# 'Connecting Communities':





# 'Connecting Communities': Evaluation of a Pilot Project aimed at promoting digital inclusion in the London Borough of Tower Hamlets

## Research Evaluation of a Universal Basic Service, Working Paper Series

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The IGP undertakes pioneering research that seeks to dramatically improve the quality of life for this and future generations. Its strength lies in the way it allies intellectual creativity to e ective collaboration and policy development. Of particular importance to the IGP's approach is the way in which it integrates non-academic expertise into its knowledge generation by engaging with governments, policy makers, business, civil society, the arts and local communities.

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# **Executive Summary**

### **BACKGROUND**

This report is a final evaluation of the 'Connecting Communities' Project launched in June 2020. The



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The 'Connecting Communities' pilot project has provided valuable insight into what the IGP's Universal Basic Service for Information might look like, and how it could contribute to broader livelihood security, in Tower Hamlets and beyond. The project also illustrates how a multi-stakeholder collaboration can help to reach a broader group of residents, particularly those who are most deprived.

The consensus from all stakeholders, including schools and households, was that the scheme should be rolled out more widely with some revisions to:

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The 'Connecting Communities' project indicates that Universal Basic Services is an e ective tool for reducing digital inequalities and securing livelihoods. We therefore make several broader policy recommendations:

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#### 1. INTRODUCTION

The 'Connecting Communities' project was developed through a partnership between Poplar HARCA, the LETTA Trust, Tower Hamlets Council, and East End Community Foundation. In phase 1 the intervention was rolled out to 70 households in two primary schools in Poplar and in phase 2 it was rolled out to 130 households in a further nine primary schools across Tower Hamlets. The scheme is part of the London Borough of Tower Hamlets Digital Inclusion Strategy. The project o ers a package that includes free internet for one year, a Google Chromebook and training.

The evaluation of phase 1 was conducted by a small team of researchers at the Institute for Global Prosperity (IGP) at UCL (University College London) in collaboration with two citizen social scientists (CSS) living and working in Poplar. The aim was to collect 'stories of change' through personal accounts exploring the expectations and short-term impacts of the project. Findings from phase 1 of the research demonstrated that the project was having a rapid and beneficial impact on the behaviours and capabilities of participating households across four key areas (Moreno et al., 2021): home schooling and learning opportunities, work and employability opportunities, physical and mental health wellbeing and behaviours, and time and cost-savings.

In May 2022, the Institute of Global Prosperity (IGP) at UCL was commissioned to undertake a final evaluation of phase two of the project. The research was conducted by Dr Penny Bernstock, Israel Amoah-Norman, and two Citizen Social Scientists based in Tower Hamlets, Pratimas Singh and Sultana Rouf. The findings from phase two of the evaluation reinforce the findings from phase one, with improvements in enabling access to information and employment opportunities, promoting greater digital inclusion, beneficial impacts on education and learning as well as, benefits for well-being and social capital.

In section 2, we highlight the importance of digital inclusion through the lens of livelihood security, Universal Basic Services (UBS) and digital citizenship which relates to how digital UBS like this can empower citizens. Section 3 outlines the research methodology underpinning the evaluation. Section 4 explores digital inclusion/exclusion in the UK and

Tower Hamlets. Section 5 provides an overview of research findings and section 6 concludes the report evaluation suggesting lessons for future roll-out and broader policy recommendations for consideration.

# 2. LIVELIHOOD SECURITY AND UNIVERSAL BASIC SERVICES

#### Livelihood Security

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Livelihood security is defined as a set of intersecting and interconnecting factors that enable people to lead fulfilling and flourishing lives. It was consistently identified as one of the most important drivers and foundations underpinning prosperity. This is based on extensive research in east London as part of the IGP's Citizen Prosperity Index for London (Woodcraft and Anderson, 2019) as well as, recent research carried out in north London (Euston).

The following five areas depicted in Figure 1 below constitute the infrastructure of a 'secure livelihood' of which digital inclusion is a key component that is inherently linked with other aspects of inclusion such as financial, economic and social.

#### Universal Basic Services and Digital UBS

The importance of services such as access to digital communications, transport, child and social care all collectively determine an individual's ability to lead a good quality of life. From access to digital services, housing, and a ordable childcare, to education and health outcomes, these cannot be e ectively addressed by our existing welfare systems. The pandemic revealed and exacerbated inequalities, demonstrating how insecurity is not experienced in isolation but is the result of intricately and inextricably linked domains of insecurity. The incumbent cost of living crisis has highlighted the need for new forms of universal social protections and welfare (Moore, Snower and Bruni, 2022).

To secure people's livelihoods, the IGP proposes a programme of 'Universal Basic Services' (UBS). UBS works to enhance people's capacities, capabilities and bring opportunities for greater economic and social participation through a new basket of public goods and shared infrastructure of public services thereby, building a solid foundation from which people can thrive. UBS also facilitates place-based change and provides people with the resilience necessary to "navigate the next wave of social and economic transformations within the

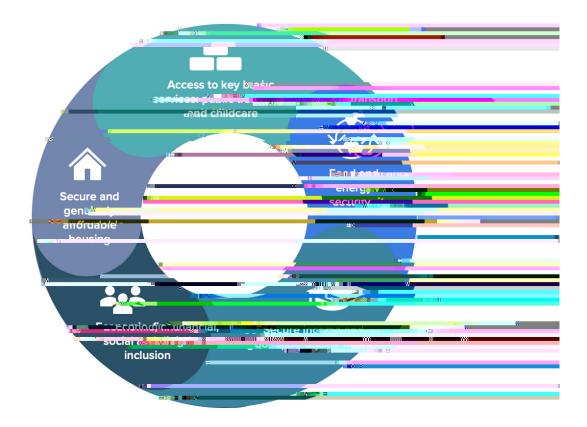


Figure 1. Infrastructure for Livelihood Security (IGP, 2022b)

economy including data and Artificial Intelligence (AI), automation and climate change" (Moore et al., 2022, p.4; Moore, Snower and Bruni, 2022).

UBS would include shelter, food, education, transport, information (digital), health and care, legal services free at the point of need (Moore et al., 2022a). A UBS for 'information' forms the backbone of a digital UBS pilot and should include digital access, devices as well as, literacy and skills (Percy et al., 2022). The 'Connecting Communities' project seeks to implement this approach through the three-pronged provision of a broadband connection, a Google Chromebook and training.

#### Digital Citizenship

The rationale behind the three-pronged approach is not just aimed at improving outcomes for individuals but about empowering citizens and increasing social participation. The provision of support, training and education equips citizens with the necessary skills and knowledge to become 'digital citizens' in their communities (Percy et al., 2022; Moore et al., 2022b).

#### 3. METHODOLOGY

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The research was undertaken between May and July 2022. It included:

1. Semi-Structured Interviews with ve key stakeholders

Interviews were undertaken with five key stakeholders - three of these interviews were with members of the project steering group and two with sta leading on implementation. These interviews were aimed at finding out more about the key aims/intentions of the project, perspectives on implementation and roll out.

2. An online survey aimed at participating schools

The survey was designed in consultation with the 'Connecting Communities' steering group

exclusion found that 7% of UK adults are a ected by device poverty, i.e., they have limited access to the internet because they do not own a PC, laptop, tablet, or smartphone. This increases to 9% for those with a limiting illness, 13% for those not working and 20% for those on incomes below £11,500 (Ofcom, 2022).

Another key challenge in promoting digital inclusion is that a considerable proportion of the population lacks the skills needed to utilise the internet. The 2022 Digital Consumer Index report by Lloyds Bank (2022) acknowledges that approximately 10% of the population (circa 5.3 million) still lack basic foundational digital skills and essential digital skills for use in everyday life. The CEBR (2015) identified five key benefits linked to having basic digital skills i.e., accessing employment, increased earnings, savings on retail transactions, time- saving and communications. Further benefits are outlined by Lloyds Bank (2022) in the form of greater confidence and financial well-being, improving access to key services and building financial resilience. The ONS (2019) Study estimated that 9 million people (16% of the population) are unable to use the Internet and their device by themselves, this includes being unable to undertake basic and foundational digital activities such as turning on a device, connecting to Wi-Fi, or opening an App. A review of the demographic characteristics of those lacking basic skills has some crossover with nonusers (ONS, 2019).

A correlation has been identified between those lacking digital skills and income i.e., people on an annual household income of £50,000 or more are 40% more likely to be able to carry out basic digital tasks compared to those earning less than £17,499 (Lloyds Bank, 2020). A skills gap has also been identified between older men and women, with older women less likely to have digital skills than older men (ONS, 2019). The ONS have also identified an ethnicity gap, noting that people from Black, Asian, and Minority Ethnic backgrounds are less likely to have all five Essential Digital Skills for Work than those from a White background, whilst acknowledging that this gap is closing. For example, in 2011, the ethnicity gap was most pronounced between those from a White background and those from a Bangladeshi background, however, by 2018 this gap had disappeared illustrating the dynamic nature of this issue (ONS, 2019).

However, whilst there is evidence that the ethnicity gap is closing it is important to note that there is

a strong correlation between income and digital exclusion and between ethnicity and poverty. For example, a recent report on Poverty in the UK confirmed that poverty levels for certain ethnic groups have been consistently above average, with 53% of Bangladeshi households, 48% of Pakistani Households and 40% of Black African/Black Caribbean groups living in poverty compared to 24% for those from a white background. Moreover, people from Black and Minority Ethnic groups are also more likely to have higher rates of in-work poverty and child poverty and are more likely to live in larger families and lone parent households, family types that are more prone to poverty (JRF, 2022).

Burgess and Holmes (2022) highlight the complex interaction between housing and digital inclusion. They argue that digital inclusion intersects in important ways with o ine aspects of people's

more pronounced between pupils attending private and state schools, where pupils in private schools were twice as likely to participate in online learning compared to their state school counterparts.

These two studies identified a parental support gap between the educational qualifications of parents and their ability to support their children's learning. For example, three quarters of parents with a postgraduate degree, and just over 60% of those with an undergraduate degree felt confident directing their child's learning, compared to less than half of parents with A level or GCSE level qualifications (Montacute and Cullinate, 2021). Similarly, parental support with remote learning increased from 42% in the most- deprived schools to 62% in the least deprived schools (Nelson and Sharp, 2020).

As we have exited the pandemic the problem of digital exclusion continues. Ofcom's (2022a) survey found that more than a third (36%) of primary school-age children did not always have access to an adequate device for online learning at home, compared to (17%) of secondary-age children. Furthermore, one in ten primary-age children (11%) rarely or never had access compared to (3%) Of children in secondary schools. They also identified several di erences in access and use between children living in the most financially vulnerable (MFV) households and those living in the least financially vulnerable households (LFV). Children in the most financially vulnerable households were less likely to use a tablet to go online (61% vs 75% LFV) or a laptop or netbook (34% vs 61% LFV) and were more likely to use a device other than a computer to go online (56% vs 29% LFV). For example, whilst less than one in ten children in (MFV households) only used a mobile phone to go online (8%), this declined to (2%) for those living in LFV households (Ofcom, 2022b).

The ongoing cost of living crisis is further exacerbating the problem of digital exclusion. As inflation soars, and the price of energy, food, transport and housing go up, basic services are shifting further out of reach. Recent analysis suggests that 6 million UK households are now struggling to pay their mobile, landline and broadband bills (Which, 2022). This poses a serious threat to digital inclusion, and to broader social and economic participation.

A number of organisations and institutions are advocating the importance of digital inclusion as a basic right/need. UNICEF UK and the Carnegie UK Trust (2021) have highlighted the link between children's rights and digital inclusion arguing that the

pandemic has shone a spotlight on the problems faced by digitally excluded children and young people and its role in potentially impacting on the equitable life chances of every child under the UN Convention on the Rights of the Child where every child has the right to a quality education (Articles 28 and 29), to access information (Article 17) and to leisure, culture and play (Article 31). Their strategy for addressing digital inclusion aligns closely with the 'Connecting Communities' project where they advocate a four- pronged approach aimed at addressing inclusion that includes access to a device, a stable connection, skills, and a safe environment (UNICEF UK/Carnegie UK Trust, 2021).

The Good Things Foundation is currently working on a Minimum digital living standard underpinned by a citizen science approach that suggests that in addition to access and skills there is a need to focus on online safety (Good Things Foundation, 2022). Similarly, the Institute of Global Prosperity has highlighted the relationship between digital inclusion and prosperity/secure livelihoods (Woodcraft et al., 2021; Moore et al., 2022a). Secure livelihoods are identified as an infrastructure of interrelated assets that people can rely on to prosper including secure income and good quality work; food and energy security; a ordable, secure, and good quality housing; access to key public services – childcare and transport, healthcare, education, enabling inclusion in the social and economic life of the city by supporting and creating the capacities and capabilities that allow people to participate fully in society (Woodcraft et al., 2021; IGP, 2019).

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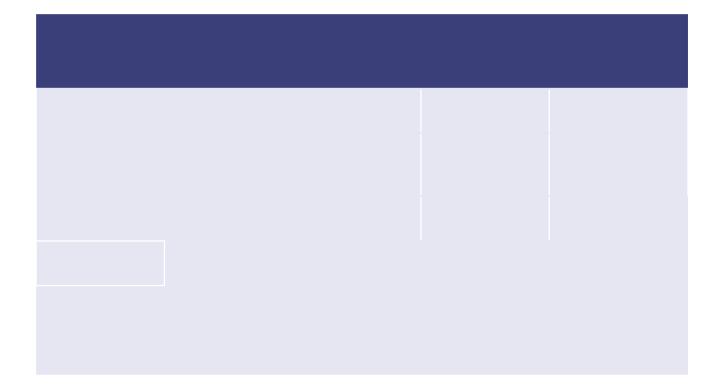
Table 1. Digital Inclusion from Prosperity in east London 2021-2031 Longitudinal Study (IGP, 2022a)

Lower Super Output Area (LSOA)	Number of Households surveyed	Access to computer at home (%)	Access to internet at home (%)	Access to the internet anywhere1 (%)
Coventry Cross (Tower Hamlets 008D)	259	86%	73%	95%
Fish Island & Sweetwater (Tower Hamlets 001C	264	94%	92%	98%
Teviot East (Tower Hamlets 018D)	254	78%	82%	95%
Teviot North (Tower Hamlets 018B)	374	88%	88%	93%
Teviot West (Tower Hamlets 018C)	241	75%	76%	90%
Total	1392	85%	83%	94%

and 'Asian' ethnic groups (due to similar sample size), we see that those from a 'White' background are more digitally excluded than the 'Asian' ethnic group.

<sup>1 &#</sup>x27;Anywhere' includes at home via a laptop/computer; A tablet, smart phone/mobile phone; Family member/friend; Work; Public places such as a community centre, library, or internet café; Elsewhere

Table 2. Ethnicity breakdown of above digital inclusion data (IGP, 2022a)



comprises:

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The scheme was under development in the period leading up to the pandemic and was expedited in response to the urgent need to support online learning. One key challenge has been how to prioritise distribution of the laptops and policy has evolved over time:

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#### Stable Internet connection

Each household was provided with a free and stable internet connection for one year. This was provided by 'Community Fibre.' One barrier that emerged early on was that Community Fibre was not able to provide coverage for all households. To overcome this barrier, relationships were developed with other broadband providers.

#### Training

One of the unique elements of the intervention is the provision of a comprehensive training programme organised into three blocks delivered across seven weeks aimed at all participating households. The training programme was developed by the training manager at the LETTA trust and the IT lead in Poplar HARCA who have extensive experience in delivering digital inclusion skills training to their residents. The

The training was delivered as a weekly online onehour session during the pandemic, and then moved to a one and half hour weekly face to face session as we exited the pandemic.

training in all participating schools. The handbook

We now move on to consider the findings of this evaluation. The findings are organised into two sections. In the first section we explore the perspective of schools' on the scheme and in the second, household/user perspectives.

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#### 5. RESEARCH FINDINGS

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5.1 Key findings - Perspectives from Schools/Headteachers/Family Liaison O cers and Stakeholders (Project Steering Group and Implementation Sta )

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participating schools that there were some barriers to take up. These barriers were structural/practical and attitudinal.

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One school observed that their ICT suite was well designed to accommodate training for parents. Schools were asked to identify any barriers to extending the training o er; two specifically mentioned time and another the physical space to o er training.

What are the advantages/disadvantages of distributing this package through schools?

Schools were asked to identify the advantages and disadvantages of distributing the package through schools. Two key advantages were identified including the ability of schools to identify those who were in need or would benefit most from the intervention and schools being trusted by families. One disadvantage identified was the time pressure associated with delivery.

# 5.3 Assessing the impact on pupils, families, and schools of participating in the 'Connecting Communities' Scheme

In the next section, we focus in more detail on the perspectives of schools on the benefits for pupils, families, and participating schools.

#### Bene ts for pupils

Schools were asked to identify the benefits on children of participating in the scheme during the pandemic. The overriding benefit identified related to access to learning both during the pandemic and in the post pandemic period. Two respondents who completed the School Survey specifically mentioned the free internet service and one respondent indicated that digital inclusion enabled pupils to gain online support on a range of issues such as mental health.

Benefits were also identified in terms of academic performance:

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#### Bene ts for Schools

Respondents were asked to identify the impact on schools of participating in the scheme. A range of benefits were identifid[

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We were interested in understanding user

Chromebook/internet.

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the scheme on Children's learning. Semi-structured Interviews o ered a more qualitative insight into the perspectives of households on the impact of the package on children's learning:

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the scheme:

VWUXJJOLQJ SHRSOH GLO ,W KDV FKDQJHG P\ OLIH LZKLDW\ WR GR , ZDV OLNH FKLOGUHQ 7KH\ GR QRW QHKHS\ WRGDVNDP SDUDQRLG IRU P\ SKRQH :H QHHG WK& M DSULKUHF WERXW P\ FKL IRU FKLOGUHQ 3DUWLFL BOQ WD WFKRROV ZHUH FOR

DP JRLQJ WR FRSH DQG ZDV SURXG WR UHFHLYHKWHOLNH VXSSRUWHG W SDFNDJH EXW, GLG QRW KAGUNEWARQ LWK P/ PHQW ZKDW WKH EHQH4W ZRXOGVRHPXHK NQRZLQJ WKDW , UHDOLVHG LW ZDV YHU\ LPDSPRFUHWDQWR WKRVH SURMH LW ZDV ELJ KHOS IRU P\ IDAHOS 168G WKDW VXSSRUV WKH VLWXDWLRQ WHDFKHWXY WKY WKLQJ DQG QR LV YHU \ LPSRUWDQW LQWHLLQ WHLLQ HQ FGH DQG LW LV WI 7KH & KURPHEREN WR GR WKHLU KRPH & KURPHERRN LV JRRG TXDOLW\ DQG WKW KILQWHWAHWK WR ORRN LV YHU\ KLJK VSHHG DV ZHOKOHL Q DYKW V7KH \ DUH DOZ DUHD <RXU SURMHFW LV Y HUD O RKH DUH JHWWL 6HPL VWUKWWXWLHGJ FRPSXWHUV DQ 3 D U W L F L S D Q W LQWHUYLHZ DQG &KURPHERRN

EHFDXVH QRZDGD\V HYHU\
,W KDV LPSDFWHG SRVLWLVHRQOORLQH 3DUWLFLSD(
HYHU\ VLQJOH DUHD FDOQ/LQQUXP \*\* \*\* \*\* \*\* \*\* \*\* \*\* UHG LQWHUYLHZ
doing things online, connecting

WR PIDPLON DEURDG DV ZHPBURQPHUN KDSSN DIWHUFRQQHFWLQJ ZLWK FRXVLQWKLFHHVSHFLDOON PN FKLUHFRJQLVH WKH HQRUPRXKDGLIHHLUHQFHUHHQ VR WEHWZHHQ WKH LQWHUQHWLWFFLKYD WKPW ZDQW 7KH KDYH ULJKW QRZ VR ZH DYHKWPBENH EHIRUH WKHN VDWLV4HG DQG ZLWK WKH ERHYHEHON NLGV HQMRN LW:KHQ PN GDXJKWHU ZDV UHYJDVHWLFLSDQW 6HPL VWLIRU KHU \*&6(VKH DOZDNV YBWGHUZYLHZ WKDQNV \*RG, JRW WKLV LW KHOSHG PH VR PXFK 3DUWLFLSDQW ZOHIPH YHUN KDSSN, W ZOHIPH ZOHIPH ZOHIPH

VWUXFWXUHG LQWHUYLHZ KHOSIXO IRU XV 0\ HOGH
YHU\ KDSS\ +LV ROG FRPS

32

#### 6. CONCLUSION

The 'Connecting Communities' pilot project utilises a three-pronged approach to addressing digital inclusion. The project has provided a valuable insight into what the IGP's Universal Basic Service for 'information' might look like, and how it could contribute to broader livelihood security, in Tower Hamlets and beyond.

The 'Connecting Communities' project also represents a multi-stakeholder approach in public service delivery, design, and implementation, with partners from local authority, housing association, third sector and other public and private sector institutions. Our findings demonstrate how multi-stakeholder collaboration can help to reach a broader group of residents, particularly those who are most deprived (in this case, digitally excluded).

The research methodology utilised employed a wide variety of techniques to evaluate this scheme. This included interviews with key stakeholders; a school survey (completed by 8 of 11 schools); semi-structured interviews with users and an online survey. Given that this research was aimed in part

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