulted in the ESOL Advice Hub team being based within Skills House rather than the Stronger Communities team and ESOL factored into the Council's Skills Plans and Economic Strategy.
- **Controlling Migration Fund** – Utilising the evaluation from this programme, the Bradford Council team continued to shape future iterations such as Future Ways, alongside reviewing how underspend from the programme could support successful projects.

- Opportunities Area – Bradford for Everyone** worked in partnership with the Opportunities Area in a number of ways; firstly, through the Act Early: Holme Wood project to test and learn from using connected datasets to identify solutions that would tackle problems earlier and ultimately prevent them in the long run and secondly, by connecting learning on ESOL and for under 16's and parents as part of their parental engagement offer. This was to enable parents to support their own ESOL learning and that of their children, so language was not a continuous barrier to good attainment. This support was extended from Shipley College to Better Start Bradford for pregnant women with ESOL needs.
- Research** – Research has been a pivotal component with opportunities for collaboration being extended such as the Communities Up Close research led by Migration Yorkshire which explored impact on migration in places and Shared Spaces a research programme to explore what influences young people to mix and develop friendships from other backgrounds and how this occurs. The team developed a Bradford Evaluation Network (BEN) whilst the Evaluation and Improvement Officer was in post, which ensured that expertise from **Born in Bradford** and other research could be shared.
- Sharing good practice** – The programme continued to benefit from and contribute to national and international networks such as **Belong** (Integration and Cohesion Network) and Intercultural Cities programme to share good practice. This developed into advice being provided to other neighbouring councils and internationally in the development of their cohesion and integration strategies. It also was the vehicle in which Bradford Council contributed to a number of cross-sector agendas, including Covid Community Champions, Befriending, Monuments Review and strategic partnerships such as Safer Communities and Equalities, Diversity and Inclusion (EDI). The 'Partner Forum' was another mechanism created by the **Bradford for Everyone** team to involve more people in the programme but also to ensure that our collective impact on EDI was greater. Through these activities, Bradford District has gained a reputation for leadership and innovation in integration and cohesion. The team also contributed to the successful *City of Culture 2025* bid through advice, content and a huge amount of public support over the past few years helping to create positivity, hope and momentum in the District.
- Many programmes such as **Sports England funded programme Join Us Move Play (JU:MP), the City of Culture 2025 bid and the LEAP** had cohesion or social mixing as a key indicator. Strategically the programme has advised partnerships like Active Bradford, sharing learning and good practice on cohesion and ways this can positively make an impact on physical activity. Partnership working has also been extended out to organisations like Breaking Boundaries who

*We are a proud member of the Intercultural cities programme which is both a capacity building programme and coalition of cities committed to inclusion and positive diversity management. We are committed to always involve people of diverse origins in decision-making in all aspects of our work; create opportunities for deep interaction and co-creation.*

*'The Strategies, tools, networks and platforms the city has put in place, are an incredible source of inspiration for many others worldwide... However, such inclusive places must be intentionally built by courageous and forward-looking cities such as Bradford...!'*

Ivana d'Alessandro - Intercultural Cities

delivered cohesion activity utilising sport as the engagement tool within three wards (Great Horton, Little Horton and Bowling and Barkerend) in Bradford District to bring communities together.

- Most of the difficult challenges sat in the Feeling Safe pillar, such as Hate Crime and responding to the pandemic. This overlap of the fourth pillar with work carried out by the Safer Communities department had to be carefully designed, recognising a lot of good work was taking place, but adding value and plugging in the gaps where possible and working collaboratively with the police and Hate Crime Alliance. The pandemic also brought the Stronger Communities work into greater alignment with health, opening up channels for messaging to reach communities where vaccine take up was low. The learnings from this partnership approach will hopefully continue to have positive impacts for many years to come.

## Supporting and modelling resilience

Throughout the pandemic the programme showed how it could continue to be dynamic but agile. Wherever they could, projects moved online, tailoring responses to the different situation, with the *Bradford for Everyone* programme acting as a central hub in coordinating activity as well as setting up new projects such as Citizen Coin and adapting to meet the new challenge. The COVID Community Champions project was added to the programme to support health messaging and vaccination take-up. ***The Make Sure It Adds Up*** campaign was adapted to support people to think through the messaging they were receiving. Strong connections, local community knowledge and good relations proved important for test, track and trace systems. Health messages were tailored to diverse local groups and communities and local leaders respected by different communities of interest. Most importantly the way the team worked, the partnerships they created, together with the communities they had already engaged with meant that the Council could mobilise quickly.

## 11.4 Being data and intelligence led

### Routine surveys

A routine survey for the District that regularly collects integration and cohesion data (or within existing local measures where data is routinely collected) would enable services to be better informed and designed to meet the needs of communities. Integration and cohesion need to be considered across the system as one policy or decision could be detrimental or lead to a negative impact on another aspect of integration and cohesion. Indicators need to be more holistic and to include health and wellbeing. Also environmental factors, such as air pollution and climate change have implications for integration and cohesion as they impact on different communities in varying ways.

The programme intended to develop a number of integration and cohesion questions into routine data such as the Children and Young People's Survey administered by Public Health (discontinued in 2021), and the Police Crime Commissioner survey. The team also had looked to support neighbouring programmes with a set of ethically tested and trialled questions. However, the team was met with resistance for a number of reasons. One aspect of this was feeling uncomfortable with the nature of the questions being asked in case they offended or upset participants. These questions were often better

collected utilising qualitative methods, so that the facilitator could see body language, tone and capture subtle indicators around the subject areas. Such an approach also enabled conversations about why it was important to collect such data.

### **Developing a method of measuring social trust**

It has become more and more apparent in recent years that the chief mechanism for measurement of 'progress' in societies, regions and nations (Gross Domestic Product [GDP]) fails to adequately measure human sentiments and inter-group trust. Indeed, GDP is a measure purely of economic activity – which by its nature measures as 'good' productivity which may actually be bad for people, for societies or for the planet (e.g. profits from gambling, smoking, junk food, petrol sales, or unsustainable palm oil production). With funding from the Council of Europe's Intercultural Cities programme *Bradford for Everyone* has been working with developers at the Social Trust Collaboratory and hopes in the future to make Social Trust a standard measure of progress and wellbeing in the District. This has the potential to provide real insight to policymakers and decision-makers about the communities they serve, as well as a mechanism for targeting activity or interventions that will make a difference to integration.

### **Paying attention to people declaring as having no religion/faith**

Findings suggest that there could be an under-represented and under-acknowledged group of people who might be experiencing issues with integration and cohesion. People declaring as having no religion/faith are a major demographic category across many of the projects.

Ensuring value for money – While the greatest proportion of funding was spent on Pillar 1: Getting On, the highest levels of engagement were in Pillar 2: Getting Along, which suggests that small amounts of funding can be effective in delivering high level impact and scalability. Building social networks and relationships and improving how people feel about their neighbourhood links directly with trust and safety. The programme demonstrated that funding directed at the preventative stages of integration frictions and challenges can save large amounts of money spent on mental health, policing, court proceedings and prisons down the line. For a total cost of £4.6m the programme reached 40% of the District's population, a relatively modest sum for the positive gains that were made and the indirect benefits to the District brought by diversity, tolerance of difference and valuing the different contributions that people offer. The programme has demonstrated that focused integration funding can be scalable and targeted.

Project providers had to be creative with collecting data. Baseline and endline questions were the most difficult to attain due to participants feeling there was a repetition of the same questions over a short time period. There was also a level of mistrust of how data would be used. This continued to be a barrier throughout the course of the programme. More intensive and a longer programme of activities such as ESOL were easier to collect more consistent and high-quality data from than activities that were one off. It was also evident that many people benefited from the projects, but often project providers were not able to capture the great stories. Yet these are a great alternative to hard data especially for smaller organisations.

## **Prevention before tensions escalate**

Integration is often misunderstood to mean cohesion. Cohesion on the other hand is over simplified. Issues were raised throughout the course of the programme, but it became apparent that projects specifically designed to improve cohesion should be seen as preventative and early intervention rather than proactively used to deal with rising tensions between different groups. When tensions in communities are perceived to have escalated then this requires community or neighbourhood mediation. Investments of this nature should be considered where groups or individuals can be brought together to address tensions as opposed to changing perceptions.

## **Working with researchers**

The programme understood the importance of developing robust information that can inform future strategies e.g. the University of Bradford research on housing and school segregation and Belong research on the impact of *Bradford for Everyone* in supporting resilience during the pandemic. However, project providers expressed the pressure of competing demands for monitoring and expectations to engage with research while delivering a project. While many organisations saw value in this, some communities became survey fatigued. The need for monitoring and evaluation and research input needs to be balanced with time available.

## **11.5 Shift in mind-sets, relationships and partnerships**

### **Developing a learning culture**

An open and honest culture of sharing learning about what works and especially what does not work only flourishes when the evaluations are promoted as a learning exercise rather than a judging activity and are developed in partnerships with the delivery organisations and the project participants. The individual project evaluations succeeded in being understood in this way and the rapid evaluations enabled changes to be made along the way through dialogue between commissioners and delivery partners. Building evaluation skills within funded organisations can help them develop a culture of learning and reflective practice and encourage them to gather meaningful information to demonstrate the impact of their work.

### **Integrating top-down and bottom-up approaches**

The programme is a good example of being community-led, with representation from communities at Strategic Partnership Board level. The programme has empowered groups to participate in decision making, for example allocating funding and designing/implementing solutions such as during the Black Lives Matter movement. This has contributed to how strongly people feel in terms of engagement with the programme and the Council, and enhanced feelings of approachability, trust and empathy. It has successfully demonstrated that programmes that are owned by local residents, where there is natural agency and willingness, are a powerful catalyst for change. The Ambassadors programme was “highly commended” at the LGC Awards in 2021 for “Community Involvement”.

## **Mechanisms for celebrating the work of smaller projects**

Smaller organisations delivering Integration and cohesion outcomes require support in collecting, managing and presenting good quality data to showcase the impact of their work. The programme found that collaboration needs to be facilitated in order to work together on putting bids forward. This requires sufficient capacity for brokering new partnerships and developments to be built into the infrastructure supporting the voluntary, community and social enterprise sectors.

## **Responding to feedback and ensuring buy-in**

Where the projects have been designed for a system change, a buy-in from the stakeholders is crucial to implement the identified changes. Also the organisational perceived or actual effectiveness of delivery can sway how well a project is received and supported by stakeholders and can in turn affect successful implementation. Participant recruitment was most successful for projects where delivery organisations had existing links with the local communities/organisations, successful partnerships with other organisations and expertise in the delivery subject area.



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