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social and economic research

The Fourteen Programme Evaluation

Phase 4: Final Evaluation

September 2018

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List of abbreviations

CRM	Customer Relationship Management
LRG	Local Reference Group
SDP	Sub-Delivery Partners
UKCF	UK Community Foundations

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Key Findings and Learning Points

Fourteen is a £3.5m programme funded by Spirit of 2012 that seeks to deliver long-lasting social change in Fourteen communities throughout the UK. Over a three-year period (2015 to 2018), the programme sought to increase levels of social inclusion and enhance participation in each of the identified communities.

In August 2015, UK Community Foundations (UKCF) and Springboard commissioned Wavehill to undertake an evaluation of Fourteen. The evaluation, spanning four phases, sought to gauge the impact of Fourteen through the ongoing analysis of quantitative and qualitative data in order to build a full picture of change in each community and across the programme.

Programme Implementation and Delivery:

- There were a broad range of starting points for Fourteen communities, with each recipient area offering ample justification for investment. For communities selected on their needs, the relative lack of the community's preparedness, a lack of community infrastructure and/or the time to develop a community plan were key challenges for implementing the programme. In comparison, in communities identified as ready and prepared for Fourteen, good infrastructure and their ability to implement the programme and community vision were noted as strengths. Given the various scenarios faced by participant communities, expectations with respect to achievements and success need to be adjusted in order to reflect the situation identified at the outset.

- The breadth of scope for the programme placed minimal constraints on the approach and model adopted, thereby providing great flexibility in the activities that could be funded. Coupled with the flexibility was the high degree of autonomy for communities to support a wealth of activities deemed necessary and appropriate for their communities. As a result, the programme's design was very effective in encouraging and supporting grassroots community activity as a central element of the programme.

- Whilst the model is very effective in supporting grassroots activity, increased parameters are necessary to retain focus and direction with limited resources; however, this may risk a reduction (or at least a perceived reduction) in the level of local autonomy.

- Clear leadership and a consistent approach and message with clarity of guidance are key to the successful implementation of programmes of this scale and complexity. However, it should be acknowledged that greater direction can also lead to unintended consequences, including a reduced sense of local ownership and autonomy.

- In some of the 14 geographical areas supported through the Fourteen Programme, there were multiple communities with which residents of these geographical areas were affiliated. These situations sometimes created additional challenges for collaborative delivery because, historically, there had typically been a lack of collaboration and/or a degree of competition or rivalry.

- Programmes operating at this geographical scale and with this nature of dispersal need to provide effective mechanisms for sharing practice and lessons learnt throughout programme delivery.

Local Decision Making:

- Local Reference Group (LRG) representatives described their local knowledge, the fact that the groups were composed of local people, and the support and communication between members as the key factors behind their success. Member expertise and understanding of local infrastructure enabled the grant-making process to run smoothly and was perceived to be more effective in its distribution than other funding streams which are typically coordinated by organisations further removed from the local area and with less familiarity regarding the local context.

- Some LRG representatives raised concerns regarding the geographical representation of the LRG, particularly where participant communities operated over more than one recognised settlement.

- Across all of these areas, local, on-the-ground capacity appears to have been instrumental in either catalysing or building the momentum of grassroots activity.

Monitoring and Evaluation Systems:

- Significant effort has been required in order to address gaps in the evidence base of the monitoring system for the programme; however, there have been multiple occasions on which the delay in the gathering of grant-related evidence has inadvertently led to the exclusion of participants of that grant activity from the evaluation.

- The lack of consistency in monitoring requirements and the sheer number of data fields associated with the monitoring of grant activity has, in turn, undermined the ability to assess performance and achievements.

- Clarity and consistency in monitoring requirements need to be established at an early stage within programme delivery and would be aided by early engagement of evaluators to help ensure alignment with a suitable monitoring and evaluation framework prior to the commencement (or at least in the early stages of delivery) of the programme.

Programme Delivery and Impact:

Engagement

- It is estimated that over 9,000 participants and almost 2,000 volunteers have engaged with the Fourteen Programme in an intensive way.

- In the initial interview of surveyed participants, 12% described themselves as disengaged or completely disengaged from their local community; this figure had fallen to 7% at the time of the re-interview, illustrating statistically significant improvements in perceived rates of community engagement amongst programme participants.

- Barriers to engagement primarily related to having the necessary resources (finance) to engage in an activity (65% (348 of 498 surveyed participants) cited this as a barrier) or the lack of facilities nearby (78% (422 of 502 surveyed participants) referred to this as a barrier).

- Social interaction and inclusion were the driving factors for engagement in Fourteen amongst the majority of participants.

- Participants and volunteers in the Fourteen Programme appear to have been heavily influenced by role models in their engagement in Fourteen, with over three quarters describing them as playing a role in their engagement in funded activity.

Community Activity

- Local, on-the-ground capacity appears to have been instrumental in either catalysing or building the momentum of grassroots activity.

- Only 6% of grantees felt that they could overcome the challenges targeted by the grant without securing that resource, whilst only 20% knew of alternative sources of funding for which they could potentially apply.

Community Impact

- Of the volunteers who participated in both surveys, the proportion who were very proud of their contribution to their local community rose from 37% to 54%. Amongst participants the change took place across a broader set of responses, with the proportion describing themselves as most proud or very proud of their contribution rising from 50% to 69%.

- Fourteen investment has clearly led to a tangible change in community support infrastructure in the vast majority of participant communities. Relationships have been created, partnerships established and attitudes changed. The programme has established momentum that in many areas, six months after closure, shows little sign of abating.

- Whilst the emphasis of the evaluation on an experiential basis (of the participant) has been on those engaged with activity associated with grants of a larger scale, the small 'spark' grants have had a clear catalytic impact on community activity.

- When assessing the extent of change in each community, their individual contexts need to be placed under consideration because, ultimately, the impact and legacy on communities are not synonymous across the community areas and expectations for each community should be adjusted accordingly. What constitutes success for each community differs from one area to the next.

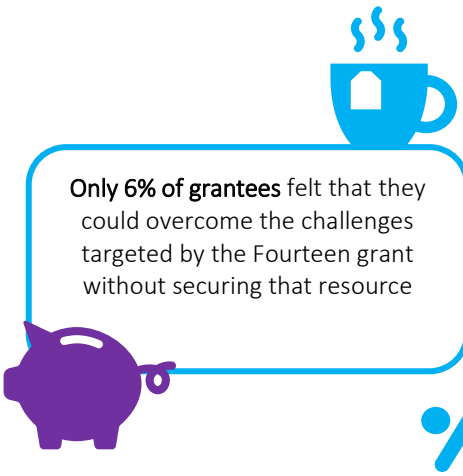
Legacy

- The majority of LRGs remain hopeful of sustaining activity in some form. However, they were formed with the appraisal and distribution of funding as a central facet of their operation and it is mainly those who have secured subsequent funding who continue to meet regularly in an evolved form or function of that set out through the LRGs, linked to the additional resources that they have now secured for their communities.

- The legacy for the programme is clearly therefore centred on the community infrastructure and relationships established, volunteer engagement, and heightened volunteering in community activity.

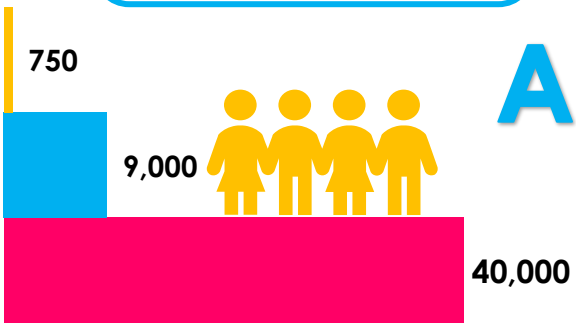
- Amongst participants and volunteers, almost two thirds (61%; 65/106) have taken part in or helped at another event since they became involved in activity in the Fourteen Programme.

#Fourteen

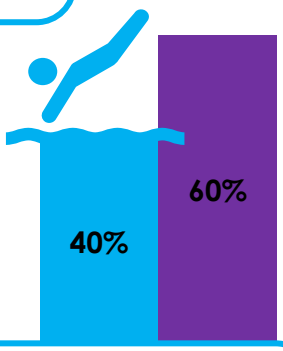


Only 6% of grantees felt that they could overcome the challenges targeted by the Fourteen grant without securing that resource

Over **750** grants awarded and over **40,000** participants actively engaged, with over **9,000** intensively so



Activities

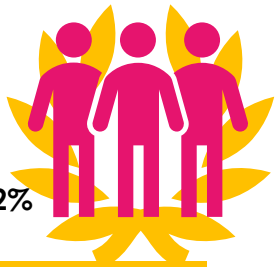


Sport & recreation and arts, culture & heritage activities were most popular, accounting for **40%** of all grants awarded

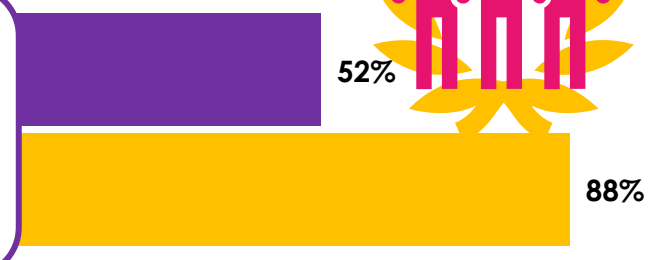
Local Reference Groups

Across **all** areas, local, on-the-ground capacity has been instrumental in either catalysing or building the momentum of grassroots activity

The LRG's **local knowledge**, **understanding of local infrastructure** and their **expertise** are key strengths of the Fourteen approach

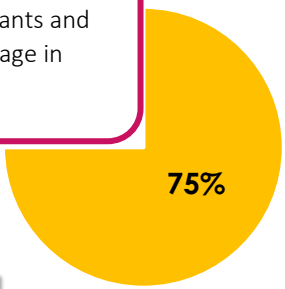


88% of LRG members had been involved in Fourteen since at least 2015, of which **52%** had been involved throughout the entire duration of Fourteen.



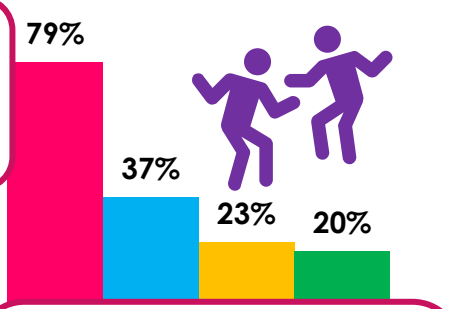
70% of Fourteen participants feel that they can influence decisions that affect the local area and **85%** consider themselves to be involved in the community

Role models influenced more than 75% of participants and volunteers to engage in activities



Participants

Participants' feeling of engagement in their community **significantly** increased

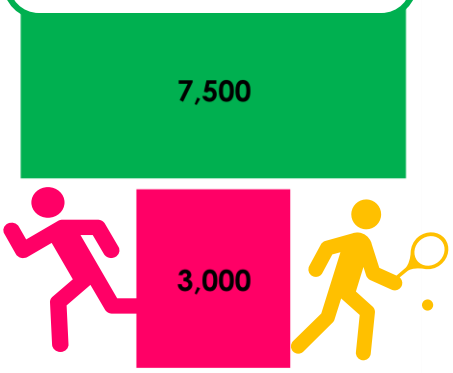


79% of re-interviewed participants felt that they have changed as a result of their activity. **37%** feel more confident, **23%** are feeling happier and **20%** feel more supported in their community

84% of participants were still taking part in their activity **6 months after** completing their initial survey

Volunteers

Over **7,500 volunteers participated** in Fourteen. **3,000 volunteers newly engaged** in activities as a result of Fourteen



54% of volunteers described themselves as being proud/very proud of their contribution to the local community when re-interviewed in comparison to **37%** at the interview

1 The Fourteen Programme

1.1 Introduction

Fourteen was a £3.5m programme that sought to deliver long-lasting social change in Fourteen communities throughout the UK from 2015–2018 by increasing levels of social inclusion and to enhance participation through activities that fell under the following strands:

- Social action and volunteering
- Grassroots sport and physical activity
- Cultural activity and the arts
- Youth leadership and personal development

United Kingdom Community Foundations (UKCF) managed the programme in Scotland, Wales and England (12 communities and £3m of investment) and Springboard managed the programme in Northern Ireland (two communities and £500,000 of investment).

1.1.1 Spirit of 2012

Fourteen was funded by Spirit of 2012 (hereinafter referred to as Spirit), a Trust set up by the Big Lottery Fund to spread the spirit that radiated from the London 2012 Summer Olympics (particularly that associated with the voluntary efforts of the Games Makers) to everyone, everywhere. The objectives of the Trust are to:

- **Use** regional, national and international events as catalysts for social change, ensuring that the country as a whole benefits from the values, opportunities and spirit of events.
- **Enhance** the volunteering infrastructure of the UK for community benefit, drawing on learning from the success of the London 2012 Games Makers programme.
- **Engage**, enable and empower young people as leaders and ambassadors, in schools, communities and nationwide.
- **Increase** understanding of the challenges that disabled people face and ways in which they overcome them in order to help achieve a step change in positive attitudes towards disability and impairment.
- **Collect and share** expertise and information gained by Spirit and its partners to inform and support others working in similar areas across the UK.[1]

The Fourteen Programme was also a component of the Spirit of Glasgow, which seeks to achieve the objectives of Spirit by using the platform of the Glasgow 2014 Commonwealth Games, beginning in Glasgow and spreading across the UK.

[1] Fourteen Guidance (UKCF).

1.1.2 Fourteen

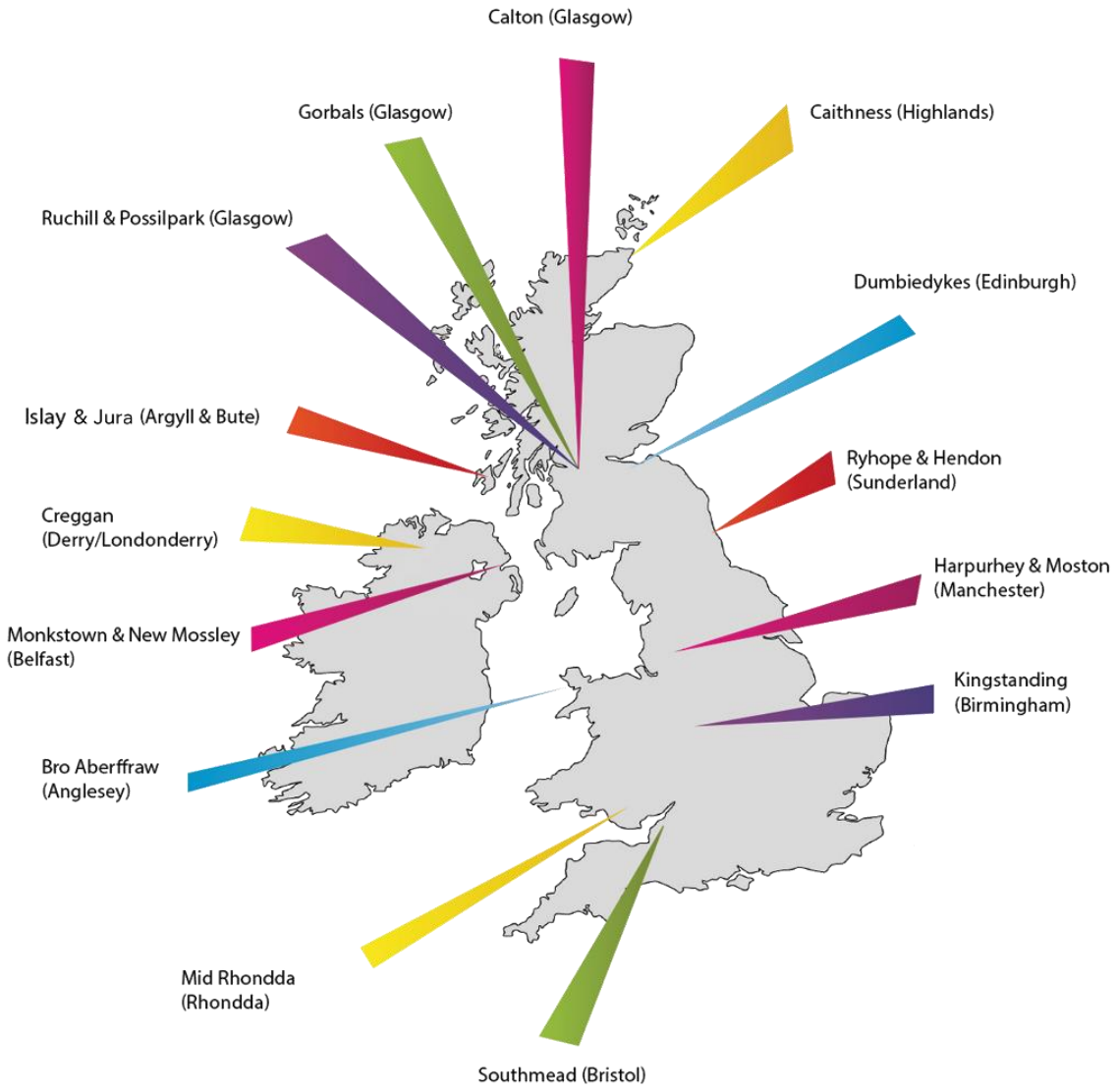
UKCF worked with six Community Foundations to administer funds from the Fourteen Programme to 12 communities in England, Wales and Scotland, whilst Springboard administered funds to two communities in Northern Ireland. Springboard had overall responsibility for the delivery of the programme in Northern Ireland, supported by a designated Community Partner within each community.

The Community Foundations and Community Partners are collectively referred to as Sub-Delivery Partners (or SDPs) in the remainder of this report. The Fourteen communities are illustrated in Table 1.1 below and in the map overleaf (Figure 1.1):

Table 1.1: The Fourteen communities

Community	Sub-Delivery Partner
Caithness, Highlands and Islands	Foundation Scotland
Dumbiedykes, Edinburgh	Foundation Scotland
Calton, Glasgow	Foundation Scotland
Gorbals, Glasgow	Foundation Scotland
Ruchill and Possilpark, Glasgow	Foundation Scotland
Islay and Jura, Highlands and Islands	Foundation Scotland
Creggan, Derry	Old Library Trust
Monkstown / New Mossley, Newtownabbey	Monkstown Boxing Club
Ryhope and Hendon, Sunderland	Tyne and Wear, and Northumberland
Harpurhey and Moston, Manchester	Forever Manchester
Kingstanding, Birmingham	Heart of England
Southmead, Bristol	Quartet
Mid Rhondda, Rhondda	Community Foundation in Wales
Bro Aberffraw, Anglesey	Community Foundation in Wales

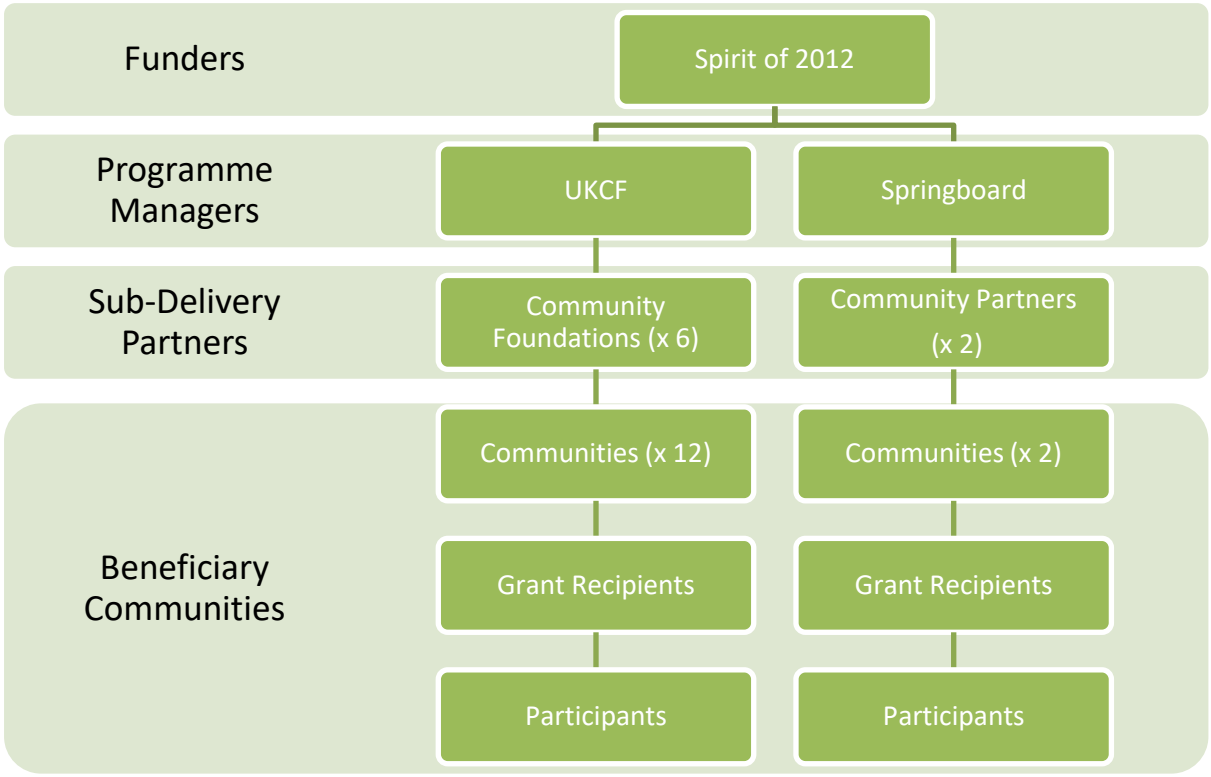
Figure 1.1: Geographical distribution of Fourteen communities



Fourteen Programme funding has been distributed in each community via a series of grants of varying scale. The selected communities were all tasked with convening a Local Reference Group (LRG/Panel).[2] The membership of the LRG aimed to reflect the needs of the community and be representative of the diversity of that community, with the role of the group being to help target the Fourteen Programme at identified local priorities.

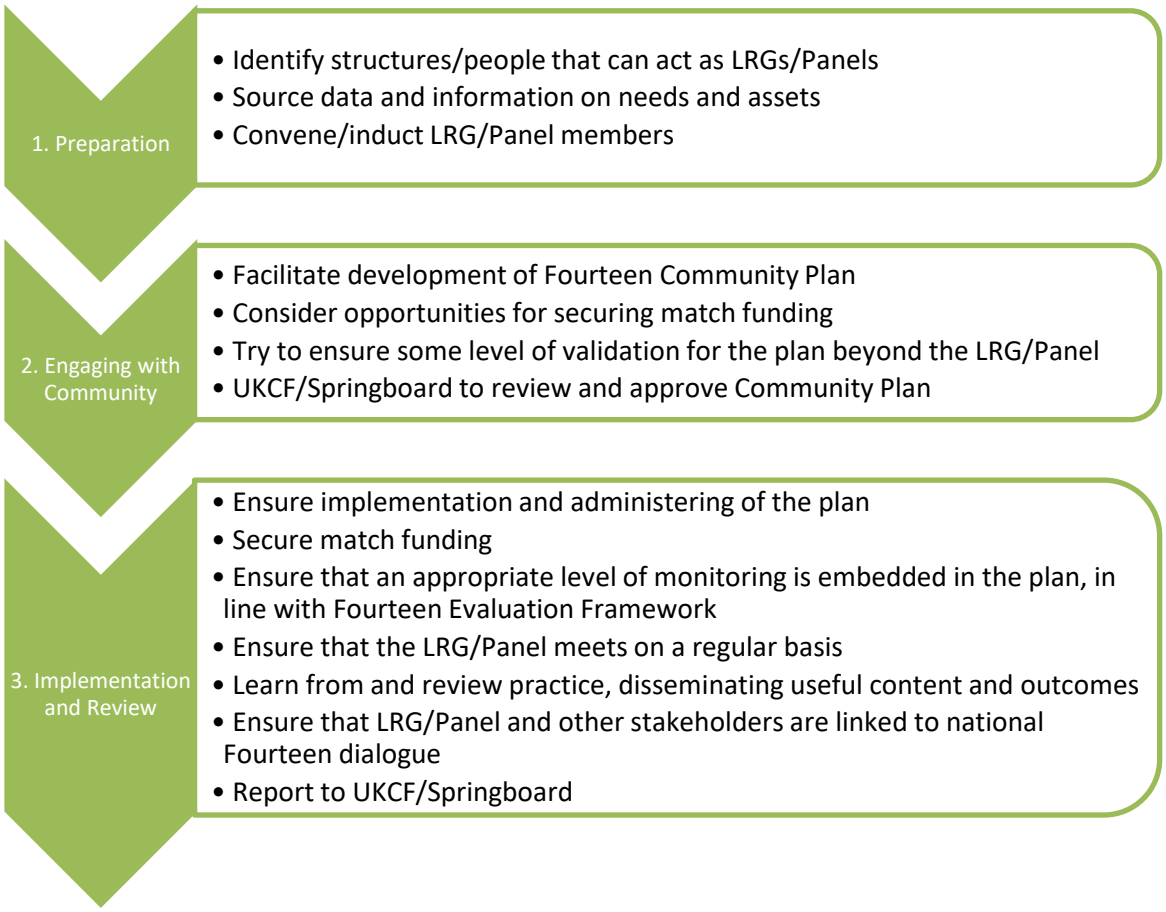
[2] Some refer to this group as a 'Panel'.

Figure 1.2: An overview of the governance and delivery structure for the Fourteen Programme in England, Scotland and Wales



The approach to the delivery of Fourteen in each community is summarised within the diagram overleaf. The diagram refers to the development of a Community Plan as part of the implementation process. The Community Plan sought to capture the communities' visions with respect to change, ambitions for improving participation, likely approaches to fund distribution, potential investment options, and ideas for sourcing match funding.

Figure 1.3: Overview of the formulation and implementation of the Fourteen community plan[3]



[3] Adapted from Fourteen Guidance (UKCF).

2 The Evaluation

In August 2015, UKCF and Springboard commissioned Wavehill to undertake an evaluation of Fourteen with the aim of answering the following questions:

- What has actually changed?
- For whom?
- How significant have these changes been for different communities?
- How did these changes come about? What are the factors contributing to them?
- What, if anything, did the Fourteen Programme contribute to these changes?
- How sustainable has the programme been? To what extent are the benefits of Fourteen likely to continue when the funding is withdrawn?
- What should be done differently next time?[4]

There have been multiple phases to the evaluation (summarised in Figure 2.1 overleaf). This report focusses on the participant communities of the Fourteen Programme in Scotland, England and Wales only.

The setup phase incorporated a comprehensive scoping exercise which culminated in the development of an evaluation framework and a series of research tools that framed the approach to the evaluation for the remainder of the project.

Phase 1 involved a baselining exercise through which to capture and compare the socioeconomic and demographic situation in each of the Fourteen communities; the subsequent phases involved fieldwork and site visits to each of the communities along with an analysis of available management information. The evaluation has therefore involved a variety of methods with a wide range of audiences, including:

- **Programme management meetings** with Springboard, UKCF and Spirit to review programme delivery, monitoring and evaluation findings.
- **In-depth interviews with SDP representatives** at each stage of the evaluation (face to face or by phone) to gather perspectives on progress in delivery, reflections on good practice and lessons learnt, and to explore perceptions on the legacy of the Fourteen Programme in each community.
- **Visits to each community** to observe activities, celebration events, to engage with local community and LRG representatives and to attend LRG meetings.
- **Survey of LRG/Panel representatives** on an annual basis to gather perspectives on the success of the programme in their community and on the likely legacy effects and sustainability of the programme.
- **A review of monitoring data** associated with grant awarding and delivery has been undertaken throughout the evaluation to assess patterns of delivery in each community. It has also informed the targeting of participants to engage in the evaluation.

[4] Fourteen Evaluation Specification.

- **A participant survey** model of baseline and follow-up interviews has been applied in the evaluation, targeting participants who have engaged with Fourteen activities in a meaningful way. The baseline interview was completed on paper or online via a weblink and where consent is gained (from either the participant if over 16 years of age or their parent/guardian if they are not) a follow-up interview was conducted by telephone six months after their initial response.
- **An online grant recipient survey** was distributed in November 2017 and then again in April 2018 to grant activities that had closed within the previous six months (recently completed) or activities that were still operating and had been doing so for six months (and therefore could provide meaningful insight/feedback on their experience of delivering that activity).

Figure 2.1: Stages of the Fourteen project evaluation

2.1.1 Methodological Limitations

The scale and breadth (of scope) of Fourteen, the multi-tiered management and delivery model, and the limited requirements regarding specific participant monitoring information on the Fourteen Programme collectively heighten the challenges in conducting an evaluation of an incredibly flexible programme. Consequently, there are a series of methodological limitations in the approach:

- Participant engagement in the evaluation was voluntary in England, Scotland and Wales. The survey approach placed significant reliance upon local partners to facilitate the delivery of the research and, therefore, heightened the risk of selection bias in the participants identified/encouraged to respond to the survey and the risk of lower-than-anticipated rates of response. Furthermore, grantees were able to access multiple grant funding on multiple occasions, which may have led to some confusion regarding the grant activity for which participant responses were being sought.

- The scope of activity eligible for support through Fourteen was vast, as were the range of eligible participants and the intensity of support available. Collectively, this warranted a sophisticated approach to the evaluation in order to understand the reasoning behind success across the various approaches to engagement and service delivery. Consequently, there was a necessary reliance upon secondary information provided by grantees (e.g. grant closure forms) and by SDPs (e.g. quarterly reports) to help triangulate findings obtained through the participant research.

- There was limited consistency in UKCF's approach to monitoring the Fourteen Programme and the way in which the monitoring data was captured. There are further differences in the way in which Foundation Scotland captured activity data. This added complexity to the approach to the evaluation and limited the ability to compare service delivery.

- Participant communities were initially able to adapt monitoring forms (e.g. grant closure forms) so as to meet their needs. Subsequently, a consistent approach to data capture was adopted across England, Wales and Scotland, and the requirements for grant closure forms were enhanced during the Fourteen Programme. This undermines the comparability of some of the earlier grant forms completed by earlier activities with the grant forms completed by activities that ended after the enhancements were established.

3 Programme Implementation

Section summary

- Staff changes hampered initial progress with the implementation of the programme.
- Selection of communities led by SDPs and ranged from inner-city urban to remote rural and from 3,400 to 25,000 in population.
- Broadly two types of communities — opportunity-led locations in which Fourteen provide the potential to build from existing voluntary/community infrastructure and needs-led locations wherein Fourteen would help to catalyse the establishment of voluntary/community infrastructure.
- LRGs established for the programme comprised individuals who had not previously worked together in all but one of the communities.
- LRG representatives described the key strengths of their groups — the local knowledge, the fact that the groups were composed of local people, and the support and communication between members — as the key factors behind their success.
- Where communities had a strong voluntary/community sector infrastructure they have had the ability to operate with the greatest autonomy with respect to the SDPs. However, those who operated across multiple communities or with a lack of, or embryonic, voluntary/community infrastructure typically required more active support from the SDPs.
- Data gathering has been constrained by delays and glitches within the database, inadvertently leading to the exclusion of participants of grant activity from the evaluation.
- A lack of consistency and clarity regarding monitoring has undermined the ability to assess programme performance and has created an additional administrative burden for SPD representatives.

This section provides a brief overview of the implementation of the Fourteen Programme.

3.1 Programme Launch

The programme commenced in the autumn of 2014; however, initial progress was hampered by staff changes at Spirit and UKCF, which led to SDP representatives taking a greater role in driving the programme forward in the initial months.

In order to give the Fourteen Programme a UK-wide geographical spread, a number of geographies were selected by UKCF in discussion with the Spirit team:

- Scotland: Glasgow (because of the Commonwealth Games), Edinburgh, and two other locations (with a request that these be rural and/or coastal)
- Manchester (because of the previous Commonwealth Games in 2002)
- Wales: Mid Rhondda and Bro Aberffraw
- The North East of England (Tyne and Wear)
- The South West (Bristol)
- The Midlands (Birmingham)

SDPs were required to identify communities (in this geographical context) not only known to them and who met the above criteria, but also that had the infrastructure and appetite to effectively deliver and secure match funding for the programme. The geographical communities chosen ranged in scale from 3,400 residents on Islay and Jura to 25,000 in Kingstanding.

3.1.1 Community Selection

The criteria for community selection stated that the chosen communities had to have demonstrable disadvantage, enthusiasm and aspiration for Fourteen, willingness to convene an inclusive and representative Local Reference Group, and the capacity and willingness to design and commit to a three-year plan in the specified development areas. Beyond these criteria, SDPs were able to select communities with a degree of flexibility, the majority of which adopted an approach which relied on local experience and knowledge, recommendation, and the presence of willing local partners, whilst in three areas (Glasgow, Edinburgh and Wales) an open tender process was used to identify appropriate communities for the programme.

In recent reflection interviews, SDP representatives confirmed that they had used indicators such as levels of deprivation and their own knowledge of a community when deciding which community to choose for Fourteen. In instances wherein Fourteen communities included two areas, e.g. Islay and Jura and Ryhope and Hendon, SDPs also suggested that historic tensions between the two areas be considered in the hope that Fourteen would ease tensions and build new bridges between these communities.

All SDPs interviewed agreed that the decision to pick the community in question had been the right choice. For some, this was a case of Fourteen being 'at the right place at the right time', as infrastructure and/or community plans were readily in place to take Fourteen forward, whilst for others the community in question was the right choice due to the need that it presented.

There were a broad range of starting points for Fourteen communities, each with ample justification for investment. For SDP representatives who selected a community based on its needs, the relative lack of the community's preparedness, a lack of community infrastructure and/or the time to develop a community plan were key challenges for implementing the programme. In comparison, in communities identified as ready and prepared for Fourteen, infrastructure and their ability to implement the programme and community vision were noted as strengths.

The degree of flexibility and ability of SDPs to rely on their local knowledge and networks has enabled Fourteen to span a wide range of geographies and circumstances. This being said, the flexibility of community selection has also meant that communities were at different levels of preparedness in the implementation phase of Fourteen, resulting in some communities being challenged to set up the programme within the timeframe, whilst others had fully formed community plans and networks through which to form their LRG/panel. A more explicit adjustment of expectations for each community in relation to what could be

achieved that better reflected its starting point may have assisted these communities in managing and meeting those expectations.

3.1.2 Overview of the Fourteen Communities

Details on the Fourteen communities can be found in Section 3.4 of the qualitative evaluation (Phase 3 report). .

3.2 LRG/Panel Formation

The formation of the LRG/Panel in all communities apart from Southmead comprised people who had not previously worked together in the past. In Southmead, the wider LRG was already in place as a sub-group of the Community Plan Steering Group, with the community plan for the area having been developed in the two years prior to the Fourteen Programme.

In some communities (e.g. **Kingstanding** and **Islay and Jura**) a prominent third sector organisation acted as a gatekeeper to the rest of the community and signposted or contacted other local organisations to encourage their involvement. Others (e.g. **Harpurhey and Moston**, **Manchester**) applied an outreach approach, engaging with the community to forge links with community organisations and housing associations in the area with a view to these being appointed to the LRG.

Other communities followed a similar self-selection process with varying degrees of influence from the respective SDPs. Some were keen to steer away from local authority and, specifically, Councillor representation, reflecting a fear that they may dominate proceedings, while others sought to include these individuals in a bid to raise the profile of the programme.

In the **Scottish communities**, Foundation Scotland applied a self-selection approach branded "you're welcome" with open events in which communities could get involved; if interested they were encouraged to submit an expression of interest to be part of the Panel or to be involved in a different guise, e.g. by volunteering with the organisation of events or designing communication materials.

In all Fourteen communities, reference was made to the desire for cross-representation in the Local Reference Groups, with the existing demography of the community reflecting the nature of representation required.

3.3 Community Plans and Visions

Community Plans were stipulated in programme guidance as a key requirement to help guide and direct spend. SDPs were offered the autonomy to discern the required level of consultation to inform the plan, with the LRG seen to be having a key advisory role in the plan. In this regard, it was anticipated that whilst the Community Plans would not typically be subjected to community-wide consultation, they would be a central element of discussions within the LRG.

The extent of LRG involvement in the design of the Community Plans has fluctuated. In some communities the plan was a visible, well-known document to the LRG. In other communities it was a reference tool, reflected upon from time to time, particularly when appraising or soliciting grant applications, in respect of the programme's focus and aims for that community.

Several factors were identified in relation to the reduced prominence of the Community Plans:

- The tight timeframe from community selection and project launch to service delivery. There was a fear that the development of a community plan would be a lengthy process that would significantly delay service delivery and, therefore, project spend.

- The programme's outcomes were only fully defined after the first draft of the plans was completed; subsequently, the plans were revised but in some areas the revision was felt to be purely bureaucratic, which may have led to some level of disengagement in the approach.

- A lack of history of community development and/or a lack of prior experience of partners working together were perceived to heighten the risks of debate and disagreement surrounding the content of the plan, which again may have led to delays in programme implementation.

Therefore, the lack of 'readiness' for LRGs to define, debate and refine the plan's content, combined with the short timescale and perceived pressures on incurring spend (with guidance stating that "making a quick start through grant making was mandatory, but alternative approaches could be developed"), led to community plans in some eligible communities playing a more peripheral role than originally anticipated.

Whilst Community Plans were considered living documents throughout the remainder of the programme, the pressures and resource demands left little room for their revision, other than when prompted to do so by Spirit or UKCF.

It was expected that Community Plans would be underpinned by a shared vision for that community; however, their role has varied in prominence across each community. The extent of diversity in the vision's prominence is illustrated by two LRG representatives from different Fourteen communities.

> *'The vision has been essential the whole way through. Every time we look at a grant applicant, we ask ourselves: "Does this fit the vision?" This has also really helped with the monitoring and planning; we have a very clear framework.'* (LRG respondent)

> *'It was really only used during the quarterly report* [and then in response to] *another quarterly report when we had to review the vision, not something that the panel have relied on or really used — it was our internal vision within the panel. As an exercise it was very useful, but didn't really keep going back to, as*

we have the guideline as to what we could spend funding on, so really relied on that.' (LRG respondent)

3.4 LRG Representation

Representation in LRGs has evolved during the programme as expected; however, most communities have enjoyed a high degree of membership stability. Further evidence of this is contained within Section 3.7 of the Phase 3 report.

LRG representatives described the key strengths of their groups — the local knowledge, the fact that the groups were composed of local people, and the support and communication between members — as the key factors behind their success. Member expertise and understanding of local infrastructure enabled the grant-making process to run smoothly and was perceived to be more effective in its distribution than other funding streams which are typically coordinated by organisations further removed from the local area and with less familiarity regarding the local context.

Whilst LRGs felt that they had secured a broad representation from the local community (84% of LRG survey respondents agreed or strongly agreed with this notion), representatives from several communities mentioned that their LRG would have benefitted from greater representation of particular groups (typically young people, those from BME communities, and disabled people).

Some LRG representatives raised concerns regarding the geographical representation of the LRG, particularly where participant communities operated over more than one recognised settlement.

'I think our panel is a strange one because it was split over two separate areas. Most of the representatives were from [one]*. It would have been good for each area to have their own panel or a more evenly split panel. There was more community spirit in* [one community]*. With* [the other community] *it's all new houses, so people are coming in, not getting involved and keeping themselves to themselves.'* (LRG representative)

3.4.1 LRG Resource Demands

Many communities reported underestimating the level of resources required to bring groups/individuals together to work and some areas were hindered by historical issues that had undermined working relationships in the past. SDPs provided useful support in this regard, in addition to providing the secretariat function in maintaining momentum in the operation of the LRGs. In this regard, the demands of the SDP role were also greater than perhaps anticipated, with many SDP representatives retaining a significant role and function within the operation of LRGs throughout the programme.

Where communities had joined the programme with a strong voluntary/community sector infrastructure they have had the ability to operate with the greatest autonomy with respect to the SDPs. However, those who operated across multiple communities or with a lack of, or embryonic, voluntary/community infrastructure typically required more active support from the SDPs.

3.5 Monitoring and Evaluation Systems

3.5.1 Grant Database

All applications for a Fourteen grant were required to complete application and closure forms with the key information captured at the SDP level, which then automatically populated a central Salesforce CRM database held by UKCF. Data gathering during the programme has been constrained by delays and glitches within the database, which restricted the level of content that fed through from local communities to the central system.

A further challenge for the programme is the fact that Scotland operated with a slightly different system, providing added complications in updating the central database.

Significant effort has been required in order to address the gaps in the evidence base of the grantee system, which has addressed many of the gaps encountered; however, there have been multiple occasions on which the delay in the gathering of grant-related evidence has inadvertently led to the exclusion of participants of that grant activity from the evaluation.

More generally, SDPs expressed frustration regarding the monitoring process, describing it as opaque and onerous. This, SDPs stated, was because the monitoring data requested in each quarter was not consistent, meaning that greater resources and time were needed with each subsequent request for monitoring data. SDPs perceived this to be '*the goal posts moving*', which made it difficult for them to organise in advance obtaining said data or meant that they would have to go back and collect further data. Some SDPs also expressed uncertainty in their understanding of what the intended outcomes of Fourteen were, suggesting that the aims of a community, the aims of Fourteen and the aims of Spirit were not synonymous and, at times, they felt that they needed greater clarity as to how these were intended to blend together. It was suggested in several instances that this may have been overcome had evaluation been encompassed in a centralised plan from the beginning.

For some SDPs, the monitoring of those who received small grants was particularly difficult, as for some small grant recipients the monitoring process was a new experience; secondly, it was thought to be an extensive amount of information required for those receiving less than £500. In this instance, SDPs reflected that they would have liked to explore a more creative way of collecting data, particularly exploring ways in which they could harness qualitative anecdotal evidence with the assistance of the LRGs and Panels, to encourage a feeling of ownership for them in all areas of the process. More widely, a large range of data fields were included for reporting monitoring information (e.g. 33 different primary beneficiary categories, 29 primary issue categories), undermining the ability to analyse activity recorded for the programme.

The lack of consistency in monitoring requirements and the sheer number of data fields associated with the monitoring of grant activity have, in turn, undermined the ability to assess the performance, achievements and focus of funded activity from the central database.

3.5.2 Participant Information

It was expected that all partners would assist in the measurement of impact of the Fourteen by ensuring that a suitable sample of beneficiaries were surveyed over the lifetime of the programme. The sample of beneficiaries would be surveyed at the beginning and end of each project.

It was apparent from early reviews of the monitoring database that a broad interpretation of what constituted a beneficiary of Fourteen existed across communities. Some grant recipients, for instance, described residents of a community in receipt of a leaflet or who would have access to a dedicated website for their community as a beneficiary (regardless of whether or not they engaged with that website). Guidance provided by Spirit in 2018 usefully outlined a series of tiers associated with the extent of participant engagement, for all Spirit programmes:

- **Engagement Level 1: Inspire** – number of people reached (e.g. followers on social media)
- **Engagement Level 2: Engage** – number of people involved in one-off or mass participation elements (e.g. festival attendees)/number of one-off volunteers
- **Engagement Level 3: Enable** – total number of beneficiaries engaged in regular and/or intensive activity. “Regular” means at least six sessions over three months. More intense activity over a shorter time period will also be at this level/semi-regular volunteers
- **Engagement Level 4: Empower** – individuals who have had sustained access to a life-changing opportunity as a result of this project/number of trained volunteers (likely to involve qualifications and/or significant time commitment)

Furthermore, more informal monitoring of grant activities is evident in various reporting documentation of recipient communities, much of which appears to be anecdotal. Whilst this is of some value and in many instances highly appropriate when considering the nature of activities supported, it is often considered less robust and, therefore, given less credence than more structured monitoring approaches.

4 Delivering the Fourteen Programme

Section summary

- The small 'spark' grants (c. £250–500) have had a clear catalytic effect on individuals and groups within targeted communities.
- Local, on-the-ground capacity appears to have been instrumental in either catalysing or building the momentum of grassroots activity.
- Sport & Recreation and Arts, Culture & Heritage were the most commonly targeted issues for grant activity, although at an area level some prioritised the pursuit of community support and development activities.
- Only 6% of grantees felt that they could overcome the challenges targeted by the grant without securing that resource, whilst only 20% knew of alternative sources of funding for which they could potentially apply.
- It is estimated that over 9,000 participants and almost 2,000 volunteers have engaged with the Fourteen Programme intensively (Engagement Level 3 or 4).
- Participants and volunteers were heavily influenced by role models in facilitating engagement activities funded through Fourteen.
- Respondents to the participant survey appear to be heavily involved in their community.
- The extent to which participants with a disability have been engaged in the Fourteen Programme varies substantially from one community to the next, with almost all grants in one area engaging these groups, whilst in another less than 10% engaged participants with a disability.

4.1 Introduction

This chapter reviews the delivery of the programme, analysing data from fieldwork and the grant database in order to identify patterns in delivery, the origin and profile of participants and volunteers, and the perceptions of what elements of delivery have been successful.[5] The Phase 3 summative evaluation includes a series of case studies on activities delivered, providing a rich and detailed insight into the types of activities funded through the programme. These are available throughout the Phase 3 report.

4.2 Marketing and Promotion

Communities adopted a wide range of approaches to the marketing and promotion of Fourteen, including social media (dedicated websites, webpages, Twitter, etc.), the local press, newsletters, and leaflets (with many communities benefitting from more traditional engagement methods such as leaflet dropping).

Approaches deemed most successful in communities varied from one community to the next. It is likely that this reflected the demographic and wider community situation. Some found

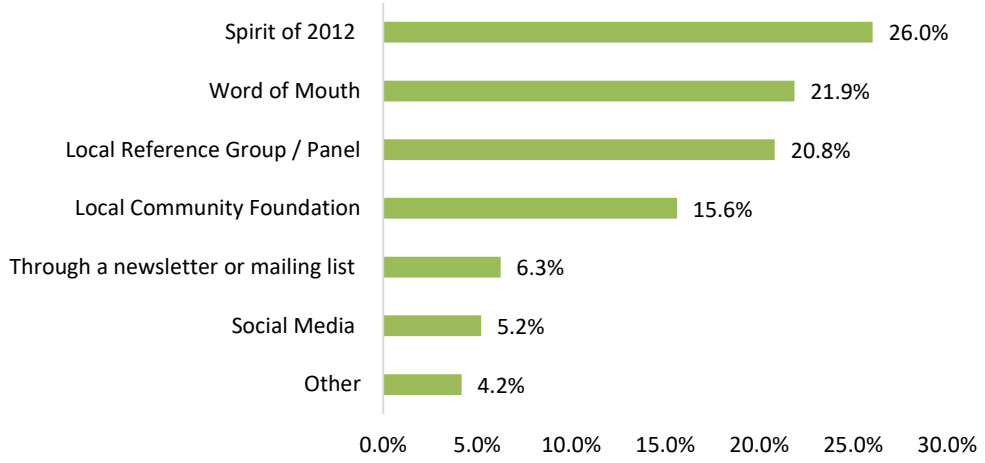
[5] Please note that where analysis has been conducted with a matched sample, as opposed to all respondents whom completed the baseline interview and/or follow-up interview, it is noted in the text and any accompanying figures and tables.

social media to be successful, whilst others found more traditional methods to be most effective.

Investment in tangible, recognisable activities helped to build awareness of the programme, particularly where communities struggled to define a programme with such breadth of scope, whilst others referred to a lack of time and resources for promoting the programme as constraints in its successful promotion. That being said, 72% of LRG respondents felt that awareness of the Fourteen Programme increased over time; some attributed this to events that had been held in their community, whilst others felt that it had just taken time for information to be disseminated to and digested by local people.

Grant recipients who responded to the grant closure survey were asked how they first heard of the opportunity for a grant. Figure 4.1 below illustrates that the majority came from direct links with either the Community Foundation/Spirit of 2012 (it is presumed that the reference to Spirit of 2012 would be associated with the branding that the Community Foundation had used) or the LRG. Word of mouth also accounted for over one fifth of respondents, whilst social media or a newsletter was referred to in a minority of instances.

Figure 4.1: How did you first hear about the opportunity for a grant?



Base: N=96

4.3 Grant Distribution

As long as grant funding had been approved by the LRG and met the scope of the programme, communities were offered a high degree of autonomy in their approach to the distribution of grants. That being said, there were broadly three tiers of grant provision:

- Small (spark or micro-) grants of around £250 to individuals or groups of individuals
- Medium grants (c. £1,000 and sometimes referred to as "get set") typically for organisations or networks of organisations
- Large grants (up to £50,000 but typically around £10,000)

Whilst the emphasis of the evaluation on an experiential basis (of the participant) has been on those engaged with activity associated with grants of a larger scale, the small 'spark' grants have had a clear catalytic impact on community activity.

> *'The seed funding (£250 Cash 4 Graft Awards) empowers people to do other things. There's more optimism and they get more ideas that they're keen to action because there's a way to make things happen. There's a real snowball effect between people and activities. You can see the benefits multiplying in the community.'* (LRG/Panel representative)[6]

> *'We can all learn from each other. This has been evident with the £250 — small grants. That's been a real lift and opportunity and hand-up to get their foot in the door to becoming a coming group; being a smaller amount can actually be the best thing.'* (SDP representative)

Some areas, such as Ryhope and Hendon, successfully appointed a local group to take on the role of administering the small grants, whilst in areas such as Southmead and Harpurhey & Moston the use of dedicated capacity active within the community, and funded through Fourteen, helped to generate demand for grant provision by encouraging grassroots activity. In Ruchill and Possilpark a Community Connector, funded by local government, has encouraged local people to apply and engage with the process to increase demand and take up for spark grants, whilst in the Gorbals the local Housing Association's Community Builder helped to build the momentum of Fourteen within the area.

Across all of these areas, local, on-the-ground capacity appears to have been instrumental in either catalysing or building the momentum of grassroots activity.

Tables 4.1 and 4.2 below summarise the distribution of grants by size and local community and indicate that the majority of grants were small or medium grants, with 85% stating that they were awarded £5,000 or below. The tables also reiterate the importance of 'spark grants', with almost a third (31.2%) of grants awarded classed as being up to £500. Whilst grant activity in Hendon and Ryhope appears to be dominated by larger grants, these were allocated to community development organisations such as Back on the Map who then distributed small grants to grassroots activities and organisations in the community; as a result, there is limited data on grant activity for Hendon and Ryhope in the database.

[6] Fourteen Share and Learn report (2016).

Table 4.1: Grant size awarded by area

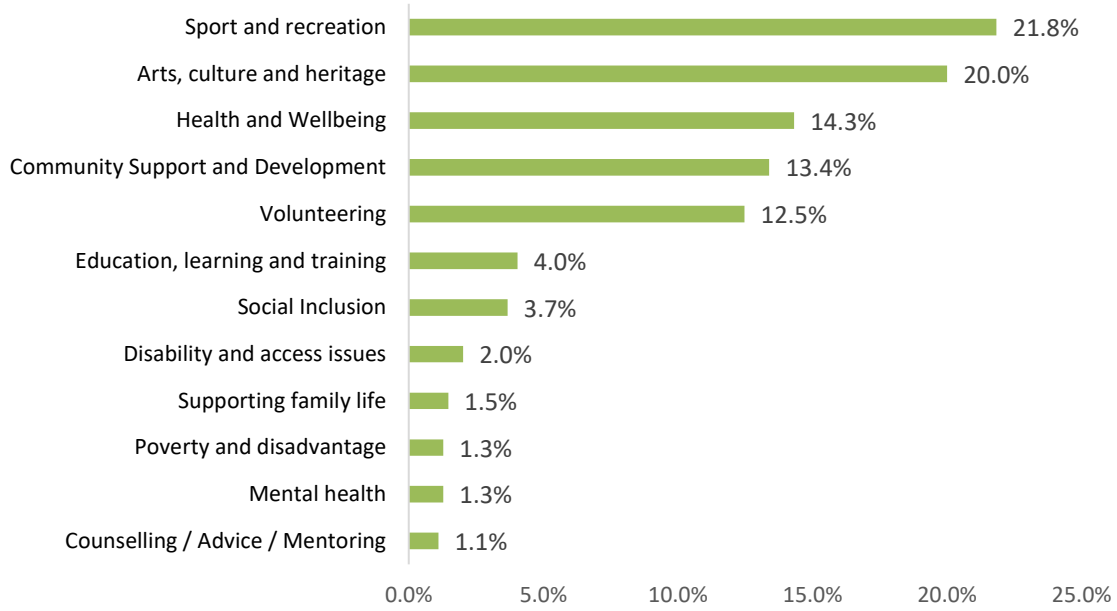
Area	Under £500	£500–1,000	£1,001–5,000	£5,001–10,000	Above £10,000
Bro Aberffraw	7	17	7	4	2
Caithness	30	31	45	6	1
Calton	16	4	33	14	0
Dumbiedykes	14	5	13	2	9
Gorbals	72	2	31	10	1
Harpurhey and Moston	23	21	16	1	4
Hendon and Ryhope	0	0	1	0	21
Islay and Jura	18	6	31	8	4
Kingstanding	14	7	29	0	7
Mid Rhondda	2	1	9	2	5
Ruchill and Possilpark	47	4	36	6	1
Southmead	3	9	22	1	3
Overall	246	107	273	54	58

Table 4.2: Proportion of grant size by area

Area	Under £500	£500–1,000	£1,001–5,000	£5,001–10,000	Above £10,000
Bro Aberffraw	18.9%	45.9%	18.9%	10.8%	5.4%
Caithness	26.5%	27.4%	39.8%	5.3%	0.9%
Calton	23.9%	6.0%	49.3%	20.9%	0.0%
Dumbiedykes	32.6%	11.6%	30.2%	4.7%	20.9%
Gorbals	62.1%	1.7%	26.7%	8.6%	0.9%
Harpurhey and Moston	35.4%	32.3%	24.6%	1.5%	6.2%
Hendon and Ryhope	0.0%	0.0%	4.5%	0.0%	95.5%
Islay and Jura	26.9%	9.0%	46.3%	11.9%	6.0%
Kingstanding	24.6%	12.3%	50.9%	0.0%	12.3%
Mid Rhondda	10.5%	5.3%	47.4%	10.5%	26.3%
Ruchill and Possilpark	50.0%	4.3%	38.3%	6.4%	1.1%
Southmead	7.9%	23.7%	57.9%	2.6%	7.9%
Overall	33.3%	14.5%	37.0%	7.3%	7.9%

Grant applicants were asked to identify which primary issue their activity sought to overcome. Analysis of the grant database illustrates that activities associated with sport & recreation and arts, culture & heritage were most popular and collectively accounted for over 40% of all grants awarded.

Figure 4.2: Distribution of primary issues



Base: Grantee database n=545 (base level 5)

Table 4.3 summarises the most common primary issues that grantees have sought to improve by community area. In some areas, over one third of grant provision was targeted at a specific primary issue. It is interesting to note that both Kingstanding and Southmead (and, to a lesser extent, Hendon and Ryhope) most commonly delivered grants that sought to address Community Support and Development. The three areas all benefitted from the presence of a lead community development organisation within their community (Kingstanding Regeneration Trust, Southmead Development Trust, and Back on the Map in Hendon and Ryhope).

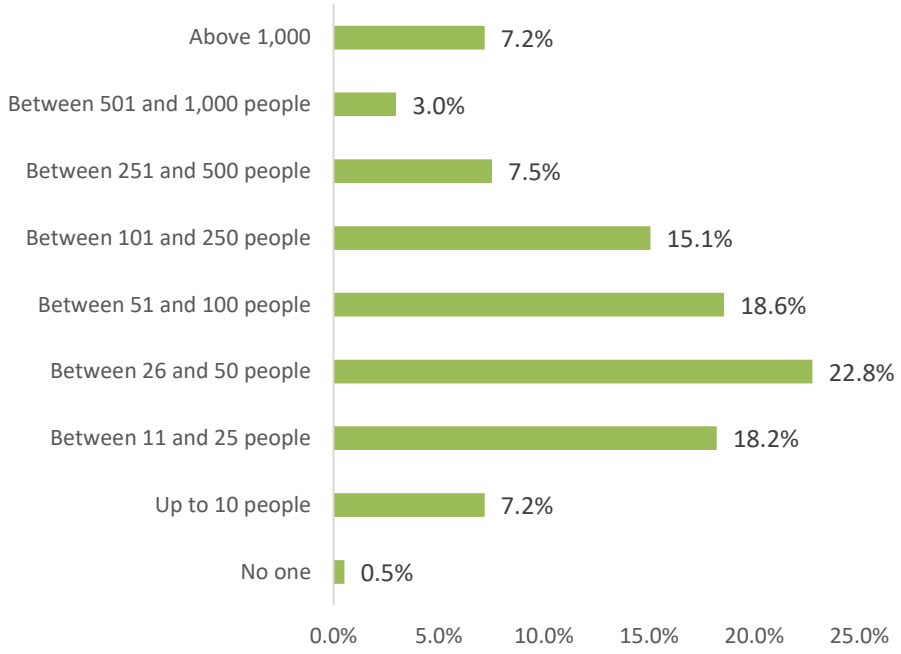
Table 4.3: Most common primary issue by area

Area	Primary issue	*N*	%
Bro Aberffraw	Volunteering	13	40.6%
Caithness	Sport and Recreation	23	47.9%
Calton	Arts, Culture and Heritage	15	39.5%
Dumbiedykes	Arts, Culture and Heritage	11	42.3%
Gorbals	Volunteering	24	30.0%
Harpurhey and Moston	Community Support and Development	12	19.7%
Hendon and Ryhope	Community Support and Development	7	31.8%
Islay and Jura	Sport and Recreation	20	40.0%
Kingstanding	Community Support and Development	27	47.4%
Mid Rhondda	Sport and Recreation	5	27.8%
Ruchill and Possilpark	Sport and Recreation	21	28.0%
Southmead	Community Support and Development	15	39.5%

Base: Grantee database n=545

Figure 4.3 below indicates that almost a third of grants (32.7%) aimed to benefit 101 individuals or more. This is consistent across community areas except for in the cases of Hendon and Ryhope (as a result of their grant distribution via Back on the Map) and Kingstanding in which over half of each area's grantees (63.6% and 55.8% respectively) claimed to benefit 100 individuals or more. In instances wherein grantees state particularly high numbers of beneficiaries (1,000 or above), grantees have typically held an event, developed or created an online platform or conducted research which they perceive to be affecting a wide range of local people.

Figure 4.3: Target number of beneficiaries per grant



Base: Grantee database n=571

Table 4.4 below summarises the number of individuals that grantees aimed to benefit by the primary issue that they sought to improve. This indicates that the most common primary issues (sport & recreation and arts, culture & heritage) most commonly benefitted small and medium-sized groups, whilst larger groups of beneficiaries were targeted to enhance community support and development.

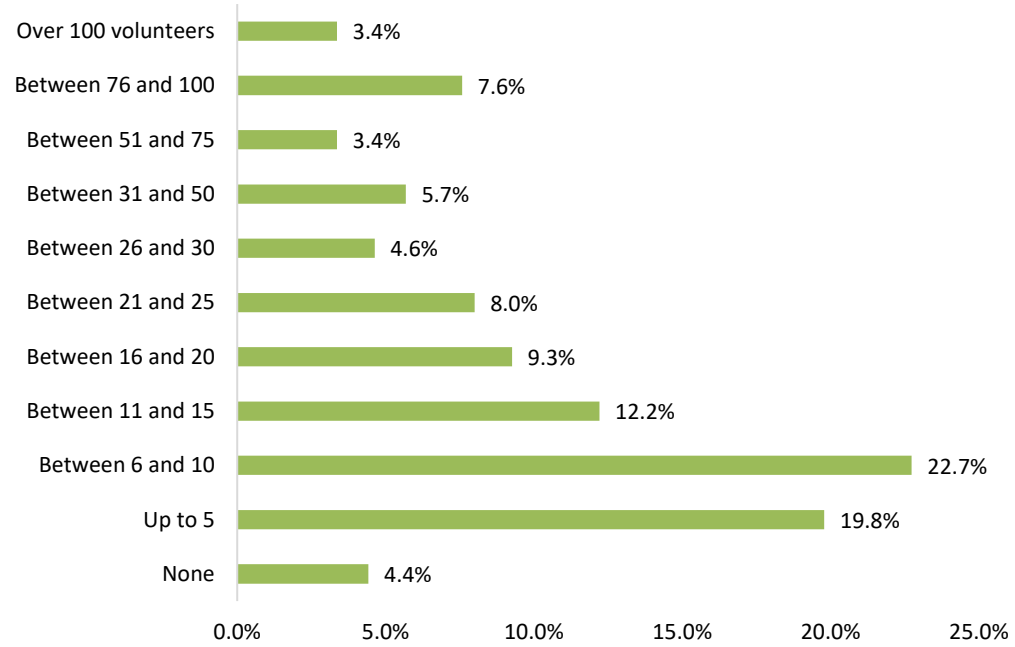
Table 4.4: Number of beneficiaries by primary issue (base of at least 5 grant activities)

Primary issue	No one	Up to 10 people	Between 11 and 25 people	Between 26 and 50 people	Between 51 and 100 people	Between 101 and 250 people	Between 251 and 1,000 people	Above 1,000
Sport and recreation	0	14	27	23	24	21	0	4
Arts, culture and heritage	0	6	26	28	17	10	2	5
Health and Wellbeing	2	5	12	20	17	11	2	1
Community Support and Development	0	3	10	10	7	17	1	16
Volunteering	0	4	16	17	13	4	4	2
Education, learning and training	0	3	2	3	4	6	0	2
Social Inclusion	0	0	0	1	5	3	1	3
Disability and access issues	0	0	0	5	3	1	1	0
Mental health	0	0	1	3	1	1	0	1
Counselling / Advice / Mentoring	0	0	0	3	1	1	0	1
Poverty and disadvantage	0	0	1	1	2	2	0	0

Base: Grantee database n=571

Figure 4.4 shows that over half of the awarded grants (54.7%) had between one and 15 volunteers involved in their activity or project, with 19.9% stating that they had between one and five volunteers. This is proportionally consistent with the majority of community areas except for Islay and Jura (in which the vast majority of grantees identified having up to 15 volunteers (88.6%)) and Southmead (where half of the grants awarded claimed to have 75 volunteers or above).

Figure 4.4: Proportion of volunteers



Base: Grantee database n=475

4.3.1 Grant Applications

Grantee recipients were asked through the survey for the reasons as to why they sought a grant. Almost half (47%; 43/92) applied for a grant in order to enhance an existing project or event, whilst just over one third (36%; 33/92) were setting up a new project or event; moreover, one in 10 were seeking to support/sustain an existing event.

Almost three quarters (73%) of respondents described a particular challenge that they were trying to overcome through support from the Fourteen grant; this most commonly related to engaging the local community or meeting a financial shortfall in resources to purchase necessary equipment or provide support.

Regarding these challenges, only 6% (4/71) felt that they would have overcome the challenge without support from a grant, whilst only 20% knew of other funding sources to which they could potentially apply if unsuccessful, illustrating the impact of the availability of grant funding on enabling the delivery of local activity.

Figure 4.5: What challenge were you hoping to overcome with the support of the Fourteen grant?

Base: n=58. Please note that these are qualitative answers which have been coded as multiple-choice.

Almost half of the respondents (47%; 45/96) said that beyond securing the funding, there were additional reasons for applying for the grant; responses most commonly related to:

- An opportunity to contribute to the local area
- Enhancing support given to a particular group, e.g. those with disabilities, women or vulnerable adults
- Responding to the opportunity arising from a local decision-making model and the associated opportunity to work with local groups

Over half (51%; 47/92) sought support and guidance in the development of their application, which typically (61%; 27/44) amounted to an informal discussion with their key representative from their local Community Foundation (the SDP), whilst over a quarter (27%; 12/44) had support in filling out the application form.

Appraising Applications

Amongst the LRGs, the approach to appraising grant applications was largely consistent across communities. An initial, full assessment of a grant application would be undertaken by the SDP representative with the LRG, followed by, as a panel, reviewing the application and appraisal prior to deciding whether the grant has been approved, if further information/clarity is required, or to simply reject the application. The vast majority of LRG representatives surveyed through the evaluation felt that the ability of their LRG to provide recommendations on grants improved over the duration of the programme: *'It was very much a learning curve for everybody, but we're stronger now to debate a good funding application from where we were at the beginning.'* Meanwhile, the remaining LRG members felt that the approach had been strong from the outset, hence no improvement in the approach.

4.3.2 Alternative Approaches to Grant Expenditure

Some areas solicited activity for their community with the propensity to solicit specific activity somewhat dependent on the strength of the existing voluntary/community infrastructure (and capacity) within that community, with soliciting of activity less likely to happen where there is strong existing voluntary/community infrastructure.

Alternative approaches to grant making typically reflected the growth in knowledge and understanding of the LRG:

> '*Initially they went for grants but come year 3* [we] *did some commissions and some participatory budgeting. If we had to do in year 1 it would only be through us forcing the issue...this change is partly learning and improving, so initially reacting to grants coming in, but then when the LRG got familiar with the issues they then had the ability to recognise the issues, commissioning activity to address the issues identified.'* (SDP representative)

Commissioning of activities typically took place where communities were keen for research to assist with the Programme, whilst participatory budgeting has been deployed across communities with varying success.

Participatory budgeting has been widely deployed in the Glasgow communities and has been particularly successful in Ruchill and Possilpark and the Gorbals. This is likely linked to the fact that these areas were part of the Thriving Places Programme.[7] In Ruchill and Possilpark, a £15,000 pot was made available and as part of the application process, each applicant had to commit to attending the Spirit Market Place event to showcase their project to the public by hosting their own stall. To encourage wider participation, an online digital voting platform was developed. In total, over 1,000 votes were cast, representing almost 10% of Ruchill and Possilpark's population. Some of those who completed the online feedback form after voting stated that the availability of digital voting had made it possible for them to participate even though they were unable to make the event, or they struggled to leave the home due to mobility.

The provision of events has also proven popular in some Fourteen communities, and where successful it has been viewed as an effective catalyst for bringing communities together. Further details on these can be found in section 4.4 of the Phase 3 evaluation.

[7] Thriving Places in Glasgow is a programme that involves a 10-year commitment to reducing inequality and building capacity.

4.4 Delivering Activity

4.4.1 Estimated Depth of Participant Engagement

As outlined earlier within the report (section 3.5), there are four tiers of engagement associated with Spirit-funded projects.

- Engagement Level 1: Inspire
- Engagement Level 2: Engage
- Engagement Level 3: Enable
- Engagement Level 4: Empower

An analysis of the grant database has sought to identify the depth of engagement by grant activity. Ultimately, of the 735 grants recorded, the depth of direct beneficiary (or indeed volunteer) engagement could be determined for 309 (42%) of the grants. This is because:

- Direct beneficiary (and/or volunteer) information was only provided for 418 grant activities
- Of these there was insufficient information associated with 109 of the grants to estimate the likely tier of participant engagement.

For those grants with enough information a series of judgments were made on, in many instances, rather sparse information. Furthermore, there is no accounting for duplication of participants (where an individual has engaged with more than one grant). These estimates are therefore indicators only of the depth (and number) of participant and volunteer engagements across Scotland, England and Wales.[8]

- **Engagement Level 1: Inspire** – an estimated 6,500 participants have been reported at this level
- **Engagement Level 2: Engage** – an estimated 31,000 participants have been reported at this level of engagement with 3,500 volunteers engaged
- **Engagement Level 3: Enable** – an estimated 9,000 participants have been reported at this level of engagement with 1,500 volunteers engaged
- **Engagement Level 4: Empower** – an estimated 250 participants were engaged at this level with a further 300 volunteers (which includes c.100 individuals who volunteered as LRG representatives).

4.5 Participant Perspectives

A total of 644 survey forms were received from participants engaged in activity through the Fourteen Programme. Of these, 241 consented to a re-interview approximately six months after receipt of their initial form; however, only 171 provided the necessary contact details. Of those 171 who consented and provided their details, 126 participated in a re-interview, which equates to a response rate of 74%.

[8] Note that this figure differs from that reported against the tiers of engagement earlier in this section, as it was not possible to assign a tier of engagement to c. 2,500 volunteers.

Table 4.5: Profile of survey respondents

Respondent profile	Interview		Re-interview	
A young person aged 8 to 14 years	88	14%	4	3%
Responding on behalf of a young person aged 8–14 years	48	8%	16	13%
Aged 15 years or above	483	78%	106	84%
Total	619[9]	100%	126	100%

Participants who were volunteers were more likely to engage with the evaluation process, with 44% of those engaged at the interview describing themselves as volunteers, rising to 50% of those engaged at the re-interview. This, in part, is influenced by the participant engagement model used in the evaluation, with only those with extensive engagement targeted for the survey.

The number and proportion of total responses by area are illustrated in Table 4.6 below and highlight a high degree of variation in the number of participants engaging in the evaluation by area, with Kingstanding and Caithness generating the highest responses.

Table 4.6: Community breakdown of surveyed participants

Participant community	Interview		Re-interview	
	N	Percentage	N	Percentage
Bro Aberffraw	5	1%	3	2%
Caithness	106	16%	21	17%
Calton	22	3%	2	2%
Dumbiedykes	31	5%	9	7%
Gorbals	66	10%	13	10%
Harpurhey and Moston	54	8%	8	6%
Hendon and Ryhope	31	5%	5	4%
Islay and Jura	32	5%	8	6%
Kingstanding	138	21%	33	26%
Mid Rhondda	56	9%	5	4%
Ruchill and Possilpark	65	10%	10	8%
Southmead	38	6%	9	7%
Total	644	100%	126	100%

The project secured a good degree of success in increasing participation in activities, with over half (53%) stating that they had not been involved in a project or activity of this kind before (264/495). Furthermore, only 11% of respondents (62/567) felt that they would still have access to this provision if the project in which they were participating did not exist.

Figure 4.6 below outlines the reasons as to why participants had chosen to engage in the activity. It illustrates that social interaction and inclusion were the driving factors in the engagement of the majority of participants. When responses are broken down by participant

[9] 25 respondents did not answer the question.

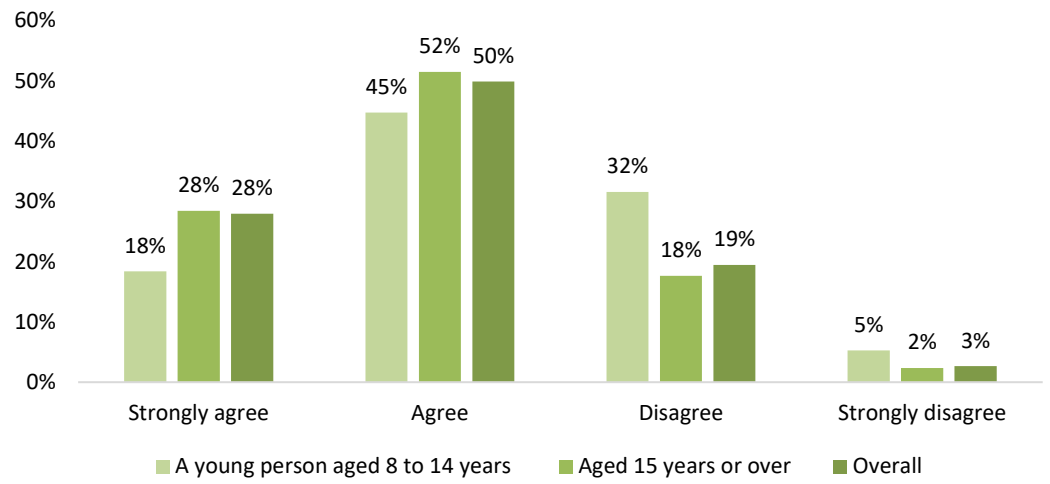
and volunteer, it is evident that volunteer respondents are far more likely to have engaged "to become more active in my local community" (64% of volunteers compared to 28% of participants) and "to use my existing skills" (54% of volunteers compared to 28% of participants). Meanwhile, the engagement of participants was more likely to have been influenced by the involvement of friends or family (35% of participants compared to 25% of volunteers).

Figure 4.6: For what reasons did you decide to become involved in the <*insert name*> Project? (Initial interview)

Base: n=644

In addition, both participants and volunteers appear to have been heavily influenced by role models in their engagement in Fourteen, with over three quarters describing them as playing a role in their engagement in funded activity. Interestingly, amongst those respondents who participated in a re-interview, the proportion who felt that a role model influenced their engagement increased from 63% to 81% of participants, further strengthening the perceived influence of role models on participant engagement in activities funded through the Fourteen Programme.

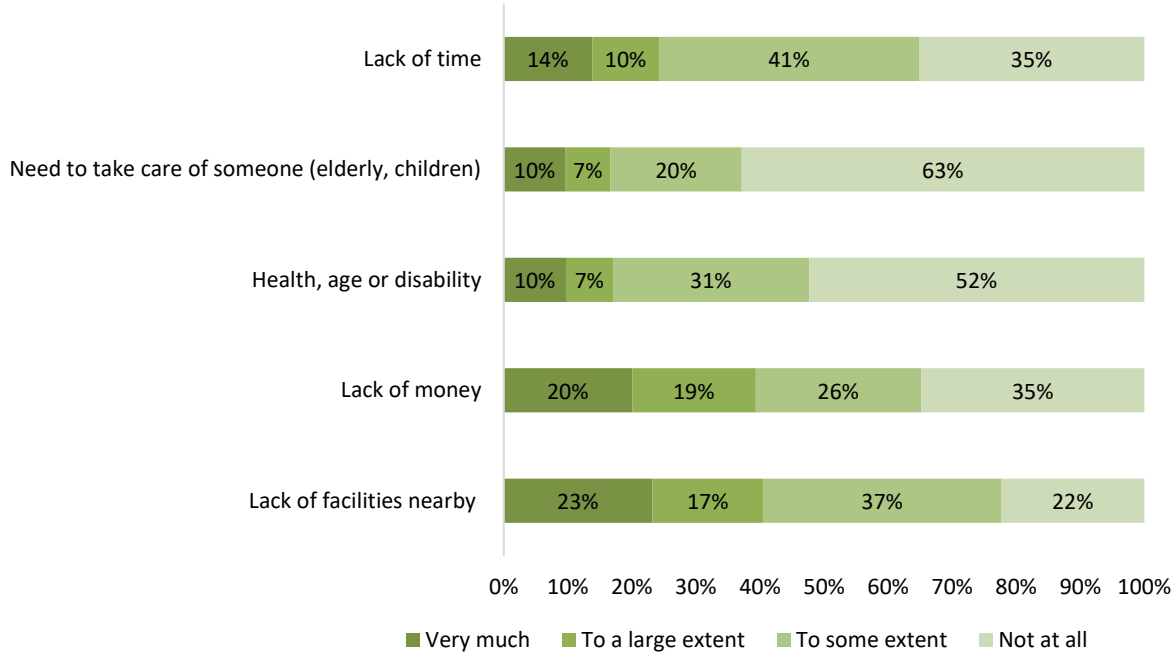
Figure 4.7: To what extent do you agree with the statement that "role models have influenced me to get involved in the project/activity/event"? (Initial interview)



Base: n=565

In the initial interview, participants were asked about barriers to engagement in activities. These primarily related to having the necessary resources (finance) to engage in an activity and the relative lack of facilities nearby to participate in an activity (see Figure 4.8 below).

Figure 4.8: To what extent do any of the following conditions prevent you from doing the free time activities that you would like to do? (Initial interview)

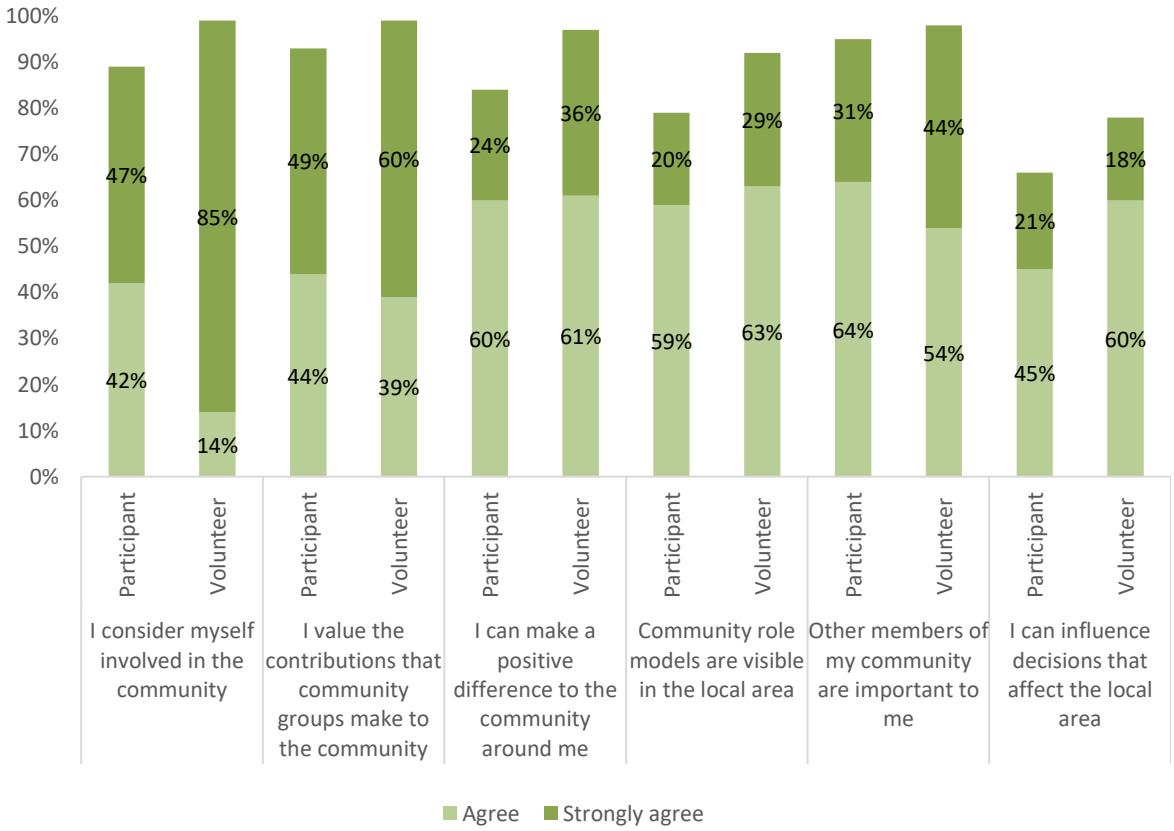


Base: n=550

Respondents were also asked, in the initial interview, the extent to which they agreed or disagreed with a series of statements associated with their engagement in the local community. Figure 4.9 below illustrates a very high degree of perceived engagement amongst participants and volunteers with their local community. By way of example, the Community Life survey undertaken across the UK asks whether respondents feel that they can influence decisions that affect the local area — 27% of respondents agreed with this statement. The chart below illustrates that 66% of participants and 78% of volunteers agreed with that statement within the Fourteen programme. Respondents are similarly positive across a range of other statements, with, for example, 89% of participants and 99% of volunteers considering themselves to be involved in the community.

Taken in isolation, the data seems to suggest a high degree of pre-existing community engagement amongst participants of the Fourteen Programme. However, the voluntary approach to participant engagement in the evaluation and the gearing of the engagement to those participants most intensively supported through Fourteen is likely to have inflated these figures.

Figure 4.9: To what extent do you agree or disagree with the following statements? (Initial interview)



Base: all participants and volunteers who agreed or strongly agreed with the above statements. Participant n=220, volunteer n=202

Respondents were also asked how engaged they felt in their local community. Again, very positive rates of response were received, with 83% of participants describing themselves as being engaged (72%) or very engaged (11%) in their local community.

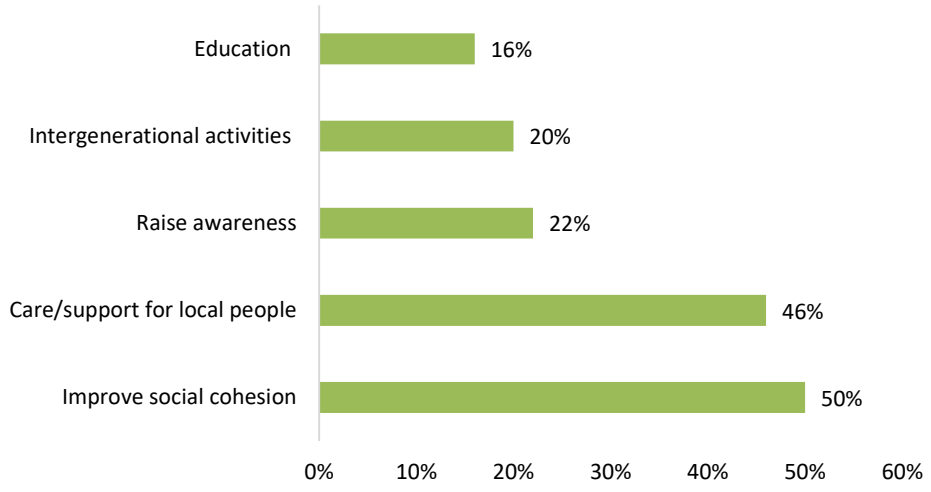
4.6 Delivering Activity – Key Successes

Having reflected on the profile of activities delivered and of participants and volunteers engaged with Fourteen, the report now considers some of the key successes associated with delivering funded activity.

LRG representatives, when asked about Fourteen Programme activity that had brought about success in their area, typically referred to activities that brought people together to improve social cohesion.

> *'The community fun days each summer have been excellent. They've brought people together — they're a real sense of fun and enjoyment and liveliness on the streets within the community. It wasn't hidden behind the walls of an organisation or community centre. It was in the streets, so it was very powerful, and it created great memories.'* (LRG representative)

Figure 4.10: Which activities, in your opinion, have proven particularly successful in your area? Coded by activity type



n=50

Interviewees also typically identified that activities established with groups of individuals who are typically underrepresented were of the most merit, including references to women-only swimming groups, mental health support groups, and groups targeted specifically at the elderly.

Volunteering

The analysis of participant responses illustrates the strength and prominence of the role of volunteers in the Fourteen Programme. **An analysis of grant applications shows that across all grants awarded, almost 12,000 volunteers were targeted, whilst grant closure forms report 7,500[10] volunteers involved in the programme, of whom 3,300 were reported as being newly engaged in Fourteen-funded activities.** These figures are likely to be conservative estimates because no numbers were reported for almost half of the grants awarded.

The importance of volunteering within Fourteen was highlighted by the majority of LRG members as something that they would be able to utilise in the future. In Southmead, for example, it was the positive impact of volunteers that had enhanced the success of activities delivered, heavily influenced by the appointment of a Volunteer Coordinator in the early stages of programme delivery. In other communities, the LRG suggested that through projects and events, individuals who would not typically volunteer became enthused and were now regularly volunteering.

Youth Leadership and Personal Development

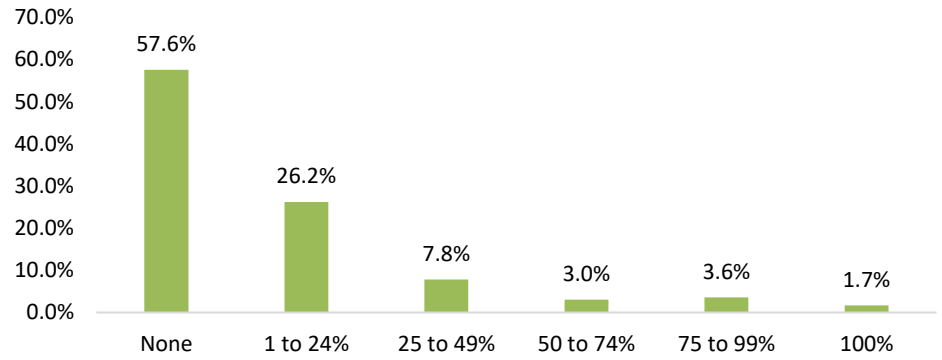
Encouraging youth leadership and involvement in the Fourteen Programme has brought some success, albeit not without challenges, with the pursuit of a youth panel in some locations proving to be limited in their ability to engage sufficient numbers of young people over a sustained period. In addition, when LRG members were asked about this thematic area, activities were most commonly tied in to other outcome areas, illustrating the extent of interactivity between one outcome and another (such as the Young Deciders in the Gorbals or the Factory Youth Zone in Harpurhey and Moston).

Addressing Perceptions of Disability

Whilst Figure 4.11 below highlights that over half (57.6%) of awarded grants stated having had no participants with a disability, it also shows that 40.7% of awarded projects and activities have integrated disabled and non-disabled participants to varying degrees. In some instances, re-interviewed participants highlighted that the integration of all participants was a key way in which they challenged stereotypes of disability and removed barriers for disabled participants (e.g. the Disability Equality Project in Southmead).

[10] Note that this figure differs from that reported against the tiers of engagement earlier in this section, as it was not possible to assign a tier of engagement to c. 2,500 volunteers.

Figure 4.11: Proportion of participants with a disability by grants awarded



Base: grantee database n=526

In some areas, such as Ryhope and Hendon, Islay and Jura, and Southmead, LRG members were able to identify key projects in which disability and perceptions of disability were a central focus, whilst other communities suggested that this element was one upon which they had particularly struggled to focus. In some instances, it was suggested that LRGs did not have many applications come in which focused on disability, whereas others stated that this just had not been a strict focus of theirs.

When the grant database is analysed by community area the degree of variation suggested by LRG representatives in engaging with disabled groups is illustrated through the evidence base. Kingstanding has been particularly successful in the engagement of disabled people in their programme, with 95% of the grants awarded being successful in doing so. In Southmead, over three quarters of grants awarded have had similar success. Once again, it is important to recognise that the evidence is drawn from the grant database only and any underreporting by certain communities would therefore be reflected in the analysis of this data.

Table 4.7: Proportion of activities with beneficiaries with a disability by area

Area	Proportion of activities funded that have engaged participants with a disability
Bro Aberffraw	50%
Caithness	66%
Calton	33%
Dumbiedykes	14%
Gorbals	26%
Harpurhey and Moston[11]	3%
Hendon and Ryhope	60%
Islay and Jura	31%
Kingstanding	95%
Mid Rhondda	8%
Ruchill and Possilpark	19%
Southmead	77%

[11] There is limited information available for Harpurhey and Moston within the monitoring systems for Fourteen, so this figure may be underreporting the scale of activities that engaged participants with a disability.

5 Performance and Impact of the Programme

Section summary

- When asked to specify the nature of the impact arising from grant activity, grant recipients and LRG representatives most commonly referred to 'improving the wellbeing of participants'.
- 84% of participant respondents were still participating in the activity six months after completing their initial survey.
- Participants most commonly described activities associated with social interaction and inclusion as elements that they liked best about their time in the Fourteen Programme.
- Participants commonly described a range of soft skills gained as a result of their participation in the programme, particularly self-confidence and communication.
- There were marked improvements in the level of pride that participants and volunteers felt regarding their contribution to the community when matched responses were compared.
- Statistically significant improvements in well-being are evident amongst participants of the programme who participated in a follow-up interview.
- Key factors of success were described as including having: local people involved and engaged from the outset, personnel on the ground, a thorough insight into the existing community infrastructure, and a focus on volunteer engagement which would drive the legacy of the programme.

5.1 Perceived Impact of Fourteen

5.1.1 Perceptions of Impact on LRG Representatives

LRG representatives were asked about the impact of the Fourteen Programme on LRG groups. The vast majority agreed either strongly or to an extent (43% and 32% respectively) that the ability of the LRG improved over the duration of the Fourteen Programme. It was suggested that this was because going through the motions of awarding a grant and receiving feedback helped them to consolidate knowledge on how best to oversee this process.

Of the 50 interviewees who participated in the final LRG survey, 49 felt that working relationships amongst those involved in the LRG had strengthened throughout the programme. It was suggested that as individuals became better acquainted, communication and information sharing improved, resulting in better working relationships.

The majority of SDPs agreed that the LRG's ability improved over time, as their knowledge of the process had developed, and members became more familiar. The improved ability of the LRG to oversee the grant process alongside their already existing local knowledge was suggested by SDPs to be a key strength of Fourteen, as it enabled meaningful and positive impact.

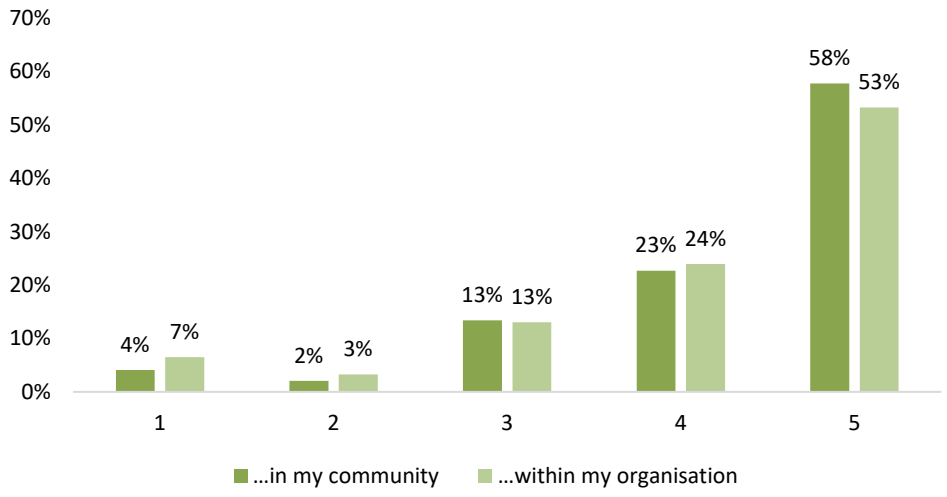
> *'Collaboration, partnership working and decision making has just got stronger and stronger […] This is a really good format for groups that would typically be competing for funding working together, sharing knowledge. […] There has been real strength in this partnership working. It's a feel-good partnership when you have local organisations coming together.'* (SDP)

When reflecting on the process overall, all SDPs agreed that their experience with Fourteen has enhanced their knowledge of place-based funding distributed through community panels. For some, this was articulated as good experience for them in moving forward, as they feel more equipped to deliver this type of funding again, and for others it confirmed or reiterated the value of local decision making.

5.1.2 Grantee Perceptions of Impact

Grantees were equally positive about the success and impact of their activities. Where grantees were seeking to overcome a particular challenge, only 6% (4/71) of respondents felt that they may have achieved this without the provision of a Fourteen grant. Furthermore, when asked to rate the extent of service delivery enhancement arising from their activity out of 5, 81% of respondents strongly agreed (either 4 or 5 out of 5) that their grant activity enhanced services within their community, whilst 77% strongly agreed that the grant aid had enhanced their own organisation's ability to deliver services.

Figure 5.1: To what extent do you agree or disagree (with 1 being strongly disagree and 5 being strongly agree) that the Fourteen grant enhanced service delivery…?



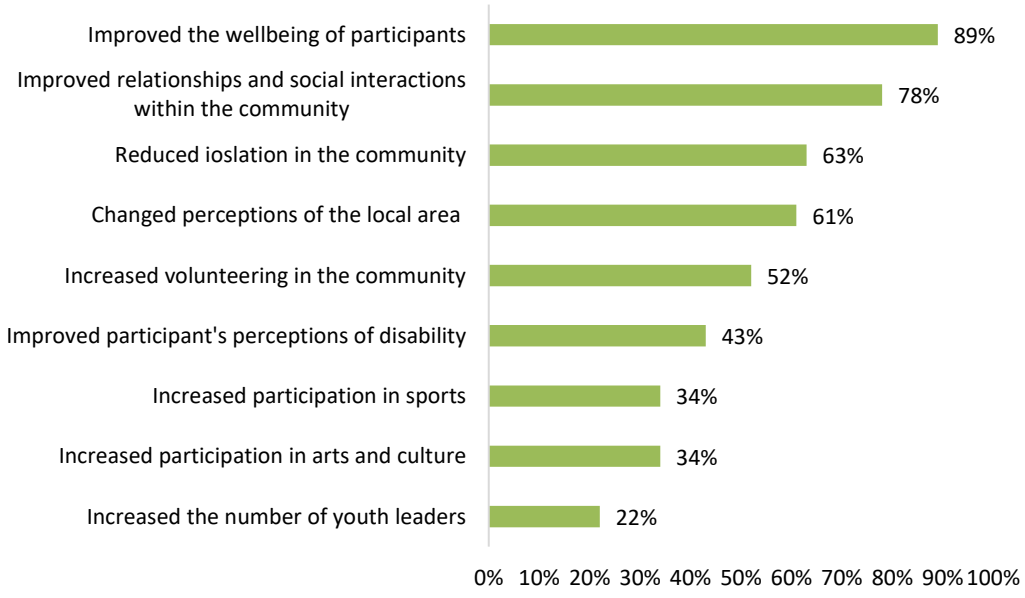
5.1.3 LRG and Grantee Perceptions of Impact on Participants

When asked to specify the nature of the impact arising from their grant activity, grant recipients most commonly referred to 'improving the wellbeing of participants' (typically referring to a self-reported increase in feelings of well-being amongst their participants), or to 'improved relationships and social interactions within the community' (typically through their observations of improved relationships amongst local people as a result of their activity).

Amongst those who responded to the survey, almost one fifth felt that their activity had given rise to an increase in the number of youth leaders (however, only 22% of grantee respondents cited children and young people as their primary beneficiary), whilst almost a quarter felt that the grant activity had led to 'increased participation in arts and culture' (although only 9% of grantee recipients had identified this as the primary issue that they wanted to address).

Against each of these impact elements, grant recipients were asked what evidence they had of the impact arising from their activities. Anecdotal evidence, including through word of mouth, was most commonly cited (typically two thirds of respondents) as evidence of the achievement of these impacts, whilst increased or sustained participation in activities was also proven a popular route to measuring success and impact, most obviously in relation to the increased participation impact areas but also in relation to well-being improvements and improved relationships. It is unfortunate that only a relatively small number of participants engaged with the evaluation, as the evidence would have provided a supplementary, independent perspective on the impacts arising.

Figure 5.2: In your opinion, has your project…?



Reflecting the responses from grant recipients, LRG members consistently described improvements to well-being as being prominent within the activities funded, with this outcome typically referred to as a horizontal theme cutting across all activities associated with the programme.

In terms of improved relationships and social interactions, LRG respondents most commonly cited the running of events as being instrumental in bringing different groups from within the community together and in encouraging local people to become more active within their community.

Moreover, the vast majority of LRG representatives (88%; 44/50) stated that the programme has led to diversification and enhancement in community development activities in their area. It was articulated that this is because of the wide range of activities which have been able to receive funding through Fourteen.

> *'People are much more ready to take part in activities that they wouldn't have even looked at before. If someone's made a group of friends at one project, they will inspire and give each other confidence to go to another project. The textile project we're running, for example, involves felt making and most people have never done it before. Having done it once, they realise they can do it and if one person has tried it and spreads the word about being able to do it, the projects are much more likely to get increased involvement.'* (LRG respondent)

> *'There's a much bigger variety of things to do now and they wouldn't have happened without Fourteen.'* (LRG respondent)

5.2 Participant Perceptions of Impacts

Amongst those who participated in a re-interview for the evaluation, the vast majority (84%) were still participating in the funded activity six months later.

Participants were asked whether how they felt in themselves had changed as a result of participating in the activity. Over three quarters (79%) felt that it had. When asked to explain how they had changed, they most commonly referred to improved confidence (37%), feeling happier (23%), feeling more included/supported (20%), having a more positive outlook (17%), and feeling healthier (15%).

Table 5.1: Has how you feel in yourself changed as a result of the activity? (At re-interview)

Indicators of change (coded)	Percentage
More confident	37%
Happier	23%
More included/supported	20%
More positive outlook	17%
Healthier	15%

N=106

Some of the quotes associated with how individuals felt that they had changed in themselves are outlined below:

Confidence

'I'm more confident and I don't have bad thoughts like I used to. I used to have nasty thoughts about myself but they've all gone, so I think the project has sorted a lot of my mental issues out.'

'I'm more confident. It doesn't bother me having to stand up and talk in front of a group of people anymore.'

More included/supported

'Because of the support from the group, I now know there's others out there in the same situation as I am in, so I don't feel so on my own.'

'I've made new friends who are like a lifeline to me in situations that arise in my personal life.'

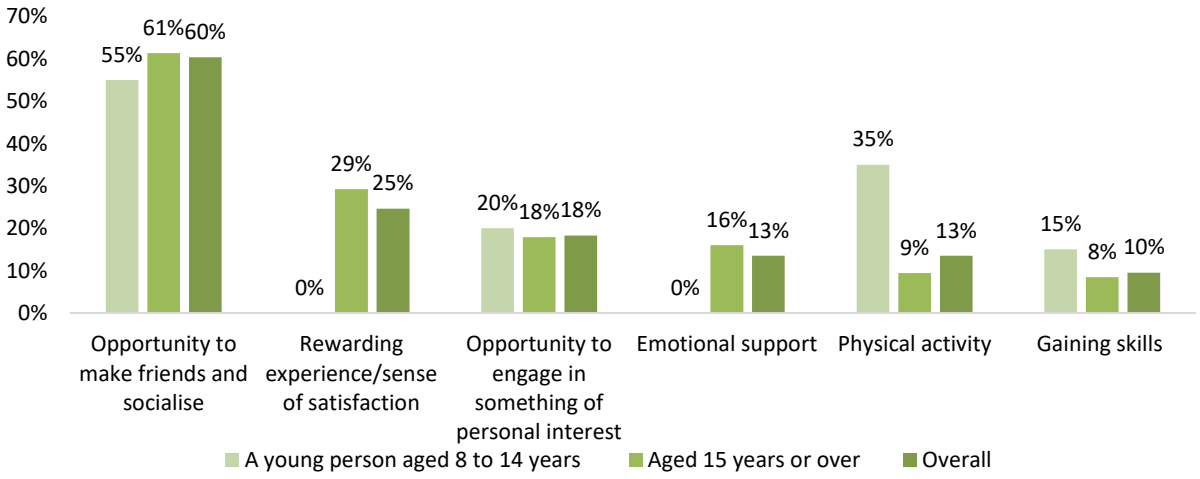
Healthier

'My daughters tell me I look younger and I feel younger, too.'

'I'm more confident, happier and more active.'

Respondents were asked what they enjoyed most about the time at their activity. Social interaction and inclusion were by far the most common responses, with almost two thirds of participants referring to these. Almost a third of participants referred to their engagement as a rewarding experience and the sense of satisfaction that they gained from participating in activities as what they liked best about the activity.

Figure 5.3: What did you like best about your time on that activity? (At re-interview)



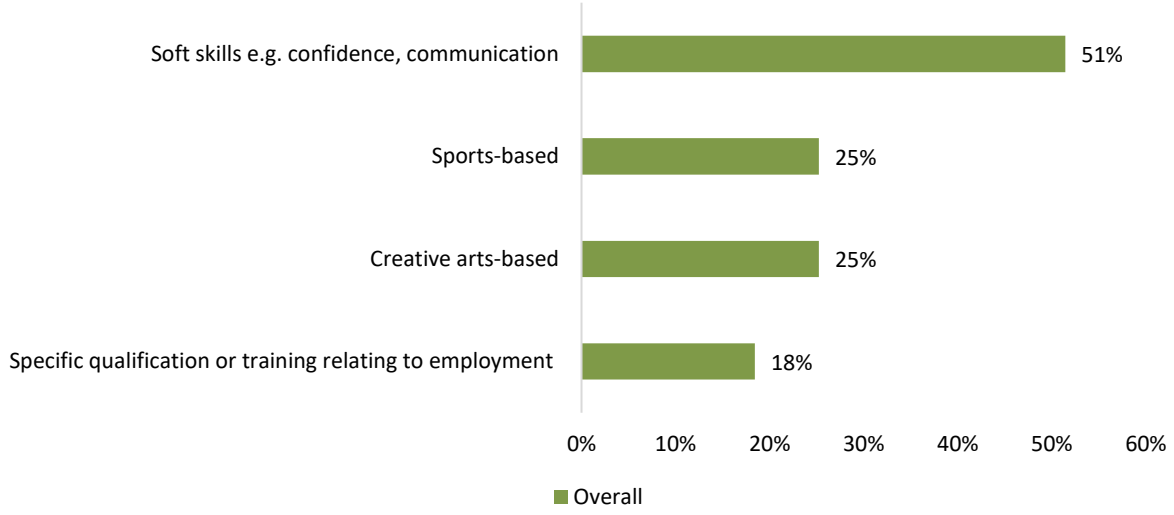
Base: n=126

Participation in activities has also led to skills gains amongst the surveyed respondents. Commonly, and particularly amongst the younger cohort of participants, reference was made to improved 'soft skills', particularly those associated with self-confidence and communication.

> *'I've gained confidence — I'm a lot more confident. I can stand up in front of people and talk and engage with people on lots of levels, which I couldn't do before. I find it easier to make friends, too.'*

One quarter of participants also cited sport-based or creative arts skills arising from activities of that nature, whilst one fifth of participants referred to gaining specific qualifications or training that would support their journey into employment.

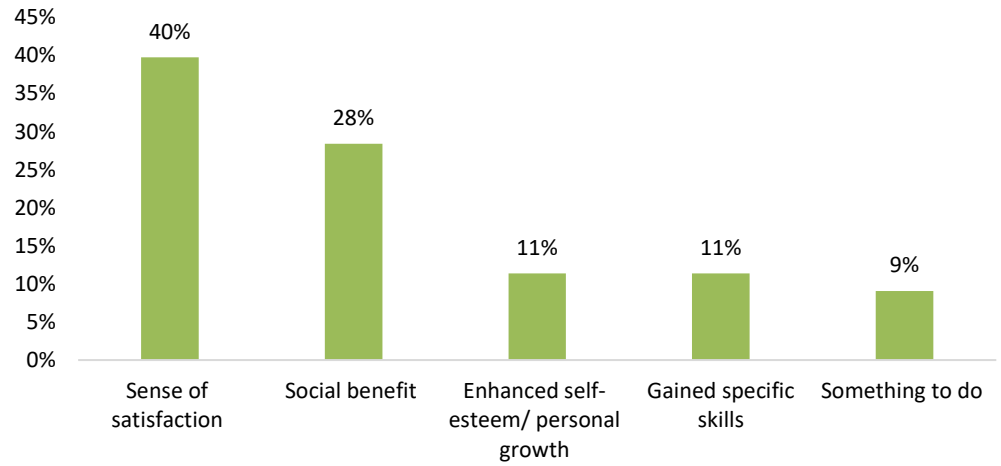
Figure 5.4: Have you gained any new skills or improved any existing ones? If so, which? (Open answer, categorised) (At re-interview)



Base: n=126

Those participants who described themselves as volunteers were asked what benefits they felt that they had gained from volunteering in that activity. Volunteers most commonly described a sense of satisfaction arising from their participation in activities.

Figure 5.5: What benefits do you feel you have gained from volunteering in that activity? (At re-interview)



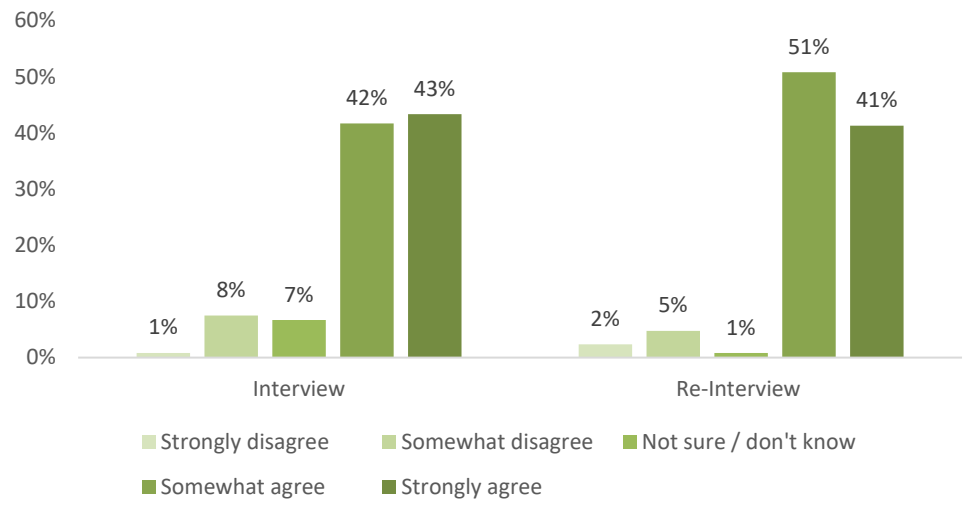
Base: n=88

> *'Interacting with other people — see people progressing during the activities and knowing I was a part of that and helped.'*
>
> *'It was a very big confidence boost for me as an individual and it taught me how to be a better leader and take other people's feelings into consideration as well.'*
>
> *'Just getting me out of the house, outdoors, not stopping in the house all day long. I meet new people and make new friends — I've got a lot of friends there.'*
>
> *'Meeting people and getting to know people who wouldn't normally come in to my day-to-day life. I think the social aspect is just as important as the bowls itself.'*

As part of the re-interview, participants were once again asked the extent to which they agreed with the series of statements associated with participation with their local community (see Figure 4.9 for a list of these statements). Furthermore, when participants were asked how engaged they felt in their local community, 31% of respondents described being very engaged, an increase from 20% of these respondents at the initial interview. On a similar basis, whilst 12% described themselves as being disengaged or completely disengaged at the initial interview, this figure had fallen to 7% at the time of the re-interview, **illustrating statistically significant improvements in perceived rates of community engagement amongst programme participants**.

Respondents were also asked several other questions associated with their local community which were repeats of questions asked in their initial survey. Figure 5.6 below illustrates that respondents were more positive about the extent to which people got on well together in their community at the re-interview than at the interview.

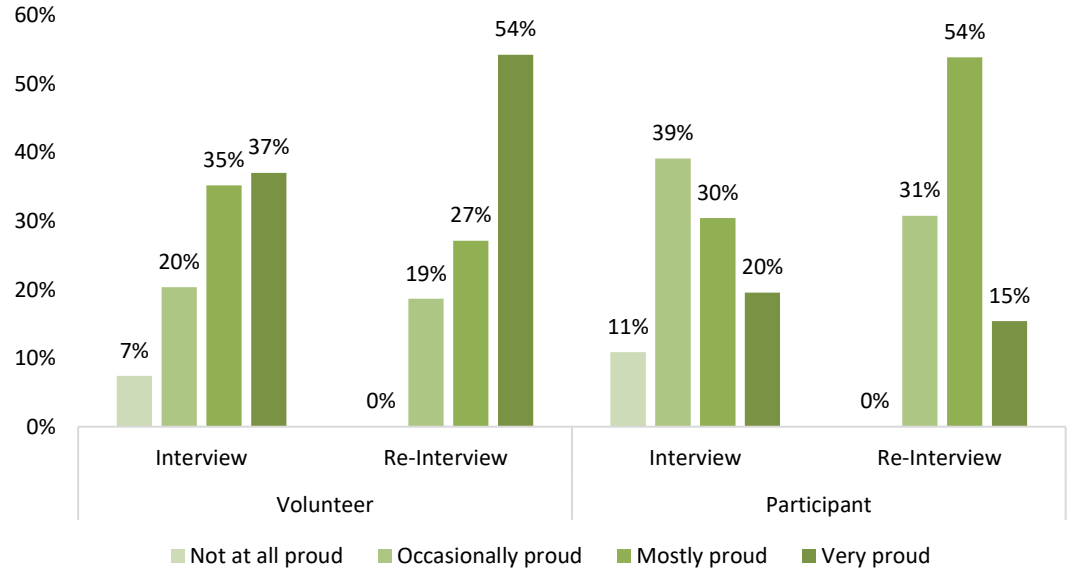
Figure 5.6: To what extent do you agree or disagree that this local area is a place where people get on well together? (Matched respondents)



Base: n=125

Similarly, when asked how proud they felt of their contribution to the local community, there were marked improvements in the responses of those who were surveyed at the start of the programme and who then participated in a re-interview. By way of example, of the volunteers who participated in both surveys, the proportion who were very proud of their contribution to their local community rose from 37% to 54%. Amongst participants the change took place across a broader set of responses, with the proportion describing themselves as being most proud or very proud of their contribution rising from 50% to 69%.

Figure 5.7: Please rate how proud you feel of your contribution to your local community (Matched respondents)



Base: volunteers n=59, participants n=46

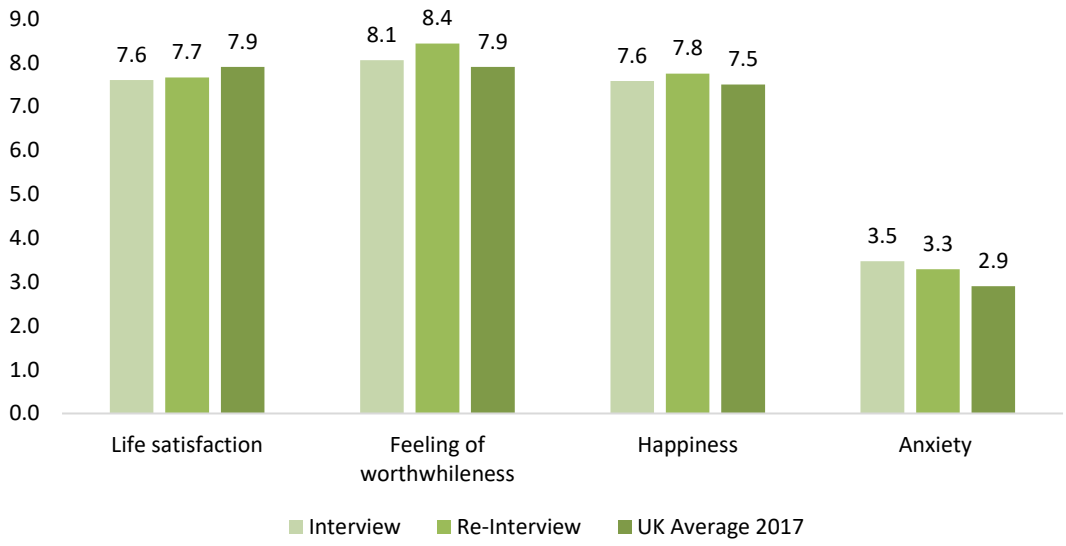
5.2.1 Participant Well-Being

Finally, respondents were asked a series of questions regarding their well-being. These were taken from the national well-being series of questions and were asked of all participants at the initial interview and then again at the re-interview. The four questions are as follows:

- Overall, how satisfied are you with your life nowadays?
- Overall, to what extent do you feel the things you do in your life are worthwhile?
- Overall, how happy did you feel yesterday?
- Overall, how anxious did you feel yesterday?

A rating out of 10 is required for each of the four questions. In Figure 5.8 the analysis illustrates improvements in well-being for participants across all four questions and when compared to all baseline interviews the changes associated with life satisfaction, worthwhileness and happiness (for the happiness questions, only for those over 15) are statistically significant.

Figure 5.8: National ONS questions on well-being – Matched respondents



Base: n=121

5.3 Reflections on Good Practice and Lessons Learnt

More generally, practice and communication links have improved as the programme has progressed. By way of example of the 50 interviewees with respect to LRG representatives, 49 felt that working relationships amongst those involved in the LRG had strengthened during the programme. It was suggested that as individuals became better acquainted, communication and information sharing improved, resulting in better working relationships.

Amongst SDPs, the majority described a process by which they share knowledge and good practice within their own Community Foundation, typically through regular update meetings or informal methods of sharing information within teams. The UKCF biannual conference was also highlighted as a platform on which Foundation Scotland disseminated information to other CFs due to their experience with place-based funding.

> *'We are always chatting about it within our community foundation. The community builder and I gave presentations internally for other staff and the board and that has been great.'*

> *'Had Fourteen session in UKCF biannual conference — shared learning […] could have been published and shared. It was a useful process. Scotland, in particular, do a lot of place-based funding — they have a communities team. We don't do it much but if did it again, we would work with them to set up a similar structure.'*

SDPs typically stated that they were unaware of any greater dissemination of knowledge and practice beyond their own internal practices and attendance at the UKCF conference and Fourteen event in Glasgow. The Fourteen event in Glasgow, whilst described as beneficial, was perceived to be too late on in the process and of limited benefit, as it only occurred once. It was also highlighted that the Glasgow event was particularly helpful for LRG members and that, in terms of sharing knowledge and good practice, there should have been a greater focus on events as an opportunity for LRG members to learn from each other.

> *'It would have been really helpful to know more, for the panel members, too. I think it would have created a greater sense of value for them and fit into part of the process of learning.'*

> *'I think there should have been more knowledge-sharing opportunities directed at the LRGs, as they could empathise and learn from each other.'*

5.3.1 SDP Learning

SDPs, in their final monitoring reports, were asked to rate the extent to which the participant communities had realised their vision for the programme. Eight of the 12 communities gave a rating of 4 out of 5, with one community (Ruchill and Possilpark) providing a rating of 5 out of 5, two communities rated as 3 out of 5, and one community rated as 2 out of 5 (Bro Aberffraw).

When asked about the key factors of success many SDPs reflected on the importance of having local people involved and engaged from the outset with a clear ethos of working with the community (as opposed to a top-down 'delivering to the community' model). The role of the LRG as part of this process was considered a key element of the success of the programme and its operation has led to increased partnership working and collaboration across the voluntary and community sector in each area.

> *'The LRG have stated how the key change for them was increased partnership working, instead of being forced to compete for funding. Groups have shared expertise and have ended this process with a great respect for each other. As an outsider I have been most impressed by the desire for fairness.'* (SPD representative)

> *'Organisations that have been funded through the Fourteen Programme now appear to be thinking differently — they are looking for ways of working together to ensure that funding received is of benefit to a wider group of people. This isn't necessarily partnership working, but more a conscious effort to ensure value for money.' (SPD representative)*

Similarly, in several locations, detailed research into the community took place early on within the programme in order to map out the community-based assets which provided a useful understanding of existing networks and key organisations and acted as a platform on which to build activity and engagement. In that regard, where key, prominent and active community organisations (or indeed individuals) were in place and engaged with the programme they were typically considered instrumental to its success.

Several also referred to the importance of having personnel 'on the ground' to catalyse activity and interest in the programme, which helped in engaging more widely with small groups throughout the targeted communities.

A further commonality associated with the success of the programme related to the clear focus on volunteer engagement. Volunteers are seen to be a key strength and offer a clear legacy for the programme and the potential for sustaining activities delivered through Fourteen.

6 Legacy/Forward Strategy

Section summary

- The legacy of the programme is felt to be centred on the activity and groups supported rather than on community-wide impacts.
- Many community groups established or saved through the Fourteen Programme are expected to continue with a renewed sense of momentum and engagement brought about investment through the Fourteen Programme.
- Amongst participants and volunteers, almost two thirds (61%; 65/106) have taken part in or helped at another event since they became involved in this activity, illustrating the legacy of their engagement.
- LRGs are being sustained (typically in an evolved structure) where additional funding has been secured — elsewhere it is the relationships that remain critical for participants.

6.1 Long-Term Impact

In previous phases of the evaluation, LRG and SDP representatives described the timeframe for the programme as severely limiting the ability to secure longer-term impacts from Fourteen, sustained beyond the programme period.

> *'Three years is a very short time. Had this programme running for longer the effect would have been exponential. It's a very short space of time.'*

> *'I think it just needs more time. The infrastructure is now in place, but legacy doesn't happen in three years. It's not an overnight process.'*

6.2 Legacy

Various stakeholder groups consider the legacy of the programme to be centred on the activity and groups supported through Fourteen rather than on community-wide impacts and the relationships that have been established and cemented as a result of the programme.

> *'It has provided a positive outlook in which local people can see what is possible and it has created links and partnerships that were not there before. There are particular projects which have really resonated in the community and will carry on for a very long time. They will grow arms and legs and they are really starting to thrive. They have really galvanised community action and motivation to sort out the local area.'* (SDP representative)

The programme is also felt to have brought about a change in ethos, developing a 'can do', collaborative, mutually supportive community as well as creating a true sense of community within the areas.

In terms of sustaining on-the-ground activities, many community groups established or saved through the Fourteen Programme are expected to continue with a renewed sense of momentum and engagement brought about investment through the Fourteen Programme.

Amongst participants and volunteers, almost two thirds (61%; 65/106) have taken part in or helped at another event since they became involved in this activity.

6.2.1 Legacy Models

In recent interviews, SDP representatives were asked what they consider to be the legacy of Fourteen in their respective communities. Once again, there is an emphasis on the relationships established amongst organisations and the community and a resilient, empowered community with the ability and confidence to make decisions locally. Whilst several of them referred to the key activities being sustained beyond the programme as tangible legacies of Fourteen within their areas, when asked what could hinder the legacy of Fourteen in their communities, the majority of SDPs highlighted a lack of funding and volunteer fatigue as key concerns.

Some communities, however, either have secured or plan to develop legacy models to sustain the LRG approach within their community.

In **Southmead**, Team Southmead has been established with the support of the Southmead Development Trust as a legacy of the LRG (with a large proportion of the LRG representatives transferring to that group). Their task is to continue to deliver the community plan in Southmead, pursuing volunteer projects in the short term and looking for funding to support them in the long term. There are now 66 members of Team Southmead along with a large number of volunteers.

> *'Without it* [Fourteen funding], *Team Southmead would not even exist and the work we are doing now with residents would just not be happening. Because of the Local Reference Group, we have forged a bond with others in Southmead and it is only by sitting round a table and talking that you get to the bottom of issues and how to solve them together.'*

In **Ruchill and Possilpark** a Development Trust is being set up in which the Fourteen Programme is said to have been instrumental, as without the programme they would not know how or if they could work collaboratively. The Trust itself will also have representatives on the Panel and has recently secured funding from the local Health and Social Care Partnership and two other private trusts, demonstrating that it is seen by private and public investors to be a valuable and investable opportunity.

In the **Gorbals**, the New Gorbals Housing Association have secured Aspiring Communities funding, which has included funding for a full-time post for a Community Budgeting Worker and has funded the creation of the Gorbals Ideas Fund, in which the majority of the existing LRG members are now involved, using their expertise nurtured through the Fourteen Programme. Operationally, the fund also seeks to continue to provide support and connection opportunities between groups and individuals, which is being fulfilled through monthly 'Connect Sessions' for grant holders.

In **Kingstanding**, the Kingstanding Regeneration Trust is being used as a vehicle through which small groups can be assisted with funding and are currently exploring options to retain the LRG in some format through Big Lottery funding.

In **Dumbiedykes**, the Residents Association is reportedly seen to be a key vehicle for future activity, with the accumulated knowledge and partnership feeding into the Association. The Association plans to take forward the community fun days that have become a legacy of Fourteen, and is exploring opportunities to become a Development Trust. The SDP has provided an additional £5,000 in events funding to Dumbiedykes to help maintain the momentum gained in a community with little in the way of community interactivity at the outset of the programme.

> *'The events will help them to build up their reputation locally. I would describe the legacy in Dumbiedykes as a slow burner. The people's trust they have built up is a good vessel which could have greater impact in the future.'* (LRG representative)

In **Bro Aberffraw**, where the community comprises a necklace of small villages/inlets, the programme ended early because it was found to be incredibly difficult to encourage applicants to work together across adjacent villages and the Fourteen Programme showed that this sort of collaboration cannot be forced. As described by the SPD: *'The fact that funding to this area closed early was not a failure, more an honest admission that it was impossible to fulfil the objectives of the funding within this particular community within the given timeframe*.' In terms of legacy, the Art Trail in particular is an installation that will hopefully last way beyond the programme.

In **Caithness**, the SDP described how individual and small groups are more sustainable now because of Fourteen and their continued existence demonstrates legacy. Smaller groups are also said to be more aware of the SDP Caithness-wide fund to which they can apply for further funding and from which they can seek advice.

In **Calton** it is suggested that the legacy of the programme can be seen not only on a project-by-project basis but also through the fact that Calton is now a participatory budgeting ward and has improved the attitudes of residents towards local groups and funders.

> *'It has provided a positive outlook in which local people can see what is possible and it has created links and partnerships that were not there before. […] They have really galvanised community action and motivation to sort out the local area.'*

In **Harpurhey and Moston** the legacy of the programme is described as the good relationships which have developed within the community and between local residents and funders. The Community Builder has also continued to work in the area and has brought a few members of the LRG onto the management board of the local community centre.

> *'It's great because we don't know if that centre would have stayed open otherwise. It's built some really good relationships. […] we now have a really good reputation within the community and people turn to us if they need assistance or advice.'*

In **Hendon and Ryhope** the 'cross-ward', 'cross-community' support that has been instilled by Fourteen is seen to be one of the key legacies of the Fourteen Programme. One example of this is the men's fishing group who were previously only recruiting in Ryhope but now are also recruiting in Hendon. The women's swimming group were also identified as a key legacy group, as they now have long waiting lists and are on the radar of funders.

In **Islay and Jura**, sports for young people, given their continuation beyond the programme, are seen to be a key legacy of Fourteen with potential additional investment through the installation of a 4G pitch. The mobile youth service and community transport in Jura were also identified.

In **Mid Rhondda** the SDP highlighted changes in the perceptions of disability as a key legacy arising from a project that targeted this agenda. It was described as thought-provoking for the local community and indeed for the third sector.

7 Conclusions/Recommendations

The Fourteen Programme was highly ambitious in scope and geographical scale, seeking to support community development activity in Fourteen communities across the UK.

7.1 Programme Design

The ambitions for Fourteen fed through to the programme design, targeting communities of varying nature and scale throughout the UK with community development activities that would connect people and communities and increase well-being amongst participants.

The communities engaged through the programme were defined on the basis of geographical distribution and diversity (rather than focusing on a community with which the residents identified) and ranged from inner-city, urban locations to remote, rural settlements and in scale from 3,000 to 20,000 inhabitants. In terms of the programme design and community selection, though, there were perhaps two variables that most prominently influenced the nature of delivery, progress and impact obtained through the programme, namely:

- **The existing voluntary and community infrastructure within the targeted community** — with some communities benefitting from a relatively buoyant infrastructure, viewing Fourteen as an opportunity to further develop service provision in their community. In other communities, clear need and little infrastructure existed, justifying intervention where the Fourteen provision could catalyse the introduction and growth of grassroots infrastructure and service provision.

- Whether **the geographical communities being supported were recognised as one, two or more recognised communities with which residents identified within those target geographies**, and the nature of existing relationships between those communities. In some target geographies, multiple communities existed with which residents affiliated. These situations sometimes created additional challenges for collaborative delivery because, historically, there had typically been a lack of collaboration and/or a degree of competition or rivalry between those communities.

The breadth of scope for the programme, as reflected in its (and indeed Spirit's) outcomes, placed minimal constraints on the approach and model adopted, thereby providing great flexibility in the activities that could be funded. Coupled with the flexibility was the high degree of autonomy for communities to support a wealth of activities deemed necessary and appropriate for their communities and, as a result, the programme's design was very effective in encouraging and supporting grassroots community activity as a central element of the programme.

Given the scope and scale of the programme, ultimately, three years is too short a timescale to truly embed the Fourteen model within communities (though there are many positive examples of legacy and impact evident) further constrained by the limited resources available to each community within the programme budget, which would constrain any community-wide change. Moreover, the programme has operated within an extremely challenging period in which the wider withdrawal of local community development and renewal funding from communities arising from public sector austerity has been extensive.

Recommendations

- Increased parameters/focus is necessary for the delivery of community development activities to retain focus/direction with limited resources, though this may risk a reduction (or at least a perceived reduction) in the level of local autonomy.
- Programmes of this nature and this breadth of scope need to operate for at least four years (ideally five years) in order to maximise the opportunity to plan, implement, deliver and fulfil the project's aims.

7.1.1 Governance

The Fourteen Programme operated with a complex governance structure with multi-tiered management and reporting lines. The programme has suffered from several staff changes at UKCF throughout the life of the programme, which is likely to have affected both the continuity and the momentum of the programme in the areas overseen by UKCF.

At the local level, the development of a Local Reference Group/Panel for the programme in the vast majority of cases has been hugely successful. The structures created within the communities have, in all but one community, been entirely new, bringing representatives of communities together with varying degrees of familiarity with each other. Representation in these groups has been relatively stable and SDPs describe the model adopted as one of the critical successes of the programme enabling effective, locally driven decision making in each of the communities that draws on local knowledge and community links.

The LRGs, however, would have garnered limited success without the support of the SDPs. These supporting roles have been resource-intensive, particularly amongst communities with limited infrastructure, but providing the secretariat and facilitation role has been critical to generating and sustaining momentum and progress in the governance and strategic direction of Fourteen within each community.

Despite the success of the LRG, there remained a desire for greater diversity of representation across many LRGs, particularly from those typically considered underrepresented. It was also evident that having a local, trusted leader or lead organisation associated with the LRG helped to generate momentum for the programme and to overcome or avoid the potential for conflict or rivalry.

Partnership working and collaboration have been extensive within communities of the Fourteen Programme; however, inter-community networking and the sharing of practice and lessons learnt have been limited. The potential value of this was evidenced at the one learning event held in Glasgow in the final year of the programme; more events or additional/alternative modes of information sharing and dissemination would undoubtedly have helped the successful delivery of the programme.

Recommendation

- That programmes with similar geographical dispersion provide a mechanism for sharing practice and lessons learnt throughout programme delivery.

7.2 Programme Implementation

The implementation of Fourteen suffered from changing leadership and mixed messages at a programme management and funding level, which in some communities resulted in a lack of clarity as to the scale of ambition for the programme (several SDPs referred to concerns that there were expectations with respect to community-wide change through Fourteen in early evaluation interviews which were felt to be too ambitious and very unlikely to be achieved). Communities also perceived that they were faced with pressure to incur expenditure and commence delivery, curtailing community planning and visioning activity in some areas, particularly those poorly served by voluntary/community infrastructure or that faced historical issues or barriers that would have needed to be overcome so as to facilitate collaborative working.

In those areas with established community infrastructure (specifically Southmead and Kingstanding) the visioning process was a more central element in the programme's operation, regularly revisited through LRG meetings.

7.2.1 Community Selection

The approach to selecting communities represented one of several instances of mixed messaging around programme implementation which held back the programme, to a degree, in certain areas. In Glasgow, for instance, the encouragement of a competitive tender process for the selection of communities led to confusion as to the role of those organisations who led in the development of their tenderers. In others, the promotion of the programme's value to the community came under question and scrutiny when it emerged that £50,000 had been allocated for programme management, administration and this evaluation.

Recommendation

- Clear leadership and a consistent approach and message with clarity of guidance are key to the successful implementation of programmes of this scale and complexity. However, it should be acknowledged that greater direction can lead to unintended consequences, including a reduced sense of local ownership and autonomy.

Areas such as Ruchill and Possilpark, Bro Aberffraw, Islay and Jura, and Ryhope and Hendon (wherein residents identified themselves with multiple communities within the geographical areas of benefit) were faced with the challenge of ensuring that all communities were appropriately represented and that there were no areas unintentionally excluded from participating in activities.

In the majority of cases the challenges were handled well and several LRG members alluded to the success of the programme in bringing smaller "communities within communities" to the table and increasing collaboration and partnership working across recognised neighbourhoods/villages and wards. However, in Bro Aberffraw in particular, the rivalry undermined the level of trust and collaboration, ultimately leading to the programme ending early. Historical or traditional views on collaboration with each community were perhaps strengthened by the fact that LRG representatives typically held a longstanding commitment to their community (most commonly as a resident). This illustrates that when two (or several) communities are brought together to collaborate in community development activity there are greater consequences involved with heightened risk of failure along with the possibility of greater, more widespread, collaborative success.

7.2.2 Programme Monitoring and Evaluation

Early implementation commenced without a monitoring and evaluation framework in place and led to the application of localised monitoring and evaluation approaches that brought about varying success and a lack of consistency in the approach. A monitoring and evaluation framework was established for the programme but voluntary participation at a participant level and low rates of participation in the fieldwork (combined with complex (multi-tiered) delivery chains and multiple locations) have limited its effectiveness.

Grantee application and closure forms were significantly revised at an early stage within the programme but not before a wide variety of indicators had been used to identify issues and beneficiary groups to target.

Active engagement with LRG representatives and a case study approach have collectively provided a useful mechanism for the gathering of qualitative evidence from the programme. Regular provision of learning documents and quarterly reports have furthered that evidence base; however, the lack of consistency surrounding monitoring requirements and changes regarding definitions and "goal posts" for targets associated with the programme frustrated SDP representatives and created an additional administrative burden where resources were already stretched. In this regard, the lack of a tight monitoring framework (combined with a lack of connectedness between Spirit, UKCF as the management team, and the SDPs) resulted in monitoring requirements that were rather ad hoc and reactive in nature and with limited perceived contextual alignment or usefulness to SDP representatives who themselves were well versed in community development activities.

Across England, Wales and Scotland, the provision of a central database for the capture of grant activity that is completed at the community level was an entirely appropriate model to adopt; however, glitches in the system left the database incomplete until the final months of the programme. Furthermore, Scotland used a slightly different model of data capture with variations to terminology and structure.

Recommendation

- Clarity and consistency in monitoring requirements need to be established at an early stage within programme delivery, which would be aided by early engagement of the evaluators to help ensure that activities are structured in a suitable monitoring and evaluation framework prior to the commencement (or at least in the early stages of delivery) of the programme.

7.3 Programme Delivery

7.3.1 Marketing and Promotion

A host of approaches have been adopted in the marketing and promotion of Fourteen in communities; however, several areas have referred to more traditional, resource-intensive methods as the most successful for engaging those in the community who are typically more socially isolated, including the use of leaflets and, in several instances, door knocking to promote activity.
Several areas also highlighted the importance of tangible activity and intervention as being key to generating interest in areas, particularly in communities that have a long history of short-term initiatives and interventions which have led to a degree of scepticism regarding '*just another initiative*'.

Events have been a useful and effective approach to promotion and widening participant engagement. In several areas, events established through Fourteen will continue for the foreseeable future, illustrating a key legacy of the programme.

7.3.2 Patterns of Success

The flexibility of the model adopted for the Fourteen Programme has led to huge diversity in the activities supported and in the experience of those activities. Consequently, defining clear patterns of success for grant activities is challenging.

At a community level, one of the consistent ingredients for successful community development appears to be the deployment of personnel who act as a community builder or coordinator with the role of identifying individuals and groups and linking participants/groups with each other. The approach, where deployed successfully, has played a significant role in facilitating grassroots activity and bringing people and groups to the programme who, reportedly, were otherwise unlikely to engage with the programme. It has been suggested by participants, groups, LRG members and SDPs that small grants and those supporting them acted as a catalyst for social action which can be built upon in the future. Fourteen enabled projects of this nature to build a foundation for their work from which they can attract both

volunteers and future funding and in reflection interviews, SDPs expressed that it would have been beneficial to have these roles from the outset.

In many instances, the role has been partly funded (or wholly funded) by partner agencies; conversely, some locations were unable to benefit from the role due to a lack of match funding provision.

Recommendation

- The (at least partial) resourcing and employment of a Community Builder or similar role should be actively encouraged in programmes of this nature.

Several areas lauded the effect of "spark" grants or small grants for their role in catalysing the creation or development of a local group. In some areas the administration of these grants by a local community body was widely seen to be an effective model to adopt. The approach has encouraged a "test and learn" model and whilst, in hindsight, residents may have made different decisions regarding some grants, they have gained valuable knowledge and understanding of what works and why through the process. In several areas the local community body also acted as a mechanism through which groups were guided as to how they applied for the grant, how they could become constituted, etc.

As the programme has progressed, participatory budgeting has become increasingly popular, particularly within the Scottish communities (coinciding with the Scottish Government's pledge to distribute 1% of local government funding in this way by 2020), with increasingly innovative ways in which to encourage this. The model has widened community engagement in the programme, extending grassroots involvement in determining investment in local areas.

7.4 Impact

A key task of the evaluation was to identify what has actually changed and for whom. The nature of the impact arising from the programme is diverse and heavily influenced by the nature of the individual/organisation and the type of engagement that they have had with the programme.

7.4.1 Participants and Volunteers

At the participant level, a vast number of people have been engaged with the programme and it is estimated that over 9,000 have been engaged intensely. Those responding to the participant survey were typically already active in their community but have found that the programme has led to improvements in their well-being, an increase in their community engagement, and the acquisition of a range of soft skills, particularly associated with self-confidence and communication. Moreover, very few of the activities would have taken place without the funding from the programme and the lack of local provision was consistently described as the most significant barrier to engagement in the programme. The loss or lack of this provision may have led to heightened disengagement and social exclusion as a result.

Volunteers also played a key role in the programme and engaged (and secured) similar outcomes as a result of their engagement with the wider community. For both groups their sustained engagement in activities suggests an increased likelihood of sustained activity beyond the programme. The critical influence of role models in the initial engagement on activities was also synonymous with both groups.

Individuals that were socially isolated or excluded appear, based on the participant survey, to represent a small minority of those engaged in the programme. However, this cohort would likely engage in smaller-scale, lighter-touch activity that targeted through the participant survey, which may have resulted in underreporting for this cohort.

Recommendations

- Monitoring and evaluation, and particularly participant engagement, need to be tailored in order to ensure that participant engagement is focused on those who have had meaningful and sustained engagement in a programme.
- It should be mandatory for participants who have had meaningful and sustained engagement to participate in an appropriate level of evaluation.

7.4.2 Grantees

Amongst grantees the investment helped to enhance, sustain or create new activities and services, the vast majority of which were unavailable in the target communities without the investment of this resource. The funds have helped to build grantee knowledge of approaches to community development activity and of how to apply for and manage grant funding.

Grantees were very positive about the effect and impact of their service provision and the extent of sustained engagement in activities by participants is seen to be a key indicator of that success. More widely, the results of participant engagement in activities has primarily been captured through anecdotal evidence. For some grant schemes with intensive, targeted support this is likely to have been a missed opportunity to gather a more robust, independent intelligence base on their participants, which would have been useful for underpinning future grant applications.

7.4.3 Communities

Whilst community-wide impact is beyond the scope of a programme of this scale, Fourteen investment has clearly led to a tangible change in community support infrastructure in the vast majority of participant communities. Relationships have been created, partnerships established and attitudes changed. The programme has established momentum that in many areas, six months after closure, shows little sign of abating.

The level of interconnectedness, the understanding of area-based funding, and the insight of key representatives into the needs and opportunities of the communities have collectively left these areas with a much stronger, more resilient infrastructure than that which existed at the outset.

However, when assessing the extent of change in each community, their individual contexts need to be placed under consideration because, ultimately, the impact and legacy on communities are not synonymous across the community areas and expectations for each community should be adjusted accordingly. For example, Dumbiedykes is a small community in which events and the ability to hold events after the programme were the desired outcome, which they are now able to do. This in itself is an important legacy because it is what was wanted by that particular community and is evidence in itself of significant progress from their starting. This lack of synonymy should also be considered in areas which contain two communities with historic tensions. In some instances, these tensions were so entrenched and complex that they were not going to be overcome through Fourteen funding (Bro Aberffraw), whilst in others (Hendon and Ryhope), Fourteen provided an opportunity for groups to work together in a grassroots fashion not previously witnessed.

Therefore, whilst Fourteen's breadth means that a wide range of communities were able to locally decide how best to overcome local issues, it should also be acknowledged that in Fourteen areas across the UK, a programme such as this is going to have effects that are wide-reaching but variable and, most importantly, specific to their context.

7.5 Legacy and Sustainability

The majority of LRGs were hopeful of sustaining activity in some form in the short term at least. However, they were formed with the appraisal and distribution of funding as a central facet of their operation and it is mainly those who have secured subsequent funding who continue to meet regularly in an evolved form or function of that set out through the LRGs, linked to the additional resources that they have now secured for their communities.

The legacy for the programme is clearly therefore centred on the community infrastructure and relationships established, volunteer engagement, and heightened volunteering in community activity.

> *'Fourteen brought together a group of people who were already passionate about the community in which they lived but were working in isolation. Joined-up thinking and working has given the community a stronger voice, an improved sense of belonging, and encouraged community members to think to the future and the possibilities.'*

wavehill

social and economic research