The Power of Sport:
Guidance on strengthening cohesion and integration through sport

belong
THE COHESION AND INTEGRATION NETWORK

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Belong is a charity and membership organisation. Our vision is a more integrated and less divided society. We bring people and organisations together across sectors and regions to improve integration and cohesion practice and policy.

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This guidance is the product of a unique collaboration of researchers and expert sport and physical activity practitioners supported by funding from Spirit of 2012.

Spirit of 2012 is the London 2012 Olympic and Paralympic Games legacy funder. We build sustainable social legacies from the inspiration of events, investing to improve how people feel about themselves, other people and their communities.

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How to use this guidance

This guidance is aimed at those commissioning, designing, delivering and evaluating sport programmes with more cohesive and integrated communities as their goal.

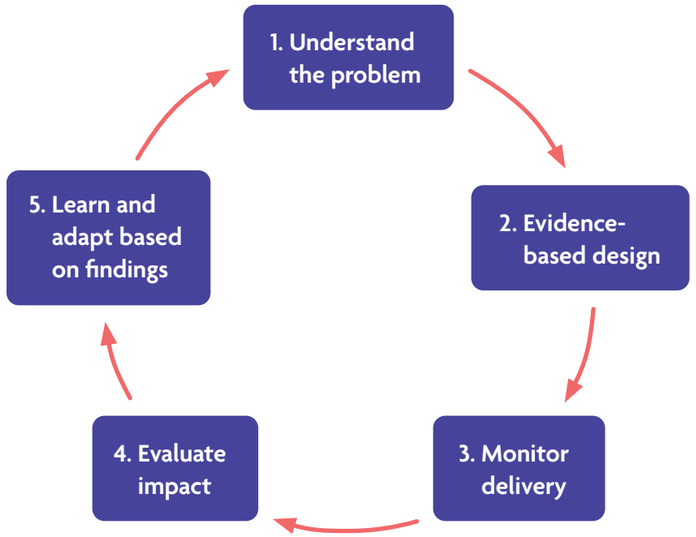
It does two main things:

1. Explains how sport and physical activity can lead to greater cohesion and integration.
2. Provides a practical guide to support you in the design and evaluation of these activities.

If you have the time and want to understand the Theory of Change for how sport can lead to cohesion and integration, and its underpinning evidence, then simply read on.

However, if you are reading this to find advice and guidance for designing or evaluating such a programme, and are in a hurry, then the following short summary will point you in the right direction.

This summary is structured around sequenced steps, based on the different stages of programme development, delivery and evaluation that you may be at, as displayed in the following flowchart:



But first, what is evaluation?

Evaluation is the "systematic assessment of the design, implementation and outcomes of an intervention" (HM Treasury, 2020). Importantly, it is not simply something that is done after a programme to demonstrate success to a funder.

Evaluation matters before, after and during your intervention:

- Before, it can improve the design of a programme based on what has worked in the past, thereby making a positive impact more likely.
- During, it can help you to understand what is happening in practice and therefore whether your programme is likely to achieve its intended impact.
- After, it determines whether an intervention achieved its goals, in this case whether it contributed to increasing cohesion and integration.

The approach we recommend follows this model of best practice, which is why the flowchart is a continuous cycle, covering every step from the emerging idea of an intervention through to learning from its delivery and then subsequently putting these learnings into practice.

But it is possible you are reading this while in the middle of delivery – if that is the case you should still find this guidance of value, just join the cycle at the appropriate step and build in as much as possible to your delivery, evaluation and future development plans.

Summary

1. Understand the problem

If you're reading this guide, we're assuming that you're either a sport organisation that is keen to do more to address cohesion and integration, possibly with limited formal experience of these outcomes, or a cohesion and integration worker who sees the potential of sport to achieve these aims.

Developing an effective solution requires a robust understanding of the problem. Section 2 of the guidance provides this: defining what we mean by cohesion and integration and what is currently preventing it.

It also explains how sport can contribute to addressing the problem, by providing opportunities for positive social mixing between people from different backgrounds, whether ethnicity, religion, social class or physical disability.

Understanding this means that the programme you design will be more likely to have a positive impact and its evaluation will be more robust. To achieve this, the desired outcomes of any project need to be clear from the start, and should relate specifically to the problem or problems identified. A good place to start in this is to consider other current and previous initiatives, what you can learn from what they've achieved or tried, and how efforts could be combined.

2. Evidence-based design

What this means in practice is covered by the next two sections:

- Given that participation in sport is not distributed equally across different groups in society, section 3 of this guidance provides a framework for understanding the barriers to equal access to your programme and how they can be equalised by design.
- Section 4 spells out the conditions a programme should be designed to include to have the best chance of having a positive influence on cohesion and integration, e.g., positive social mixing across differences. These are summarised as checklists which you can use to inform your design, or adapt an existing programme.

As these checklists are rooted in existing evidence, they will help you understand how the design choices you make will impact access to your programme and the likelihood of the activity itself having a positive impact.

To support this it can be helpful to detail what your programme looks like in principle as a logic model, which is a graphical illustration of your programme's components, identifying outcomes, inputs and activities. A hypothetical logic model for a sport for cohesion and integration programme is provided as appendix 1.

3. Monitor delivery

Once you have started to deliver your programme, you will want to know whether it is going to plan and therefore is likely to achieve the overall impact you set out to.

In section 5 of the guidance, we set out some indicators – called outputs – which you may want to monitor to understand your programme as it is implemented, and to check that it is heading in the direction you want it to. These are indicative and should be adapted based on the specific needs of your programme – don't feel you have to use all of them.

How you collect, interpret and act on this information is entirely up to you: you may choose to maintain regular data collection, reported by delivery staff and summarised in dashboards, and make operational decisions based on it. Alternatively, particularly if you a delivering at a small-scale, you may rely on less systematic monitoring processes, and instead depend on existing management structures, while carrying out a more detailed process evaluation at the end.

4. Evaluate impact

Once you reach an appropriate point, such as the end of the first wave of delivery, you can carry out a more in-depth impact evaluation of the programme. This will tell you whether the programme 'worked': whether it achieved the intended impact.

In Section 5 we set out some overall principles for evaluation, and recommend a method for understanding your impact by comparing the change in the outcome measures among the group of people who took part with the change in the same measures in an otherwise similar group. Varieties of this approach are increasingly the norm in impact evaluation and are a more accurate assessment of your programme than simply measuring the attitudes of participants at the end of the programme.

In the same section, we provide some suggested short and long-term outcomes: these are reliable indicators of the different aspects of cohesion and integration. Using these indicators will also make it easier to compare the outcomes from your programme with national or regional averages. We encourage you to think about impacts at a range of timepoints and scales, to look beyond the individual participant and consider their friends and family, and wider community. And as before, we recommend these indicators but there is no expectation you use all of them: they should be adapted based on your programme's aims.

Rather than going in-depth on research methods – we rather point readers towards other resources that do this well, including the Government's Magenta Book.

5. Learn and adapt based on findings

The final stage in the evaluation cycle is to act on what you have found. This means that the decision-makers associated with your programme – whether internal or external – should be aware of the evaluation and expecting to incorporate its findings into their thinking. Ideally the evaluation will be timed and shared to best inform this decision making.

The findings could be brought to bear on any aspect of the programme. Success and challenges with programme implementation, and other findings related to process, can point to adaptations that will mean that the new version will be more likely to meet the conditions for success. Findings relating to impact can suggest whether a programme is having the desired result, and provide the case for changes if there is no impact (or the programme has a negative effect).

In evaluation, it is often hard to determine exactly why a change has taken place. But an approach that mixes robust measurement of outcomes with in-depth, qualitative insight into the process and experience of those participating, should give those designing and delivering the programme the insight they need to make positive improvements, resulting in greater levels of cohesion and integration overall.

Theory of Change: Strengthening cohesion and integration through sport

Vision

A more cohesive and integrated society: strong and resilient communities in which individuals comfortably and naturally build bridges across difference.

Access → Participation → Impact

Long-term Outcomes	Greater appreciation of cultural difference	Increased 'social glue': higher trust	Reduced inequality	Increased bridging social capital and connections between groups	Enhanced sense of civic pride and local belonging
Short-term Outcomes	Positive experiences of those from different backgrounds	Improved attitudes towards those who are different	Increased participation from under-represented groups	Increased social and emotional skills	More positive interactions within the local community
Outputs	Number of sustained participants	Diversity of participants	Activity taking place in mixed groups	Participant perception of activity	Community representation and engagement in activity
Conditions	Enjoyment; Social mixing	Collaboration across differences	Mutual respect	Guided reflection	Overseen by a trusted source; Regular and sustained
Activities	Sport participation	Helping to run a local sport club	Engaging with a local, regional or national sporting event		
Equalisers	Free or affordable and accessible	Separate provision to build trust and confidence	Relevant and appealing to target group	Welcoming and diversity aware	Targeting underserved communities
Barriers	Capability: lack or individual resources	Resistance to social mixing	Cultural and motivational disconnect from sport	Exclusive organisational culture	Opportunity: lack of community resources

Problem

Britain is becoming more unequal, less cohesive and less integrated. This reduces our sense of togetherness as a country, limiting our potential to coordinate in times of difficulty and prosper equally in times of opportunity.

Notes

The vision outlines society as we would like to see it: the end state if the outcomes are achieved as a result of the activities.

Long-term outcomes are the end-goal of your activity, but can only be measured some time after it has taken place. This is both because lasting, long-term change itself is important, and because some effects, particularly those at higher levels (eg. community) can only be measured once the effects have spread out and affected others through social networks.

Short-term outcomes are those things that you should expect to see immediately following activity, and are the bridge between the activity and the long-term intended impact. This includes positive change at the individual level as well as evidence of improvement at the community level.

Outputs describe the direct results of activity: those things which are most tangible and observable to those involved with delivery. They are not guarantors of success but should provide a good sense of progress and any issues with design or implementation.

While the sport activities included can achieve many other positive outcomes, it is expected that they only act on the outcomes of cohesion and integration if they meet certain conditions, based on the empirical evidence supporting contact theory. All activity may not meet every one of these conditions at all times, but programmes should be designed with these in mind.

There are three kinds of activity within the Theory of Change: participation in sport itself, volunteering as part of a sport programme or club, and engaging with a sporting event. Each has the potential to achieve the intended outcomes, albeit each with different levels of active participation and therefore direct attribution of impact.

The equalisers are the means by the barriers are reduced, ideally to zero, ensuring equal participation no matter the pre-existing position. They are designed to address specific barriers, whether these are at the individual, organisational or community level, and their success can be measured and evaluated.

These barriers are the individual, organisational and community processes that affect participation in any of the activities and thereby limit the effectiveness of the intervention. Crucially, they do not act on individuals equally - some will not experience them, while others will be held back by multiple barriers.

The problem summarises the issue in society as we currently understand it, focusing here on the issues of a lack of cohesion and integration and its consequences.

Acknowledgements

This project has benefited from the insight and expertise of a wide range of contributors, who have significantly improved the guidance you are reading. It is also the product of a unique collaboration of researchers and expert sport and physical activity practitioners supported by funding from Spirit of 2012.

The project was conceived of and led by the team at Belong – The Cohesion and Integration Network - and in particular, Professor Ted Cantle, Chair of the Board of Trustees. Ted together with Ruth Hollis at Spirit of 2012 have provided the leadership and opportunity to produce what we hope will be a valuable tool for those working towards a more cohesive and integrated society.

This guidance has also benefitted from an expert and highly engaged steering group over the course of the project, who gave generously of their time to expand horizons, sense-check thinking, and contribute their own experience of hands-on sport for cohesion and integration work to improve the advice given in this document. Thanks to Ceris Anderson of StreetGames; Shaheen Bi and Arun Kang of Sporting Equals; Loo Brackpool and Lisa Topping of the EFL Trust; Alex Gibbons of London Sport; Jennie Jordan and Lisa McHendry of the Youth Sport Trust, and Eibhlish Fleming of Spirit of 2012.

In addition to this, eight academic, practitioner and evaluation experts volunteered their time to provide detailed feedback on the guidance, Theory of Change and indicators as appropriate, improving the clarity and rigour of these while also rendering them more accessible to the intended audience. Thanks to Professor Miles Hewstone; Shehla Khalid of Bradford Metropolitan District Council; Dr Simon Lolliot of the University of British Columbia; Sarah Lyall of the International Centre for Policy Advocacy (and formerly of the Greater London Authority); Forward Maisokwadzo of Bristol City Council; Heather Smith of the Sport for Development Coalition; Simon Tanner of Wavehill; and Will Watt of Jump Projects/State of Life.

Finally our grateful thanks to the team from Good Faith Partnership who are the authors of this report. In particular we would like to thank Ralph Scott, Rosie Evans and Vinya Mehta for their academic rigor, attention to detail and commitment to the collaborative process. Thanks also to Jamiesha Majevadia for the vital role she played in shaping the project in its early stages, to David Barclay of the Good Faith Partnership for his support throughout and to Max Randall for his work in the design of this guidance.

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In spite of this considerable expert input, there will no doubt be omissions and errors in what follows – these are the authors' responsibility alone.

Foreword

– from Ruth Hollis, CEO, Spirit of 2012

London 2012 brought people together from all backgrounds and all walks of life in a powerful shared experience that united us all in that moment. Spirit of 2012's purpose is to build sustainable legacies from the inspiration of events, investing to improve how people feel about themselves, other people and their communities. Our grantees have shown time and again the power of taking part in regular activities that give an opportunity for social mixing between different groups, to enhance not only an individual's wellbeing, but that of a whole community. We know from experience that participation in physical activity or sporting events can be a great leveller, which can sow the seeds of cohesion and integration between those who live, work or socialise in the same geographical location, but who often live parallel lives.

This is a vital resource for those who wish to design and effectively measure the impact of sports and physical activity projects in creating more connected, and more understanding communities.

The true impact of physical activity projects extends far beyond the pitch, court or sports hall. This resource offers a user-friendly approach to measuring both the individual and community-wide impact of a project on cohesion and integration. It not only breaks down outcomes into short and long-term measures, but also outlines the conditions and context for maximising the possibility of improved cohesion and integration in a project's design.

Spirit of 2012 is proud to support Belong in developing this important toolkit, and we are grateful to the researchers and partners who contributed to its creation.

Ruth Hollis
Chief Executive, Spirit of 2012

– from Professor Ted Cantle, Chair of the board of trustees at Belong

Sport has the power to change the way we see ourselves and the way we see others - and our whole notion of who 'we' are. The impact goes well beyond the individual players and can positively influence the much wider circle of support staff, volunteers, and spectators.

Many different sports have therefore already been used in this way, breaking down the boundaries between communities who have had little previous contact, challenging stereotypes and the myths about 'others'. But this guidance will take the sport and cohesion agenda to a much higher level in which organisations will be able to more clearly target their programmes and clearly demonstrate the impact that they are having. It will build the confidence of commissioners and funders as they prepare their investment strategies and enable them to move on from short term initiatives and interventions and seek secure longer-term change in our communities.

With the help of our partners, this guidance will develop into a digital toolkit which will be able to draw upon more good practice and build the evidence base. Our aim is to ensure that it becomes widely used as the 'industry standard' and is then able to offer inspiration to other sectors involved in the cohesion and integration agenda. In the light of recent events a renewed commitment to this agenda is vital.

Professor Ted Cantle CBE
Chair, Belong – The Cohesion and Integration Network

1. Introduction

British society as we know it has been disrupted by the Covid-19 pandemic. The virus has wreaked severe human and economic damage, and it has not done so equally: ethnic minorities and the more economically deprived are more at risk from death from the disease (ONS, 2020). Encouragingly, there has been a considerable community response to the disease, including thousands of local mutual aid groups who supported those in need both practically and socially. But the practice of 'social distancing', achieved through unprecedented policy measures and individual conscientiousness, has reduced our opportunities to come together as communities. In addition, the death of George Floyd at the hands of the Minneapolis police in the US, prompted a global wave of protests under the banner of Black Lives Matter – challenging British institutions to think about our own structural prejudice and make changes for the better.

These seismic events and the individual and collective responses to them have also exposed long-standing inequalities and divisions in British society. Part of the effort to rebuild following the pandemic must include efforts to reduce these inequalities and provide bridges across differences, so that society is more cohesive and integrated, and fairer and more resilient as a result.

Sport: by sport we mean '***organised and sociable physical activity***'. Following the definitions used by Sport England in their Active Lives survey (Ipsos MORI, 2019), this would include all sporting activities, but only those fitness activities (e.g., gym classes) that include a social component. So, for example, cycling to work or solo running would not be included, but taking part in a cycling or running club would.

For some time, and with increased urgency following the recommendations of the Casey Review into Opportunity and Integration (2016), governments both national and local and the voluntary sector in Britain have supported programmes and initiatives that bring communities together, provide those from different backgrounds with an opportunity to meet and mix, and as a result lead to a greater sense of fellow-feeling. There is an emerging movement of organisations, some with decades of experience, working towards these ends, accompanied by a great variety of guidance on how best to conceive of the intended outcomes of this work, and to monitor progress towards these (see Appendix 2).

This guidance aims to contribute to that movement by outlining some principles for the design and evaluation of programmes working towards cohesion and integration, based on a review of the evidence and in consultation with academic and practitioner experts. It presents a stream-lined, accessible, step-by-step guide to evaluation and has been designed with those commissioning, designing, delivering and evaluating sport programmes in mind. However, it has learned from practice in a variety of sectors and the principles outlined here are hopefully also more widely applicable.

To make progress on addressing cohesion and integration, it is important that there is a shared understanding of:

- The nature of the problem
- The intended societal outcome (known as the 'impact goal')
- What is effective in addressing the problem and achieving the intended outcomes

Mapping these out relationally and sequentially is the role of a Theory of Change, one of the outputs of this project. This is included at the beginning of the guidance and was developed based on existing evidence and in consultation with representatives of the sector (as part of the project steering group).

This guidance brings that Theory of Change to life, beginning by providing a definition of the problem and setting the vision for the role of sport in facilitating more cohesive and integrated communities. The next section relates to access – the barriers that prevent participation and how organisations can equalise these. After that it looks at participation itself – the kinds of sport-related activities that could contribute, and crucially, the conditions under which this activity is likely to have the greatest effect. Finally, it concludes with a recommended approach to impact evaluation, including some core indicators that all programmes working towards these ends might consider using.

The approach to the project included:

- a rapid review of the academic evidence on sport and cohesion and integration, as well as the wider evidence on cohesion and integration itself;
- a review of practice, looking at evidence from studies on the impact of sport for cohesion and integration programmes and existing approaches to measurement;
- three workshops with the project steering group (details in the acknowledgments);
- and eight feedback conversations with practitioner, evaluation and academic experts (again, details in the acknowledgments).

Clarifying two terms related to evaluation used in this document (Clark and Anderson, 2004):

- **Logic models** graphically illustrate programme components, and creating one helps stakeholders clearly identify outcomes, inputs and activities
- **Theories of Change** link outcomes and activities to explain how and why the desired change is expected to come about (and can be used at a societal level)

As such, it is not intended as a comprehensive review of the evidence on sport and cohesion and integration, but rather a guide for practice, founded on the best available evidence and practitioner insight.

2. Understanding the problem and setting the vision

Developing an effective solution requires a robust understanding of the problem. This section of the guidance provides this: defining what we mean by cohesion and integration and what is currently preventing it.

There is no single, universally accepted definition of cohesion and integration used by academics, public bodies, charities and evaluators. Intended outcomes of organisations working in this area include prejudice reduction, cohesion, integration, trust, social and cultural capital, equality of participation and belonging. Indeed, this definitional problem is one regularly discussed by researchers and practitioners (Baylis, Beider and Hardy, 2019; Donoghue and Bourke, 2019).

So we take as our starting point the definition provided by the Belong Network (2020), where cohesion and integration is described as:

"How people from different backgrounds mix, interact and get along with each other."[1]

In making sense of this – it's important to delineate between the aspects that describe the current state ('the problem'), the hoped for end-state ('the vision'), and the means by which we move from one to the other ('the solution').

The problem

There are two aspects to the problem, which reinforce one another in a vicious cycle.

Structural inequality

"How other differences (for example, age, social class, gender, wealth) may impact cohesion and integration within and between different groups"

Structural inequality both limits the potential for people to overcome differences and has various negative impacts at the societal and individual level.

For example, at the societal level, there is considerable evidence of ethnic inequality and prejudice. The UK Government's Race Disparity Audit revealed ethnic inequalities in terms of poverty, the labour market, housing, criminal justice and health (Cabinet Office, 2018). A renowned audit study demonstrated that this labour market inequality could at least be partly attributable to ethnic bias on the part of employers, as when researchers sent out artificially generated CVs that had been randomly assigned white British and ethnic minority names but were otherwise identical, the white British candidates were more likely to be invited to interview (Wood et al., 2009).

1 Note that while cohesion and integration are often thought of as relating to ethnicity and nationality, these themes could equally apply to other differences of background, including socio-economic status, sexuality and disability.

In terms of individual psychological development, studies have found evidence of perceptions of ethnic difference, same-race preference and racial prejudice in children as young as three, and understandings of social class distinctions develop in a similar way (Sears and Brown, 2013), where those who are like us are considered members of an 'ingroup' and those not like us part of the 'outgroup'. Sociologists call the phenomenon of preference for people you consider to be of the same social group 'homophily', and numerous studies have found it leads to a tendency for "birds of a feather to flock together" – for people to be part of social networks with other people who are like ourselves, to prefer to spend time with them, and to prefer people who are like us to those who are different from us, with consequences for attitudes, behaviour and opportunities (McPherson, Smith-Lovin and Cook, 2001).

Another part of the picture is economic inequality, which has been on the rise in the United States and Europe since the 1970s (Piketty, 2015). Researchers have identified that economic inequality results in various negative social outcomes, including reductions in social capital and generalised trust in others (Wilkinson and Pickett, 2009). In the UK, there is a clear geographic picture: IPPR North has shown that we have the greatest levels of regional inequality in terms of productivity and disposable income among comparable countries (Raikes, Giovannini and Getzel, 2019). In addition to this, there is evidence that economic inequality leads to socio-economic segregation in both neighbourhoods (Jargowsky, 1996) and schools (The Challenge, School Dash and The iCoCo Foundation, 2017), leading to reduced opportunity for mixing across these differences.

Segregation

"Segregation can play a part denying the opportunity for daily interactions across difference."

In addition to being unequal, the UK is segregated by ethnicity, religion and socio-economic status. Analysis of the Census shows that while overall levels of segregation among ethnic minorities is decreasing from previous highs, the White British majority population is becoming more segregated from other ethnicities (Catney, 2013), and some neighbourhoods in Britain have high concentrations of ethnic or religious minorities (Casey, 2016). This pattern of segregation is also found in schools, with these institutions generally being more ethnically segregated than the communities they serve (Burgess, Wilson and Lupton, 2005; Johnston et al., 2006).

Alongside physical segregation, the consequences of homophily are that people are more likely to form friendships and interact with people from the same socio-economic and ethnic background as them. The 2019 British Integration Survey found that 44% of the public did not have someone of a different ethnicity in their wider social network, and this rose to 48% for white respondents (The Challenge, 2019).

The vision

If that is the problem, then what does the good society look like? In consultation with our steering group, we decided on the following vision statement:

"A more cohesive and integrated society: strong and resilient communities in which individuals comfortably and naturally build bridges across differences."

As noted above, a component of this is reduced inequality – but there are another four interrelated aspects to cohesion and integration that will be introduced here and then brought more to life in the section on impact measurement.

Social glue

"Its presence means that we get on with and trust our neighbours, colleagues and acquaintances."

'Social glue' is related to the feelings of trust we have for others in our local community, and the sense we can rely on them if needed. This is similar to the sociologist Robert Putnam's concept of social capital, described as: "social networks and the associated norms of reciprocity and trustworthiness" (2007).

The trends on this in Britain are concerning, as generalised trust of neighbours is declining, with the Community Life Survey finding that 48% say many neighbours could be trusted in 2013/14 to only 40% saying the same in 2018/19 (DCMS, 2019).

Identity

"Where we move beyond narratives of 'us' and 'them'."

The next outcome relates to identity, which consists of how we perceive ourselves and others.

Identity is important as it informs who is considered part of an ingroup and part of an outgroup, although people can hold multiple, 'nested' identities at once, with varying strength depending on the circumstances (Ashforth and Johnson, 2001).

People's perceptions of their own ethnicity is relatively stable – 4% of people changed their self-described ethnicity between 2001 and 2011 (Simpson, 2014). But there is much more variety in terms of national identity across ethnicities, with white British people being more likely to identify solely with being English, and ethnic minorities more likely to identify as British alongside their other nested ethnic and cultural identities (Jivraj, 2013).

Importantly, the proportion of people considering ethnicity to be a precondition of national identity is declining: a 2019 survey found that 12% of people in England see being white as important to being English, which is a drop from 21% in 2012 (Denham, 2019).

Attitudes and behaviours

"The work of cohesion and integration is about developing neighbourhoods, workplaces, institutions and social spaces where difference is welcomed and celebrated."

The next outcome relates to attitudes, and specifically the extent to which we are prejudiced towards those we perceive as different.

Despite an overall reduction in racist and ethnically prejudiced attitudes in Britain (Storm, Sobolewska and Ford, 2017), around a quarter of the population are happy to admit to being prejudiced on the basis of race (Kelley, Khan and Sharrock, 2017). The increasing number of reported hate crimes is one further indicator that prejudice is rising against all of those with protected characteristics, whether ethnic or religious minorities, LGBT people, or those with disabilities (Allen and Zayed, 2019).

Belonging

"It is about being proud of the place where we live and celebrating all people and their contributions. ... We feel safe and connected to others – a sense of belonging"

A final aspect to consider is a feeling of belonging in your community and country.

The results of the latest Community Life Survey can give us a sense of whether people feel they belong: 84% of people feel a sense of belonging to Britain, and 62% to their local neighbourhood, very similar to five years ago (DCMS, 2019).

There is little variation in this by ethnicity, but there are significant differences by deprivation, with those living in poorer areas being less likely to feel as though they belong, that people from different backgrounds get on well with each other and that others in the neighbourhood can be trusted. Research carried out for the Joseph Rowntree Foundation gives an indication as to how deprivation and inequality could lead to worsening community relations, in part due to competition over resources such as housing and public services (Hudson et al., 2007).

The solution: social mixing

So what can a sports organisation do to achieve a more cohesive and integrated society?

While not a cure-all, a comprehensive review of the existing evidence (Pettigrew and Tropp, 2006) reveals the role that social mixing can play fostering cohesion and integration, drawing three important conclusions:

- Positive contact with members of an outgroup reduces prejudice towards that group.
- This is true across all settings, in all countries, and with various categories of outgroup (ethnicity, disability, sexuality, age).
- Certain contact conditions – where contact was sanctioned by authority, cooperative, equal status, and working towards a common goal – increase the effect of prejudice reduction.

Research has also revealed that this positive effect of contact can be picked up second-hand – if a friend has positive interactions with an outgroup, then this also affects your attitudes to that outgroup, again across various differences (Schmid et al., 2012).

For sport organisations, providing opportunities for positive contact across difference should be pursued alongside action to address structural inequality, which will be discussed in more detail in the activities section. Yet it's clear that sports programmes – whether through participation, volunteering or spectating – can provide these opportunities and therefore contribute to a more cohesive and integrated society.

Summary:

- Integration can be understood as: *"How people from different backgrounds mix, interact and get along with each other."*
- This is hampered both by structural inequality and a lack of opportunities for those from different backgrounds to meet and mix.
- A shared identity, positive attitudes to those who are different, a collective sense of belonging and greater trust of others – 'social glue' – all contribute to cohesion and integration.
- Sport organisations can contribute to a more cohesive and integrated society by providing opportunities for positive social mixing across differences.

3. Access

The structural inequalities described in the introduction affect all aspects of our society – sport is no different. These are manifested in the first step of our Theory of Change – as in England, there are clear inequalities in access to and participation in sport by various characteristics. According to Sport England's Active Lives survey, 56% of Asian and 57% of black people were 'active' – meaning 150 minutes of at least moderate physical activity a week – compared with 64% of white British respondents (Sport England, 2019a).

The survey also uncovered socio-economic inequality, with a gap of 18 percentage points between the most active – those in managerial, administrative and professional occupations and the least, people in routine jobs and the long-term unemployed. In addition, disabled people are twice as likely to be inactive compared to those without disabilities. Analysis of these intersecting disadvantages including gender finds that Asian women from low socio-economic groups have the lowest levels of participation, with only 41% active (Sport England, 2020b). And emerging evidence suggest that these ethnic and socio-economic inequalities have been exacerbated by the Covid-19 pandemic and the restrictions put in place to manage it (Sport England, 2020a).

This section will describe the five barriers that lead to unequal participation – building on Sport England's COM-B model (2020b) that accounts for capability, opportunity and motivation – going on to articulate under each how it could be equalised, thereby enabling all to participate on an even footing.

Barrier: Capability

Sport England use 'capability' to mean 'how capable people feel to be active' (2019b). In our interpretation this can mean any individual-level barrier that reduces the likelihood of participation, whether physical, psychological or financial. It might mean not feeling fit enough, or lacking the money and time to participate regularly. These inequalities exist across social divides: for example, Sport England's research finds that inactive people of white British ethnicity are more likely to feel capable than those from ethnic minorities (2020b).

Equaliser: Free or affordable and accessible

To address this barrier, the provision should be designed to be accessible – taking account of the needs of those of a range of abilities. One example of such an approach might be Football3, a global programme designed by streetfootballworld, which breaks down the familiar rules of football to facilitate sharing and understanding of social issues (GLA, 2018). Each game is bookended with structured time for discussion, during which the group agrees adaptations to the rules before starting the game to render participation more accessible. This time also provides the opportunity to reflect on the issues brought up by players during the game. Another side of accessibility is affordability: participation should not exclude those of limited means, whether that is the cost of participation, kit or travel to the venue.

Barrier: Opportunity

Opportunity relates to how far there are opportunities available to take part in activity – particularly in one's own local area. Unfortunately, opportunity is not distributed equally in England: Sport England's research finds that inactive ethnic minority people were much more likely to report a lack of opportunities in their areas, and research into Parkrun – a free-to-enter, community-run 5km race each Saturday morning – has identified that participation rates are lower in areas with higher levels of deprivation and ethnic density (Smith et al., 2020).

Equaliser: targeting underserved communities

As a result, we suggest that provision must be targeted at areas where it is currently lacking. This means addressing the gaps in provision, which does not necessarily entail always working in areas of extreme economic deprivation. This might be achieved through analysis of Sport England's Active Places data – as well as carrying out meaningful community consultation on how to meet unaddressed needs (see Box 1 for case studies on co-production and collective impact).

Barrier: Cultural and motivational disconnect

Another reason why people might choose not to participate is how motivated they feel – whether sport is something they find relevant and appealing. In their model, Sport England assessed four different motivational types: internal motivation, made up of enjoyment and importance; and external motivation, comprised of guilt and pressure. They found that enjoyment of sport was the factor most strongly associated with participation, but it's clear that motivational and cultural barriers can in some instances work in both directions. For example, a systematic review of the evidence on migrant participation in sport found that they experienced numerous cultural barriers to participation, including:

"negative parental attitudes towards physical activity... perceived conflict or incongruity between the cultural norms of [the] homeland/ diasporic culture and the dominant culture ... culturally based stereotypes ... lack of knowledge about sporting rules and practices ... and low levels of proficiency in the language of the destination country." (Smith, Spaaij and McDonald, 2019, pp. 861–2)

Case studies on co-production and collective impact

One way of addressing the barriers discussed in this section is by giving more decision-making power to the communities who will be the intended participants in any programme. This case study box outlines a few examples of this kind of practice.

Laureus Model City is a place-based model of community-led development with a track-record of success in New Orleans, LA and Atlanta, GA (GLA, 2018). The model city approach is founded on the principles of co-production – where members of a community play a role in defining both the problem and solution which a project is driving towards – and collective impact – a structure for cross-sector and community group collaboration towards a common goal in a defined locality (Bown, Clifford and Carrier, 2019). The idea is therefore about empowering members of the community to determine the social issues of most concern to them, engage with the evidence, design appropriate interventions, and support these through a decentralised grant funding process. This approach is also present in the UK, as it is currently being piloted by the GLA in three boroughs: Haringey, Hounslow and Barking.

Fight for Peace also employs a collective impact approach for its Safer Communities Programmes in Kingston, Jamaica and Cape Town, South Africa (Fight for Peace, 2019). It describes its work as: "a backbone organisation coordinating with government, international agencies, donors, the private sector, and community-based actors, offering training and capacity building", and provides a combination of sport, personal development sessions and psycho-social support. As a result, surveys of young people who participated in these programmes found that 79% reported being more accepting of people who are different to them.

In the UK, a related approach was employed by Spirit of 2012 for their Fourteen programme, which in collaboration with UK Community Foundations identified 14 communities in the UK to invest in, led by the insight and priorities of a Local Reference Group drawn from community representatives (Wavehill, 2018). There were various approaches to deciding on priorities and structuring funding, including innovative approaches such as participatory budgeting in some areas. One point noted by the evaluation is that the success of such approaches is often dependent on the resources already present in the community: meaning that it can take a great deal of energy to bring in the previously disengaged and overcome existing divisions and tensions.

Equaliser: relevant and appealing to target group

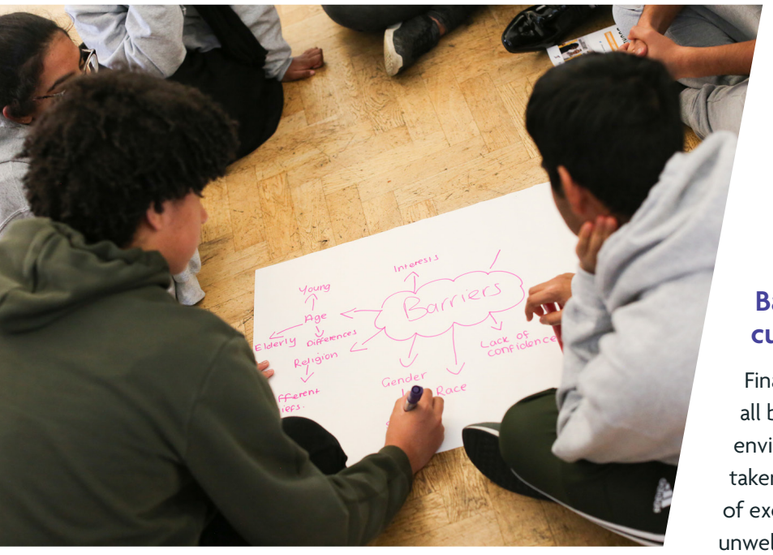
For this reason, programmes must be designed with the variety of potential participants in mind, based on sophisticated audience analysis and an understanding of the different motivations among the communities they will be working with. For example, Making Equals is a programme with community cohesion and integration built into its design, and has been adapted for each of its localities of Burnley, Bradford, and Croydon to address the pre-existing community tensions in each area. Consisting of an ethnically mixed group of young people participating in a combination of sport and workshops, a private evaluation of the Croydon programme in 2017 found that "80% of participants stated they felt they had improved their ability to relate to people from different backgrounds compared to 52% at the start of the project". Building on this success, Sporting Equals and the Youth Sport Trust are collaborating on a new sport programme with social mixing at its heart: Breaking Boundaries.

Barrier: Resistance to social mixing

More specific to the objective of promoting social mixing through sport participation is the challenge of homophily: or the preference to spend time with people who you consider to be similar to you. While this has been observed across all sorts of differences, when it comes to sport in particular, some research suggests that lower levels of participation among ethnic minority women is partly attributable to cultural preference, and that this could be addressed through separate provision: for example, Walseth and Fasting conclude that "family responsibilities, racism, the lack of gender-segregated sport arenas, and lack of friends who participate" (2004, p. 120) are key barriers to this group's participation.

Equaliser: separate provision to build trust and confidence

Sometimes addressing the needs of specific groups in the short-term can require separate provision. This can support some aspects of cohesion and integration to the detriment of opportunities for social mixing. The same researchers mentioned above draw on examples from Norway and the Netherlands to suggest the important role that sport participation can play in migrant integration, through forming new friendships and cultural learning when mixed with non-migrants, but also through practical help (such as advice about job opportunities) when separate. However, in the interests of supporting cohesion and integration, it is important that separate provision is a foundation which eventually leads to mixed provision, once those participating are sufficiently confident and comfortable.



Barrier: Exclusive organisational culture

Finally, it is important to recognise that not all barriers sit with the individual or their environment – some also relate to the approach taken by the provider, who can promote a sense of exclusivity and make new participants feel unwelcome. At its most extreme, this can take the form of prejudice including racism, which discourages those affected from future participation. Comprehensive reviews of the evidence on the impact of racism in sport have found that it can consist of "direct abuse, stereotypes based on cultural or ethnic background, or structural factors, such as a failure to accommodate cultural needs, for example, dress codes" (Hylton et al., 2015).

Equaliser: Welcoming and diversity-aware

The onus is therefore on the provider to ensure that from start to finish the programme is inclusive and aware of diverse needs. This means a zero-tolerance approach to racism and other forms of exclusionary prejudice both from participants and those leading delivery – as well as coaches and organisational leadership that are more representative of the groups they are hoping to serve. An example of inclusive practice relating to disability is Play Unified, a programme designed by the Youth Sport Trust and delivered in England, Scotland and Wales, which adapted sports to provide opportunities for young people with intellectual disabilities and those without to participate in sport together, and received positive feedback from both participants and their teachers (Free Thought Research, 2016).

Summary:

- Sport organisations need to be aware of the barriers that prevent them from reaching certain potential participants from under-represented groups.
- These includes individual characteristics, such as people's capabilities, motivations and cultural preferences, as well as the local availability of opportunities.
- Also included are characteristics of sport organisations themselves, including the level of exclusivity (and sometimes prejudice) present in current provision.
- Those designing sport for cohesion and integration programmes need to address each of these barriers in their programme design.
- One way in which these can be addressed is by giving more power to communities themselves to determine their needs and commission appropriate programming.

4. Participation

This section of the guidance outlines how different forms of participation in sport and physical activity can lead to greater cohesion and integration, before going on to unpack the conditions that make this possible.

Activities

Sport participation

One way in which sport can contribute is by providing an opportunity for positive contact across difference. An example of this approach is the Twinned Peace Sport School, organised by the Peres Centre for Peace and Innovation, where Palestinian and Israeli 8-12 year olds are brought together to participate in sport and learning focused on peace and understanding each other's languages (GLA, 2018). This is carefully phased and organised so as to reduce the likelihood of negative interactions, and has been found to increase the likelihood of the young participants reporting comfort around having a friend from a different background.

This programme might be considered 'sport plus', in that it does not solely consist of sport participation, and is also carefully structured to maximise the potential for positive contact – this will be significant when we consider the conditions for success later in this section.

Helping to run a local sport club

In addition to participation, the evidence suggests that the benefits of sport could extend beyond the direct effects of participation itself to its cultural role as the hub of a social network and its contribution to a shared identity within a locality (Oughton and Tacon, 2008).

A cross-European analysis of sport club volunteers and members (Elmose-Østerlund et al., 2019) found that, controlling for other factors, migrants who took part were as likely as non-migrants to feel a sense of belonging and identification with the club that they had joined. Research into Football Unites, Racism Divides, a charity working with asylum seekers in Sheffield, found that sustained, self-organised involvement in refugee football teams led to a greater feeling of both local and national belonging, although recognised the limits to social mixing when other participants were primarily asylum seekers (Stone, 2013). In this way, helping to organise or supporting a local sport club could contribute to greater cohesion and integration.

Engaging with a sport event

While a more diffuse mode of participation, it is possible that engaging with sport as a spectator supports identity integration at the local, regional, and national level. For example the multi-ethnic symbolism of the English national football team potentially contributes to identity integration, with 74% of both the general public and ethnic minorities agreeing that the team is a "symbol of England that belongs to people of every race and ethnic background in England today" (British Future, 2016). However, other survey evidence shows that supporters of the English national team do not always strongly identify with the team, sometimes feeling closer to their local teams and therefore local identities (Gibbons, 2011).

In these terms, sport may be able to learn from the experience of the arts, for example, People United's Best of Us project, which ran between 2015 and 2017 in Newington in Ramsgate, Kent (Vyer and Abrams, 2017). The project was developed in partnership with a resident's group and involved a variety of arts activities, aimed at celebrating good

news stories within the community. An evaluation compared levels of community connectedness and community engagement (similar to a measure of empathy) of primary school children who participated versus those who didn't, finding a statistically significant increase in community engagement among participants. This was attributed to the power of place-based public arts project to form a shared identity among participants, which in turn can erode pre-existing prejudice.

Conditions

Despite this evidence that sport can lead to greater cohesion and integration, it shouldn't be assumed that this relationship will naturally follow. Instead, programmes designed with this intention can learn from examples of practice and the broader evidence on seven important conditions (in particular, Pettigrew and Tropp, 2006) to improve the quality and therefore impact of contact across differences, and reduce the likelihood of participants having a negative experience.

For this reason, we detail these conditions, although we also note that not all sport activity working towards cohesion and integration will always be able to adhere to all of these. Under each condition, we also provide a checklist based on that designed by The Challenge, to help those designing cohesion and integration programmes assess the extent to which they meet these conditions.

Enjoyment

It sounds basic, but given the importance of enjoyment as a motivator for repeated participation in sport and physical activity (Sport England, 2019b), it's crucial that participants have fun during the programme and are therefore keen to keep taking part. This enjoyment should be true not just on average but also in terms of different groups of participants – particularly the structurally disadvantaged, and this should be paramount in the design of the programme.

Checklist:

- Provide a positive reason for potential participants to join in
- Embed an activity with the potential to appeal to and be accessed by a relatively diverse group of participants at the core of the intervention

Social mixing

It is also clearly important that there should be diversity in the participant group, and that provision should be structured to ensure these different groups mix.

Provision that does not overcome these differences is less likely to reduce prejudice: examining directly the question of mixed and separate sport clubs, a Belgian study (Theeboom, Schaillée and Nols, 2012) found that ethnic minorities who attended mixed clubs felt more positive about the ethnic majority and had statistically significantly higher levels of social trust (although this relationship was not causal).

Another programme outside of the sport world that has demonstrated the potential power of structured social mixing between different ethnicities to reduce prejudice is the National Citizen Service. According to a series of high-quality evaluations, the programme "both raises average levels of social integration among participants and helps close the 'integration gaps' between more and less integrated young people and communities" (Laurence, 2018, 2019, 2020). This is perhaps to be expected, as elements of the programme design were deliberately based on the optimal conditions for positive contact (The Challenge, 2017).

However, as acknowledged above, depending on the needs of participants it will sometimes be important to organise separate provision, to ensure that all are able to participate, potentially moving to more mixed provision over time.

Checklist:

- Ensure that the organisational brand(s) associated with the intervention aren't viewed as specifically 'for' a particular group
- Ensure participants will have the chance to meet new people through the intervention
- Encourage participants to actively engage with people from different walks of life through organising them into socially mixed groups or teams
- Minimise participants' ability to sub-divide into smaller groups comprised of 'people like them'
- Structure participation to reduce any opportunity for conflict across differences (e.g., teams comprised of single groups)

Collaboration across differences

Another important condition is that the provision should be structured so that participants are working towards a common goal across their differences.

One international example is that of the World Scholar-Athlete Games, a 10-day sport-for-peace event, which in 2011 intentionally formed teams across nationalities with a view to addressing existing antipathies (for example, Turkish and Greek Cypriots were placed in the same team). As an evaluator describes it: "the purpose here is to use the team-based format as a vehicle to work at prejudice and stereotype reduction and as a mediator for conflict resolution" (Peachey et al., 2015). On surveying participants before and after participation, evaluators found that the programme led to a significant reduction in prejudice.

Checklist:

- Ensure that participants from different backgrounds interact in a collaborative rather than competitive manner
- Ensure that the activities run through the intervention adhere to firmly defined and plainly fair rules and procedures
- Take steps to obscure or divert attention from signifiers of social and cultural difference (particularly during the early stages of interactions between participants)
- Actively seek to draw participants' attention to their possible or likely commonalities

Mutual respect

The evidence on positive contact across difference suggests that greater progress is made when participants hold each other in mutual respect and interact with equal status. One means of achieving this could be the sport-plus model discussed elsewhere, where the traditional rules of a sport are adapted to provide participants with a level playing-field. Another is to take empowerment even further, and delegate greater powers of decision-making to the eventual participants as described in Box 1, while ensuring that the structures are in place to ensure minority voices are listened to.

Checklist:

- Rotate leadership roles and positions of prominence amongst the participants
- Empower all participants to feel a sense of ownership over their experience on the programme or service
- Run a range of activities within the intervention so as to draw on the various skill sets and abilities held by different participants

Guided reflection

The experience of participation where there is structured mixing across difference can be intensified if it is accompanied by opportunities to reflect, where coaches make connections between experiences on the playing field with wider issues around identity and attitudes. One example along these lines is Building Stronger Britain Together, delivered in Leeds in 2018 by the charity StreetGames. This sought to increase community cohesion and intercommunity understanding through a combination of sport activities and critical thinking workshops, with a private independent evaluation finding that the programme was successful in developing a sense of belonging among the participants.

Checklist:

- Cultivate an environment which participants experience as 'a step removed' from their day-to-day lives
- Support participants to reflect on what they have learned through meeting and mixing with members of other social groups

Overseen by a trusted source

The evidence also finds that when engagement in the socially mixed activity is approved of and overseen by a legitimate body, in the terminology, 'sanctioned by authority', this again improves the effect. In the case of some programmes, this often means both working with institutions that are well-respected among the intended participants, as well as taking deliberate steps to create new, shared identities during participation.

In some ways, sport organisations are at a distinct advantage here – sports teams and individual sports themselves are collective identities that can be used to create a sense of togetherness that can overcome other divisions. However, this can be a double-edged sword if those same identities come with particular associations that alienate some participants, which must be countered by those designing interventions. Furthermore, the legitimacy of a delivery body can be questioned if it is not representative of the population it is serving, so it is important that those involved in design and delivery are drawn from a plurality of backgrounds.

Checklist:

- Incorporate an element of ceremony or ritual – practices and routines involving participants from different backgrounds and which serve no obvious practical purpose but inspire a sense that they are in some way in sync – into the intervention
- Embed signifiers of shared identity – such as team emblems or a distinctive lingo – into the intervention, with these ideally developed by participants through facilitation
- Recruit a delivery team which is diverse and is from the same range of backgrounds as likely participants in the intervention

Regular and sustained

Finally, and perhaps unsurprisingly, the more frequent, long-term and intensive the participation, the better the improvement in attitudes to others. Therefore programmes should think about the legacy of their work, and how they will ensure that as far as possible it will continue long after the formal programme is done.

One way of achieving this could be through adopting an approach that is less focused on programme delivery and more on developing community assets, by reframing the role of the commissioner, community and participants – and thereby giving far more power to those who will eventually take part in the programmes to define the needs of their community and design and commission provision accordingly. For love.futbol, an international sport-for-development charity, this means creating a community-owned and operated sport facility, in some of the most deprived and dangerous parts of Latin America, the Middle East and Africa (GLA, 2018). The onus is on local community leaders to determine the nature and purpose of the sport venue, which often becomes more of a community hub and a place to defuse conflict and support development.

Checklist:

- Design the intervention so as to foster habits of or continued involvement amongst participants
- Deliver the intervention within a concentrated period of time
- Make the core activity challenging and thus intense
- Create a mechanism for continued contact between participants following the intervention's conclusion
- If possible, take steps to enable participants to build relationships forged through the intervention into their everyday lives

Summary:

- Three types of sport activity can contribute to increased social integration: sport participation; helping to run a local sports club; and engaging with a sport event.
- Certain conditions will make these activities more likely to lead to positive outcomes.
- These include the programme being enjoyable; social mixed; collaborative across differences; overseen by a trusted source; regular and sustained; and involving mutual respect and guided reflection.
- Those commissioning and designing sport for social integration programmes should use the checklist in this chapter to do so with these conditions in mind.

5. Impact

This section proposes an approach to evaluating sport for cohesion and integration interventions. It begins with an introduction to evaluation methods, before going on to first propose an approach to monitoring delivery through output measurement. It then moves on to a proposal for impact evaluation of sport for cohesion and integration programmes.

What is evaluation?

The Magenta Book, the UK Government's guide to evaluation, describes it as "a systematic assessment of the design, implementation and outcomes of an intervention" (HM Treasury, 2020, p. 5). A key principle is that evaluation is useful before, during and after an intervention.

Engaging with evaluation **before** your intervention means thinking through how your activity will produce the expected outcomes based on the existing evidence, often through a Theory of Change process. This will increase the likelihood of your intervention being successful, and is the approach we have taken so far in this guidance.

Evaluation **during** an intervention can give a sense of how close implementation has been to the planned design – as programmes often change once they meet the real world – while also providing an indication of how successful the programme is likely to be in meeting its goals. This is known as **process evaluation** and is reliant on regular monitoring of indicators known as **outputs**, alongside other techniques to assess delivery including observations and qualitative research.

Finally, evaluation **after** an intervention is how you discover whether it actually 'worked': whether it achieved its intended objectives. This is the purpose of **impact evaluation**, where progress against well-defined **outcomes** are measured for those involved in the intervention, contrasted with a comparison group of some kind, to determine the role of participation in the observed change. This quantitative research can be supplemented with further analysis and qualitative research to help understand the underlying process by which the outcomes have been achieved. Impact evaluation can be a complex and technical endeavour – we will present a practical, accessible approach later in this section of the guidance.

As the Magenta Book outlines, evaluation is important for two reasons:

- **Learning**: it enables organisations to more rigorously adapt and improve their practice based on what is learned. Perhaps more importantly, it allows others to learn from past successes and failures, and therefore makes the former more likely to happen in future.
- **Accountability**: it also means that organisations can be confident they are having a positive effect, and that activity that is not having an impact (or worse, having a negative effect) and which is therefore wasteful can be stopped.

With this established, this guidance will first provide a suggested approach to process evaluation and some suggested outputs that all sport for cohesion and integration programmes should monitor, before moving on to the suggested approach to impact evaluation.

Process evaluation

As described above, process evaluation helps organisations to have a complete and representative picture of how an intervention is being delivered. For this reason, it is normally focused on indicators which are thought to be good measures of **outputs** – defined as those things which are most tangible and observable to those involved with delivery – and therefore the immediate results of activity. Outputs are things like how many people are participating, the characteristics of those participants, how regularly they attend, and so on. These are in contrast to outcomes, which seek to measure the impact an intervention has had. Outputs are therefore an assessment of whether a programme

meets the conditions described above in practice. It is possible to have multiple indicators per output which are triangulated, as suggested below, which may give a more rounded picture of the reality.

Outputs can be measured in two ways: operationally, or perceptually. Measuring operationally means that the indicator is recorded during delivery, often by those responsible for the activity. It may also be dependent on monitoring surveys, for example when making assessments relating to group diversity and protected characteristics. Measuring perceptually means you are recording the perceptions of the group in question, which can only be measured by asking them – either through surveys or other means. The frequency of measurement and how these are summarised to inform decision-making is another consideration – as some organisations may want to make changes during delivery based on these indicators. For guidance on establishing a system for monitoring activity during delivery, see pages 56-58 in the Magenta Book (HM Treasury, 2020).

The suggested outputs for sport for cohesion and integration programmes and their indicators are presented in Table 1.

Table 1: proposed outputs and their indicators

Output	Indicator	Type	Approach to measurement
Number of sustained participants	Overall number of participants	Operational	Reported by delivery staff, including a record of attendance
	Proportion of participants who completed the programme	Operational	Reported by delivery staff
Diversity of participants	Proportion of participants within each social group	Operational	Through a monitoring survey recording the key social differences of interest (e.g. gender, ethnicity, socio-economic status, disability)
Activity taking place in mixed groups	Proportion of participants in mixed/unmixed groups during delivery	Operational	Reported by delivery staff
	Reported number of contacts across difference during delivery	Perceptual	Survey question: "Thinking about your time on the programme, how many people did you meet of a different ethnic background to your own?"
Participant perception of activity	Reported satisfaction with the programme	Perceptual	Survey question: "How satisfied would you say you were with the programme?"
Participant perception of activity	Reported willingness to participate again in similar programmes	Perceptual	Survey question: "How willing would you be to participate in a similar programme in future, if the opportunity became available?"
Participant perception of activity	Net Promoter Score	Perceptual	Survey question: "How likely is it that you would recommend this programme to a friend?"
Community representation and engagement in activity	Number of community representatives involved in programme design and oversight	Operational	Recorded by programme design team
Community representation and engagement in activity	Reported satisfaction of wider community members with delivery	Perceptual	Survey question: "How satisfied would you say you were with your involvement in the programme?"

Impact evaluation

The purpose of an impact evaluation is to determine whether or not an intervention 'worked'. As you might expect, there are many different approaches to this, and for those interested in further reading we recommend the Magenta Book and the EEF's DIY Evaluation guide as good starting points. In general, evaluators rely on methods such as surveys to quantify any changes observed, and use other research techniques such as interviews and focus groups to gather more detail and understand how the change came about.

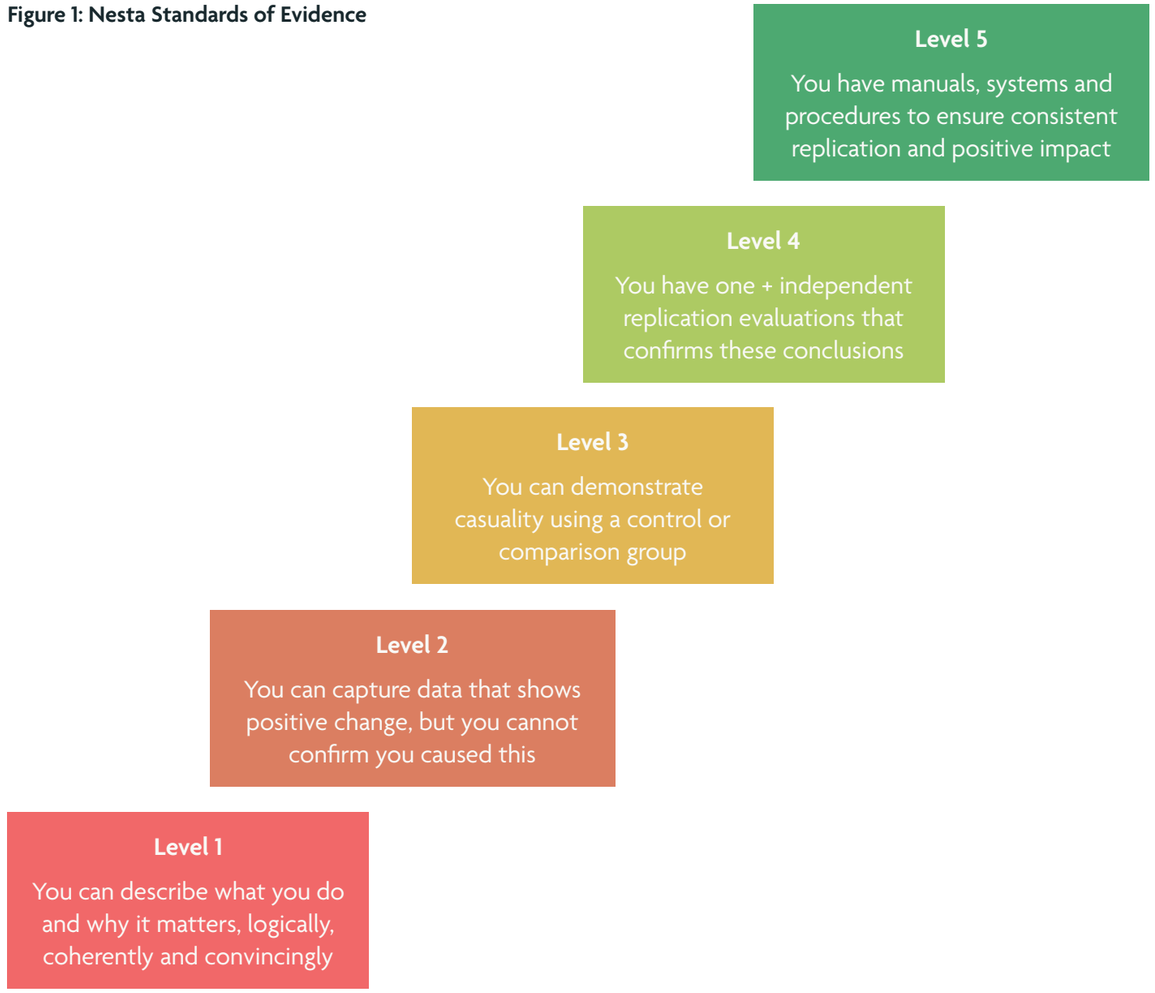
However, in the interests of simplicity, in this guidance we will begin by setting out three core principles for impact evaluation, then briefly review existing approaches, before proposing an approach to measuring outcomes and therefore determining the impact of your intervention.

First, an evaluation is only as good as the quality of the measures used. This means thinking very carefully about what questions are asked in a survey, for example spending some time researching how people have sought to measure these things in the past. Generally speaking, it is safest to use existing questions, particularly those drawn from national statistics or Government surveys, rather than design your own. This is because they will have been tested and validated (i.e., checked that they are really measuring what they purport to measure) and will also provide you with a benchmark you can use to compare your results to. For this reason, wherever possible below we have proposed indicators using validated questions.

Second, you need to consider how you will know it is your intervention that has made the change you see, and not due to some other explanation. Even if you accurately measure, for example, attitudes to people with disabilities over the course of your programme and see a positive change, you can't be sure this isn't due to something unrelated to your intervention, such as a society-wide shift in attitudes due to a prominent news story.

To account for this, and learning from medical research techniques, many choose to compare the change they observe among participants with a comparison group that only differs by not having experienced the intervention. The gold-standard is when participants are assigned at random to an intervention, known as a randomised-controlled trial – however, this is not always possible in practice. To inform your approach, consider making use of the decision tree for deciding the most appropriate evaluation method included in the Magenta Book (HM Treasury, 2020, p. 47). In addition, the social innovation charity Nesta produced a tool called the Standards of Evidence to help organisations benchmark the quality of their impact evaluation activity which you may find helpful – this is reproduced as Figure 1 below.

Figure 1: Nesta Standards of Evidence



Source: Puttick, R. and Ludlow, J. (2012) 'Standards of Evidence for Impact Investing.' London: Nesta.

Third and finally, it is important to consider where and when you expect to see the impact. Much impact evaluation takes place at the level of the individual – for example, a change in attitudes (compared with a baseline measurement) immediately following an intervention. However, the nature of cohesion and integration means it is important to consider two additional dimensions when determining outcomes and their indicators: the scale or level at which they take place, and the time period in which the impact can be measured.

In terms of scale, depending on the intended aims of the intervention, this means thinking beyond individual-level effects to the social networks of family and friends that that individual is situated in, and then again at higher levels such as the local community, the region and even nationally. And in terms of time, at the individual level, you would hope that a meaningful intervention is long-lasting – so that if you return to that individual 6 or 12 months later a positive difference is still detectable. Yet an impact at a higher level such as a community may take longer to filter through (if we assume that it is mostly transferred through social networks), and so may not be detectable until 6 months or later following the intervention. An illustration of what this means for impact evaluation activity is illustrated in table 2 below. As a result, we split our outcomes in to short and long-term, and within these describe outcomes and indicators at a variety of levels.

Table 2: illustrative example of outcomes in scale and time

	Prior to activity (baseline)	Immediately post-activity	6 months on	12 months on
Individual	Reported feelings towards different groups	Reported feelings towards different groups	Reported feelings towards different groups	Reported feelings towards different groups
Family and Friends	Family reporting feelings towards different groups	Family reporting feelings towards different groups	Family reporting feelings towards different groups	Family reporting feelings towards different groups
Community (within 15-20 mins walk of home)	Self-reported community cohesion		Self-reported community cohesion	More positive discussion of local community on social media (vs baseline)
Regional and National				Changes in reported hate crime within the area (vs baseline)

With these principles in mind, this guidance will now go on to describe the proposed outcomes, and the indicators through which they can be measured, for sport programmes aiming to improve cohesion and integration.

Short-term outcomes and indicators

There are five proposed short-term outcomes – chosen due to the belief that they act as a bridge between the immediate results of the activity and the long-term change we want to see in order to realise the vision set out at the beginning of this guidance:

- **Positive experiences of those from different backgrounds**: the evidence on social mixing indicates this is important for the long-term change in attitudes (note that this could be any difference in background, depending on the objectives of the programme).
- **Improved attitudes towards those who are different**: this should follow as a result of more positive experiences and is a necessary condition for a more integrated society.
- **Increased sport participation from under-represented groups**: while more likely to occur as a by-product of this activity, this is an important outcome as it may change the perception of different sport activities and therefore increase the potential of sport to address social divisions in the future.
- **Increased social and emotional skills**: again, this is expected to work indirectly in that those with improved social and emotional skills are more likely to be able to form relationships across difference. We have chosen the Strengths and Difficulties questionnaire given its wide usage and established validity and reliability, but other measures of social and emotional skills could be used.
- **More positive interactions within the local community**: when this should be expected to occur is dependent on the intervention, but whether directly through community events or through the filtering out of positive impact on individuals, a change at the community level would help to bring about the end-state of a more cohesive and integrated society. This could be measured either through surveying members of the community directly, or a community-level breakdown of the Community Life Survey, for example.

These are presented alongside their indicators at a variety of impact levels in table 3.

Table 3: short-term outcomes and indicators

Outcome	Level	Indicator	Example question
Positive experiences of those from different backgrounds	Individual	Reported positive and negative experiences	People report having positive and negative social contact with others from all kinds of backgrounds. Thinking of your own experiences with people from a different race or ethnicity to you, how often, if at all, would you say you have had...(a) POSITIVE or GOOD experiences. For example, someone being friendly to you, or making you feel welcome? and (b) NEGATIVE or BAD experiences. For example, someone being mean to you, or making you feel unwelcome. (Lolliot *et al.*, 2015)
		Reported friendships formed through the programme	Thinking about your time on this programme, how many new friends do you think you have made? Of these, how many are of a different background to you?
Improved attitudes towards those who are different	Individual	Reported feelings towards different groups	Everybody has different views about different groups of people. Imagine a thermometer that runs from zero to one hundred degrees, where 0 to 50 means you feel colder (less favourable); 50 to 100 degrees means you feel warmer (more favourable); and 50 means you don't feel particularly warm or cold. Using this thermometer please write in how you feel about people from...a different race or ethnicity to you. (Lolliot *et al.*, 2015)
		Reported feelings towards having friends from different backgrounds	To what extent do you agree or disagree with the following statement: I think having friends who are different from me makes life more interesting.
Increased sport participation from under-represented groups	Sector	Reported participation broken down by group	On how many days in the last 28 days have you done this activity? (Sport England, 2019a)
		Reported diversity of staff/coaches	Thinking about the coaches who led the programme, did you feel they were representative of your local community?
Increased social and emotional skills	Individual	Pro-social behaviour	From the Strengths and Difficulties Questionnaire: I am helpful if someone is hurt, upset or feeling ill (EEF, 2020)
		Confidence	From the Strengths and Difficulties Questionnaire: I am nervous in new situations. I easily lose confidence (EEF, 2020)
More positive interactions within the local community	Community	Reported community cohesion	To what extent do you agree or disagree that your local area is a place where people from different backgrounds get on well together? (DCMS, 2019)
		Reported community capital	To what extent would you agree or disagree that people in your neighbourhood pull together to improve the neighbourhood? (DCMS, 2019)

Long-term outcomes and indicators

There are also five long-term outcomes which, as described in the introduction, constitute the more cohesive and integrated society that we would like to see:

- **Greater appreciation of cultural difference**: an important component of cohesion and integration is a long-term change in attitudes towards those who are different. There is also the hope that an impact on this will be detectable among the friends and family of participants, given what we know about the phenomenon of 'extended contact' (Wright *et al.*, 1997).
- **Increased bridging social capital**: greater positive interactions with those from different backgrounds should lead to more friendships across difference and lower levels of segregation. This can be measured through surveys at the individual-level (and with their networks).
- **Increased 'social glue'**: a knock-on effect of more positive interactions should be an increase in generalised trust and community-feeling. This could be assessed from a community-level breakdown of the Community Life Survey but also through more innovative techniques such as analysis of commentary about the community on social media.
- **Enhanced sense of civic pride and local belonging**: people should also feel a greater sense of belonging and pride in their local area as a result of increased fellow-feeling, which again could be assessed through community-level analysis of the Community Life Survey.
- **Reduced inequality**: finally, to address the pernicious effects of structural inequality on cohesion and integration, it's important that all of these outcomes contribute to reducing inequalities, such as discrimination in the labour market and levels of hate crimes at an appropriate level. While these might be high bars to set a programme working at a small-scale, for those programmes where this an appropriate aspiration it is important to assess whether there has been any change in these.

These long-term outcomes are presented alongside some proposed indicators at a variety of levels in table 4.

Table 4: long-term outcomes and indicators

Outcome	Level	Indicator	Example question
Greater appreciation of cultural difference	Individual	Reported feelings towards different groups	Everybody has different views about different groups of people. Imagine a thermometer that runs from zero to one hundred degrees, where 0 to 50 means you feel colder (less favourable); 50 to 100 degrees means you feel warmer (more favourable); and 50 means you don't feel particularly warm or cold. Using this thermometer please write in how you feel about people from...a different race or ethnicity to you. (Lolliot *et al.*, 2015)
	Family and Friends	Family and friends reporting feelings towards different groups	Same as Individual-level measurement, but asked of family members and friends.
Increased bridging social capital	Individual	Self-reported diversity of social networks	What proportion of your friends are of the same [e.g., ethnic] group as you? (DCMS, 2019)
	Family and Friends	Self-reported diversity of social networks	What proportion of your friends are of the same [e.g., ethnic] group as you? (DCMS, 2019)
Increased 'social glue'	Community	Self-reported community trust	Thinking about the people who live in this neighbourhood, to what extent do you believe they can be trusted? (DCMS, 2019)
		More positive discussion of local community on social media	Assessed through social listening techniques, e.g., Natural Language Processing of a corpus of tweets gathered before and after activity
Enhanced sense of civic pride and local belonging	Community	Satisfaction with local area	Overall, how satisfied or dissatisfied are you with your local area as a place to live? (DCMS, 2019)
		Pride in local areas	To what extent do you agree or disagree with the following statement: I am happy to tell people that this is where I live.
		Local belonging	How strongly do you feel you belong to your local area? (DCMS, 2019)
Reduced inequality	Regional	Employment rate gap by protected characteristics	Calculated using the Annual Population Survey (GLA, 2019)
	National	Proportion reporting discrimination or unfair treatment by protected characteristics	In the last 12 months, do you feel that you have been treated unfairly by people other than your friends or family, for any of the reasons below? (GLA, 2019)
	Local Authority	Reported hate crime within the area	Calculated using crime outcomes data (Ndofor-Tah *et al.*, 2019)

Summary:

- Evaluation is “a systematic assessment of the design, implementation and outcomes of an intervention”.
- It is important before, after and during a social impact intervention. This is the approach we have followed throughout this guidance.
- Before, it can improve the design of a programme based on what has worked in the past, thereby making a positive impact more likely.
- During, it can inform the indicators used to track outputs – the direct results of activity – to assess whether a programme meets the conditions described above in practice.
- After, it determines whether or not an intervention actually worked, and therefore contributed to increasing social integration and cohesion, through a combination of reliable measurement and quality research design.
- We propose five short-term and five long-term outcomes that all sport programmes working towards social integration and cohesion should consider adopting in their evaluations.

6. Conclusion and next steps

In this guidance, we have attempted to set out an evidence-informed, accessible, practical approach for those commissioning, designing, delivering, and evaluating sport programmes aimed at improving cohesion and integration. We have taken the approach of working through the Theory of Change step-by-step, first defining our terms, then setting out the barriers to participation and how these can be overcome, next describing the activities and – crucially – the conditions that are expected to lead to impact, before finally describing how progress towards impact can be assessed through evaluation.

We hope that the intended audience find this document of use. The next phase in this work will endeavour to render this more practically useful, by producing an interactive tool that can be used by those working in this area to produce bespoke theories of change and logic models, surveys and other research resources, and a portal for assessing and reporting on the monitoring and evaluation data as the intervention progresses.

About Belong – The Cohesion and Integration Network

Belong – the Cohesion and Integration Network - is a national membership organisation and charity founded in November 2018. Our vision is a more integrated and less divided society.

Our Mission is to:

- Connect people, places and organisations across all sectors and localities in the UK through membership of the Belong Network to disseminate knowledge and best practice on integration.
- Provide training, skills, inspiration, confidence and resources such as this in order to support those who are leading and championing cohesion, integration and intercultural programmes.
- With our members raise the profile of this vital work, developing a shared voice, improving practice and influencing policy so that together we can make an integrated society an everyday reality.

You can find out more at **www.belongnetwork.co.uk**

Appendix 1 : logic model for a hypothetical sport for social integration programme

Problem	Inputs	Activities	Outputs	Outcomes	Impact
Young people from two ethnic and religious groups within a town do not interact with one another, and as they live in different areas and attend different schools, they have no opportunity to. This results in a lack of trust between the two groups and occasional negative interactions.	Two complete year groups of Y9 participants from each of the two groups (~240). Coaches from diverse backgrounds, who have been trained in encouraging collaboration across difference, managing conflict and reflection. Sport equipment. Venue in a welcoming and neutral space.	A residential sport-plus intervention that over the course of three weeks of the summer holidays puts the participants into mixed teams to compete in a range of events that allows all participants to contribute, demonstrate strength and take on leadership roles.	Diversity of participants Positive interactions between the different groups Sustained participation Community involvement in delivery	Improved attitudes towards those who are different Increased sport participation from under-represented groups Improved confidence and 'soft skills' More positive interactions within the local community	The programme leads to sustained friendships across the divide and an overall reduction in prejudice within this year group. This also filters out into the family and friends of participants, having an overall positive effect on community feeling and social trust in the area.

Appendix 2 : Existing approaches to measuring cohesion and integration

This appendix provides a brief summary of approaches taken by academics and public bodies to measurement of cohesion and integration.

A helpful paper by Lolliot et al (2015) summarises the psychometric properties of measures of intergroup contact and attitudes towards outgroups (such as feeling thermometers), essentially informing researchers and practitioners as to which measures are sufficiently robust to be considered validated and giving examples of question wording. While this will not cover all eventualities, it should be considered a good starting point in designing an evaluative questionnaire.

Following the publication of the Integrated Communities Strategy Green Paper (UK Government, 2018), both the Home Office and MHCLG have provided technical guidance on approaches to monitoring and measuring social integration and cohesion. The Home Office's Indicators of Integration framework (Ndofor-Tah et al., 2019) and Theory of Change for Achieving Integration (Home Office, 2019) specify fourteen domains under four headings:

1. Markers and means: work, housing, education, health and social care and leisure
2. Social connections: bonds, bridges and links
3. Facilitators: language and communication, culture, digital skills, safety and stability
4. Foundation: rights and responsibilities

For each of these there are multiple outcome indicators which have recommended measures, generally either available as Official Statistics or in a national survey. For example, participation in local social and leisure groups is considered an indicator for leisure, while reporting friends from a different background is a measure of "bridges" within social connections. They also provide an interactive toolkit to support those providing services or delivering programmes to assess their impact on integration.

The MHCLG guidance (2019) comprises 20 indicators of social integration which the Ministry will aggregate and report on annually, with the next report expected in Summer 2020. These include measures of social mixing, trust, cohesion and capital (drawn from the Community Life Survey), as well as segregation at neighbourhood and school level, hate crime statistics, and measures of inequality in educational and labour market outcomes.

Other public bodies at the regional and local level have also developed their own approach to measuring and monitoring cohesion and integration. The Greater London Authority (2019) has to date published two iterations of its Social Integration Headline Measures, across four domains of: relationships, such as social mixing and segregation; participation, such as sport participation and civic engagement; equality, including at school and in the labour market; and outcomes, which are measures of belonging and wellbeing. These are measured through a combination of existing national statistics and surveys, as well as a bespoke survey of Londoners to address specific indicators.

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