

**Evaluation of
the
Transforming Waste
Scotland Grant Scheme**

Report to Forward Scotland

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EXECUTIVE SUMMARY

INTRODUCTION AND PURPOSE OF THE EVALUATION

This is a report on the evaluation of the Transforming Waste Scotland Grant Scheme (hereafter referred to as ‘the TWS Grant Scheme’ or ‘the Scheme’).

The research had two components. The first element was an outcome evaluation. The objective of this element of the evaluation was to identify the outputs and outcomes of the TWS Grant Scheme and assess the extent to which the Scheme has met its objectives.

The second element of the evaluation was a process evaluation. This element of the research was designed to review the design and delivery of the TWS Grant Scheme to assess the effectiveness of the structures and processes and to identify learning points which could inform other funding programmes.

DESIGN AND DELIVERY OF THE TWS GRANT SCHEME

The Transforming Waste Programme (hereafter referred to as ‘the Transforming Waste Programme’ or ‘the Programme’) was a UK-wide funding programme delivered by the New Opportunities Fund (NOF).

The Programme, launched in November 2002, aimed to enhance waste reuse, recycling and composting by the community sector. It funded projects which sought to deliver sustainable local solutions to the management of household waste across the four countries of England, Scotland, Wales and Northern Ireland.

Delivery of the Transforming Waste Programme in each of the four countries has been via the appointment of Award Partners. Forward Scotland, in partnership with the Recycling Advisory Group Scotland (RAGS), Keep Scotland Beautiful, and the Scottish Environment Protection Agency (SEPA), was appointed as the Award Partner in Scotland to deliver the TWS Grant Scheme.

The aim of the TWS Grant Scheme was:

“to encourage and support community based waste reduction, reuse, recycling and composting projects across Scotland to help achieve the targets set out in the emerging local, regional and national waste strategies.”

The objectives of the Scheme were:

- to encourage and support community based projects designed to extend the infrastructure for collection and treatment of recoverable waste materials, in accordance with local priorities;
- to encourage more households to participate actively in waste reduction, reuse, recycling and composting schemes;
- to extend public awareness and understanding of local priorities in waste management, their rationale and the benefits that will accrue;

- to encourage new approaches to waste management, creating training, employment, environmental and other benefits for communities experiencing deprivation; and
- to encourage networking and the creation of an advice and support framework to sustain and extend activities in the long term.

REVIEW OF ACTIVITY AND OUTPUTS

In the period February 2003 to December 2004, the TWS Grant Scheme distributed a sum of £4,460,120. It supported a total of 46 projects.

- The Scheme supported projects with a total value of £14,602,388 (including in-kind funding).
- The total value of all projects excluding in-kind contributions was £11,294,875.
- The level of other funding levered into projects was £6,834,755 which represents 61% of the total level of cash funding.

The research reached the following conclusions:

- the TWS Grant Scheme achieved a high level of spend against its budget (it distributed £4,460,120 against a budget of £4,460,519);
- the TWS Grant Scheme was successful in leveraging considerable additional funds into the sector;
- the distribution of awards achieved good geographic spread of funding;
- the type of project funded was skewed toward reuse projects, but this reflects the TWS Grant Scheme criteria and capacity of the sector;
- the tonnage of waste diverted is lower than anticipated but reflects the UK-wide pattern as identified in the evaluation of the Transforming Waste Programme¹;
- projects have delivered on their employment targets and, disregarding a small number of projects which had unrealistic targets for volunteer input, have delivered reasonably well on volunteer involvement; and
- the TWS Grant Scheme has provided value for money when comparing the 'grant cost per tonne' and the 'cost per job' against comparator programmes.

However, the monitoring information relating to number of training places, household involvement and number of beneficiaries is not accurate enough to assess outputs against targets.

IMPACT OF THE TWS GRANT SCHEME

The evaluation reports on the outcomes delivered by the TWS Grant Scheme and the extent to which the Scheme has achieved its objectives.

Outcome one: Increase the amount and range of materials diverted away from final disposal

The report concludes that the TWS Grant Scheme was successful in achieving its objective of supporting community sector organisations to develop the infrastructure for waste

¹ Environmental Resources Management (ERM), *The Evaluation of the Transforming Waste Programme – Annual Report*. (October 2005)

management and increase the weight and range of waste diverted from landfill. The research also suggests that a considerable element of the impact will be sustained beyond the life of the Scheme.

Outcome two: Increase the numbers of households participating in waste recycling, reuse and composting projects

Many of the projects involve households in activities directly, increasing the overall number of participating households.

Additionally many projects have the potential to change individual behaviours in the longer term which will have a sustainable impact on the levels of waste reused, recycled or composted.

Outcome three: Develop sustainable communities

Projects have made a considerable contribution to the development of sustainable communities through creating jobs, training places and volunteering opportunities. In many cases, these have directly benefited people from disadvantaged communities.

Additionally the Scheme has supported the expansion of a number of furniture reuse projects which have increased the range of goods available and the number of people who benefit from these projects.

The TWS Grant Scheme has also supported the development of new approaches and new technologies which have built the knowledge base and capacity of the sector and increased the range of materials which can be diverted.

Wider impact of the TWS Grant Scheme

The evaluation concludes that the TWS Grant Scheme has:

- achieved a high degree of additionality;
- developed the capacity of individual organisations; and
- developed the capacity of the community sector infrastructure for waste management.

Factors impacting on outcomes

The following external factors have impacted on the capacity of the TWS Grant Scheme to deliver its anticipated outcomes:

- the short duration of funding;
- delays in securing partnership funding which delayed the start for many projects;
- changes to other funding streams which impacted on the core funding for some applicant organisations;
- delays in implementation of the EU Waste Electrical and Electronic Equipment (WEEE) Directive which meant that the markets for recycled products did not develop as expected. This reduced the income generation potential of a number of projects; and
- the support for the community sector from local authorities is not consistent across Scotland.

However, since the establishment of the TWS Grant Scheme there have also been new developments in the policy and funding environment, and in the support infrastructure for the sector, which have supported the objectives of the TWS Grants Scheme in relation to enhancing the role of the community sector in waste management and supporting the sustainability of community sector organisations.

REVIEW OF THE TWS GRANT SCHEME MODEL AND DELIVERY MECHANISMS

The research concludes that the model established by the partners provided robust structures for the management and implementation of the TWS Grant Scheme.

Critical success factors in the implementation of the model were:

- a strong, committed partnership;
- an effective Management Group;
- an autonomous Grants Panel;
- clear remits and effective procedures to support decision making; and
- very effective management support from Forward Scotland as the delivery partner.

The structures provided for strong operational management of the TWS Grant Scheme but may have benefited from a stronger focus on the strategic management of the Scheme.

The delivery process was considered to be robust.

- TWS Grant Scheme delivery has been supported by the development of clear and efficient systems and procedures for applicants.
- A dedicated Management Team was established to deliver the TWS Grant Scheme. The approach adopted by the Management Team supported grant recipients to deliver successful projects.
- Rigorous financial management of the TWS Grant Scheme at the project and Scheme level enabled projects and the Scheme to achieve maximum drawdown of funds.
- At the project level, the strong financial management and the flexibility of the approach to use of funds has enabled projects to alter operational plans to respond to changed circumstances.

However, the monitoring system has concentrated on measuring project outputs and there is a gap in monitoring information to inform the assessment of outcomes at the TWS Grant Scheme level.

LEARNING POINTS

Learning points for programme design

These learning points are aimed at funders.

Increase the duration and scale of funding

The short term nature of funding programmes can result in a focus on the delivery of projects rather than outcomes and on short term project planning at the expense of longer term planning for sustainability within the community sector. To support community sector organisations to deliver more sustainable outcomes, programmes should seek to:

- provide significant sums over a longer period of time; and
- enable funders to invest in organisations, not just in projects.

Invest in development support

Although development support represents a cost to funders, the evidence from this Scheme and other programmes shows that development support can assist projects to deliver better outcomes and therefore increase the impact of strategic funding programmes.

Provide longer lead in times

Longer lead in times can improve the programme outcomes.

- Funders and award partners can ensure that there is clarity over the strategic objectives of programmes and a jointly agreed evaluation framework to measure the impact of the programme.
- Systems can be developed for operational and strategic management of the programme.
- Projects are better informed and have more time to develop applications (which are more likely to deliver programme outcomes).

Recognise the limits of funding programmes to deliver strategic objectives at the local level

Many strategic funding programmes aim to promote the sustainability of the community sector. However, the successful development of the social economy is dependent on changes in the procurement climate and the capacity of funding programmes to influence local authority purchasing behaviours is extremely limited.

Strategic funding programmes must recognise the limits of their own influence on the delivery of national policy at the local level.

Learning points for programme delivery

The following learning points are aimed at delivery partners.

Create opportunities to review the strategic direction of the programme

There is a need to create opportunities to 'stand back' to review the strategic direction of the programme and amend processes as required.

Maximise the impact of development support

- The objectives of development support should be clearly specified.
- To get better outcomes, development support should continue beyond the application process.
- Development support at the application stage needs to be fully integrated with programme delivery (maintaining the benefits of relationship development).

Develop a monitoring and evaluation framework

- Develop the evaluation framework early on and identify appropriate project monitoring requirements.
- Carry out an induction to the programme which introduces projects not only to the systems and procedures of the programme, but also explains the strategic objectives of the programme and their link with the outputs delivered at project level.
- Provide training and support to develop project monitoring systems which respond to the programme objectives.
- Provide feedback on monitoring information.
- Promote monitoring and evaluation as a benefit – many projects who have invested time and effort in evaluation acknowledge that it has improved their capacity in planning and delivery of services and their ability to prove the value of their services to funders.

I. INTRODUCTION

I.1 Context for the Evaluation

The Transforming Waste Programme (hereafter referred to as ‘the Transforming Waste Programme’ or ‘the Programme’) was established with the primary objective of assisting with the delivery of more sustainable waste management across the UK.

The Programme was specifically aimed at enhancing the role of the community sector in waste management and has funded community sector projects across the UK.

Originally funded by the New Opportunities Fund (NOF), now part of the Big Lottery Fund, the Programme is a UK-wide programme. It is delivered via the appointment of Award Partners in each of the four countries.

The UK Transforming Waste Programme has been evaluated on behalf of the Big Lottery Fund.²

This is a separate evaluation of the Transforming Waste Scotland Grant Scheme (hereafter referred to in this report as ‘the TWS Grant Scheme’ or ‘the Scheme’). The evaluation will build on the previous evaluation, identify specific outcomes and impacts from the TWS Grant Scheme in Scotland, and comment on the Scheme structure and delivery in the Scottish context.

I.2 Objectives of the Evaluation

While the primary aim of the evaluation is to assess the extent to which the TWS Grant Scheme has achieved its aims and objectives, the evaluation is not only about outputs and outcomes (hard and soft), but will also consider the structures and processes which have been put in place to deliver the Scheme.

The primary objective of the evaluation is therefore to identify the outputs and outcomes of the TWS Grant Scheme and assess the extent to which the Scheme has met its objectives. This element of the study will identify the level/geographic spread and nature of projects supported and assess:

- how effectively the TWS Grant Scheme has diverted household waste from landfill;
- levels of community involvement in the projects; and
- wider social and economic benefits which have been delivered as a result of the Scheme (both to the organisations and to the wider community).

Additional objectives of this evaluation are to:

- review the TWS Grant Scheme model and comment on the capacity of the model to deliver the anticipated outcomes;

² Environmental Resources Management (ERM), *The Evaluation of the Transforming Waste Programme – Annual Report*. (October 2005)

- review the processes with a view to identifying the strengths and weaknesses of TWS Grant Scheme delivery;
- identify the elements of the delivery process which impact on accessibility of the Scheme and on its outcomes; and
- identify learning points which could inform other funding programmes.

1.3 Approach and Methodology

The approach to the research involved the following stages.

Scoping

This stage in the evaluation carried out desk research to review the policy context for the TWS Grant Scheme and interviews with partners and stakeholders to explore stakeholder expectations for the Scheme.

Review of fund activity and outputs

This stage in the evaluation used existing Forward Scotland data and management reports to review application levels, themes, value, location and the outputs from the Scheme.

Identification of outcomes/impacts

The identification of outcomes has been achieved through developing nine case studies which were selected to exemplify the nature of funded projects, their geographical spread and outcomes. Case studies were carried out through project visits, interviews with project staff and collation of reports and monitoring information.

Review of TWS Grant Scheme model

This stage of the evaluation involved an analysis of the TWS Grant Scheme design through desk research (management reports and research on other programme models) and interviews with stakeholders.

Review of TWS Grant Scheme delivery

This stage of the evaluation reviewed the application process and the levels of support available to applicant organisations through interviews with the Management Team, members of the Grants Panel and telephone interviews with organisations who have applied to the TWS Grant Scheme, both successfully and unsuccessfully. Despite considerable attempts, we have been unable to achieve a reasonable sample of responses from unsuccessful applicants as projects had closed down, people moved on or were unwilling to comment.

1.4 Report Content and Structure

Chapter 2 – This chapter describes the context for the development of the TWS Grant Scheme. It outlines the relationship between the Scheme and the Transforming Waste Programme, and the delivery mechanism, objectives and specific funding criteria of the TWS Grant Scheme.

Chapter 3 – This chapter reviews the key elements in the delivery of the TWS Grant Scheme and the outputs delivered by the Scheme.

Chapter 4 – This chapter describes the outcomes which the TWS Grant Scheme has delivered, the extent to which these outcomes contribute toward the achievement of its original objectives, and the wider impact of the Scheme. It also considers the factors impacting on the delivery of outcomes.

Chapter 5 – This chapter reviews design and delivery of the TWS Grant Scheme. It also outlines the effectiveness of the structures and processes, and the issues impacting on the delivery of the TWS Grant Scheme.

Chapter 6 – This chapter summarises the findings of the evaluation and highlights the learning points which can be drawn from the TWS Grant Scheme.

2. DESIGN AND DELIVERY OF THE TRANSFORMING WASTE SCOTLAND GRANT SCHEME

This chapter describes the context for the development of the Transforming Waste Scotland Grant Scheme. It outlines the relationship between the TWS Grant Scheme and the Transforming Waste Programme, and the delivery mechanism, objectives and specific funding criteria of the TWS Grant Scheme.

2.1 Context

The Transforming Waste Programme was a UK-wide funding programme delivered by NOF. The Programme was established with the primary objective of assisting with the delivery of more sustainable waste management across the four countries.

The Transforming Waste Programme funded projects which sought to deliver sustainable waste practice across a range of waste types, through varied means and across the four countries of England, Scotland, Wales and Northern Ireland.

The Programme was launched in November 2002 and the anticipated date for contract completion was March 2007 (although the Big Lottery Fund has recently agreed to extend the Programme in England until March 2008).

The Transforming Waste Programme aimed to enhance waste reuse, recycling and composting by the community sector. The Programme funded projects run by community sector organisations which met the following criteria:

- to establish new waste recycling, reuse or composting projects in areas where they currently do not exist;
- to expand existing waste recycling, reuse or composting projects through, for example, collection of additional materials or expanding the geographical area covered; and
- to increase the weight of material recycled, reused or composted through education or awareness raising activities relating to new or existing projects.

2.2 Delivery of the Transforming Waste Programme in Scotland

Delivery of the Transforming Waste Programme in each of the four countries has been via the appointment of Award Partners.

In November 2002, Forward Scotland, in partnership with the Recycling Advisory Group Scotland (RAGS), Keep Scotland Beautiful, and the Scottish Environment Protection Agency (SEPA), was successful in its bid to become an Award Partner of NOF to distribute Lottery monies through the TWS Grant Scheme.

Each of the partners has a Scotland-wide remit to promote the development of sustainable waste management solutions and direct experience of working with key stakeholders like local authorities and community based organisations. Each partner is represented on the Management Group.

The TWS Grant Scheme opened in February 2003, and all spend had to be incurred by March 2006. It is anticipated that the contract will be completed by Autumn 2006.

This evaluation has been carried out in the period April to June 2006.

2.3 Objectives of the Transforming Waste Scotland Grant Scheme

The partners' bid document to NOF³ identified the aim of the TWS Grant Scheme as follows:

“to encourage and support community based waste reduction, reuse, recycling and composting projects across Scotland to help achieve the targets set out in the emerging local, regional and national waste strategies.”

The objectives of the TWS Grant Scheme, as stated in the bid document, were to:

- encourage and support community based projects designed to extend the infrastructure for collection and treatment of recoverable waste materials, in accordance with local priorities;
- encourage more households to participate actively in waste reduction, reuse, recycling and composting schemes;
- extend public awareness and understanding of local priorities in waste management, their rationale and the benefits that will accrue;
- encourage new approaches to waste management, creating training, employment, environmental and other benefits for communities experiencing deprivation; and
- encourage networking and the creation of an advice and support framework to sustain and extend activities in the long term.

2.4 Priorities and Criteria for the Transforming Waste Scotland Grant Scheme

The TWS Grant Scheme aimed to support non-profit-taking community based organisations to develop local solutions to the management of household waste.

The Scheme had three priorities.

- To increase the amount and range of materials diverted away from final disposal:
 - by developing the infrastructure to collect materials from households;
 - by establishing new waste recycling, reuse and composting projects;
 - by building partnerships with the voluntary, public and private sectors; and
 - by increasing the weight of materials recycled, reused or composted.
- To increase the numbers of households participating in waste recycling, reuse and composting projects:
 - by increasing opportunities for people to participate through education and awareness raising;
 - by expanding the geographical area covered by existing projects; and
 - by increasing the range of materials collected by existing recycling projects.

³ Extract from Transforming Waste Scotland Grant Scheme bid document to New Opportunities Fund.

- To develop sustainable communities:
 - by building the skills base;
 - by providing opportunities for people who do not usually participate in such activities to do so;
 - by increasing the level of awareness of waste management in the community;
 - by encouraging networking between agencies to support the sharing of best practice; and
 - by establishing advice and support for organisations and individuals participating in the project.

The key criteria of the TWS Grant Scheme were:

Development of new capacity

- The Scheme could be used to support the development of new capacity to divert waste or to expand the capacity of existing projects to divert waste from landfill.
- The fund could not be used to sustain existing projects/activities.

Sustainability

- The Scheme aimed to support waste management initiatives which could be sustained beyond the life of Lottery funding. Applicants had to be able to identify that a market existed for the materials collected to demonstrate the long-term viability of proposals.
- The Scheme also sought to support sustainable development in the design and delivery of projects, maximising the environmental, social and economic impact of projects.

Strategic fit

- The Scheme sought to support projects which contributed to national and local waste strategies.
- The Scheme also sought to reflect local need and aimed to support projects which were additional to and which complemented existing activity in each area.

Partnership working

- The Scheme sought to support projects which exhibited partnership working between the community sector and the public and private sectors.

Tackling disadvantage

- The Scheme sought to maximise the environmental, social and economic benefits and placed a high priority on projects which engaged with disadvantaged communities and created additional benefits such as skills development or job creation.

Value for money

- The Scheme sought to ensure value for money in terms of the outputs delivered and in the management of the projects.

Quality

- The Scheme sought to promote the development of high quality projects.

State aid, Lottery legislation and general legal requirements

- All projects had to comply with relevant legislation and in particular state aid legislation, in all aspects of the planning, development and delivery of the project.

3. REVIEW OF ACTIVITY AND OUTPUTS

This chapter summarises the key elements of TWS Grant Scheme activity and reports on the outputs delivered by the Scheme.

3.1 Review of Activity

Applications and awards

The TWS Grant Scheme was launched and opened for applications in February 2003. The deadline for the first funding round was 31st March 2003.

The TWS Grant Scheme operated a quarterly funding cycle (four rounds per year).

In response to demand from the sector and the availability of funding, the Management Group took the decision to close applications to the fund on 30th September 2004. In total seven funding rounds were held, with all monies committed by the seventh funding round in December 2004. In this period, the fund received 92 applications.

The Scheme made a total of 49 awards, three of which were subsequently declined or withdrawn (in situations where the applicant organisations could not meet the terms and conditions of the grant offer). A final total of 46 projects were supported.

An additional seven small grants were made to existing projects with monies returned to the TWS Grant Scheme after the last funding round. The Management Group established an alternative decision making process to distribute these monies. Approximately £86,000 was distributed in seven small grants utilising this process.

Table 1: Profile of applications and awards

Number of applications	92
Number of awards	49
Final number of awards	46
Additional grants made to existing projects	7

Data Source: TWS Grant Panel Decision Record

Level of funding available through the TWS Grant Scheme

NOF made available £4.46 million for projects in Scotland. The TWS Grant Scheme achieved a high level of spend against its budget.

Table 2: Level of funding distributed

Funding available	£4,460,519
Funding distributed	£4,460,120

Data Source: TWS Grant Panel Decision Record and Management Reports

Leverage

Applicants were encouraged to seek partnership funding but there was no fixed intervention rate for the fund. Although awards of 100% were available in exceptional

circumstances, all projects attracted match funding (both cash and in-kind funding were accepted as match funding).

The Scheme supported projects with a total value of £14,602,388 including in-kind funding.

The total value of all projects excluding in-kind contributions was £11,294,875.

- The TWS Grant Scheme provided £4,460,120 of this total.
- The level of other funding levered into projects was £6,834,755.
- 61% of the total cash value of project funding was attracted from external sources.

Scale of awards

The TWS Grant Scheme offered grants ranging from £20,000 to £300,000.

- The smallest grant awarded was £20,000.
- The largest grant awarded was £238,951.

The profile of awards by size of award is shown below.

Table 3: Profile of awards made

Size of grant award	Number of awards
£20,000 to £49,999	10
£50,000 to £99,999	20
£100,000 to £149,999	9
£150,000 to £199,999	4
£200,000 and over	3

Data Source: TWS Grant Panel Decision Record

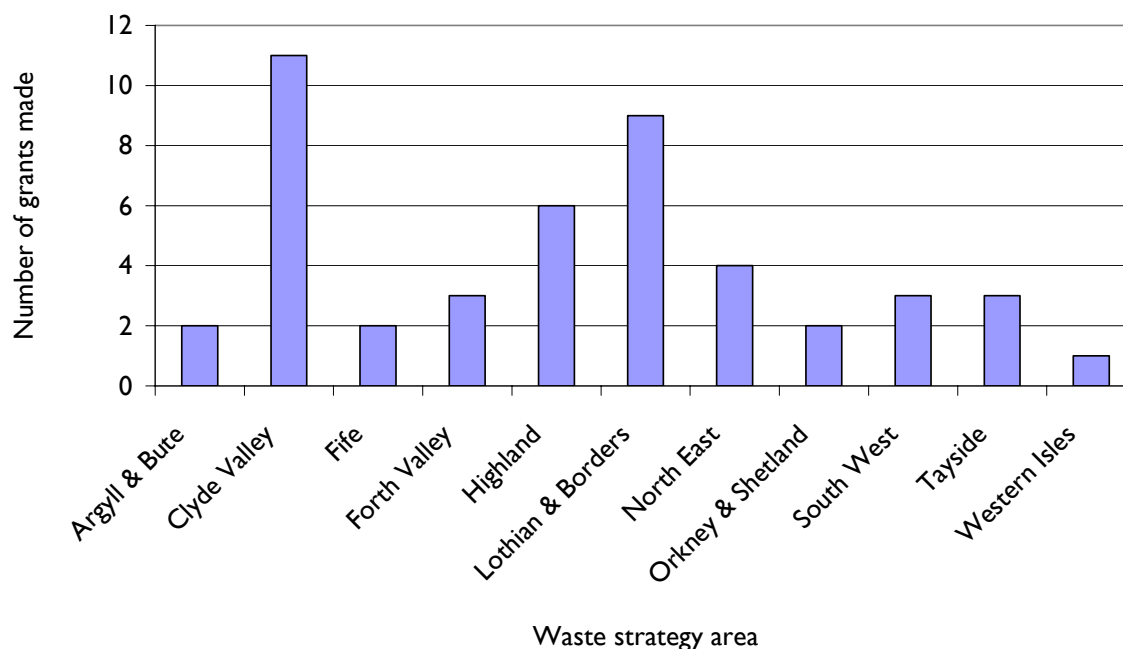
The seven additional grants made to existing organisations ranged in size from £6,400 to £16,000.

Geographic allocation of funding

Funding was not specifically geographically targeted and there were no ringfenced allocations. However, the TWS Grant Scheme has achieved good geographic spread of funding across the 11 waste strategy areas and 32 local authority areas.

Grants have been made in all of the 11 waste strategy areas and in 27 of the 32 local authority areas. Diagram 1 shows the distribution of grants over the waste strategy areas.

Diagram I: Grant distribution by waste strategy area



Range of projects supported

Projects are categorised under three types: reuse, recycling and composting. Of the 92 applications, 48 were for reuse projects, 27 were for recycling and 17 for composting projects.

Although a number of projects carry out more than one activity, the following breakdown categorises projects by their primary function.

Table 4: Profile of funded projects

	Reuse	Recycling	Composting
Number of applications	48	27	17
Number of projects supported	26	10	10
Total TWS Grant Scheme funding (£)	£2,646,647	£737,190	£990,570
% of total TWS Grant Scheme funding	59%	17%	22%

Data Source: TWS Grant Panel Decision Record

Total percentages do not add up to 100% as the seven additional small grants are not included.

Although the original bid to NOF assumed an equal split of funding between the three categories, Table 4 shows that there were significantly more applications and awards to reuse projects.

Approximately 59% of the fund went to support reuse projects with 17% and 22% respectively on recycling and composting projects.

The higher level of applications and awards to reuse projects reflect:

- the TWS Grant Scheme criteria which required projects to achieve new or expanded capacity but also to be able to achieve sustainability by the end of the funding period. There is a demonstrable market for reused goods, and examples of reuse projects developing Service Level Agreements (SLAs) with local authorities to supply goods; and
- the capacity of the community sector at that time.

Cost per tonne of waste diverted

As a guideline to ‘value for money’, applicants were asked to estimate the weight of materials which each project would divert from landfill. Based on these estimates, the grant cost per tonne is provided below (note that this figure is based on the estimates of tonnage to be diverted, not the actual tonnage diverted).

Table 5: Estimated grant cost per tonne (based on application targets)

	Reuse	Recycling	Composting
Anticipated tonnage diverted	14,987	4,573	14,795
Grant cost per tonne diverted	£177	£161	£67

Data Source: TWS Grant Panel Decision Record

3.2 Review of Outputs

Targets

The establishment of realistic output targets for the TWS Grant Scheme was hampered by the lack of robust baseline information on the weight or volume of materials being reused, recycled or composted.

Based on ‘best estimates’, Forward Scotland indicated in its bid document that the TWS Grant Scheme had the potential to redirect 50,000 tonnes of waste from landfill.

At the project level, every project applicant was required to set quantified targets for the following outputs:

- tonnage of waste diverted from landfill;
- number of households participating in the projects;
- number of other beneficiaries of the projects;
- number of full-time and part-time jobs created; and
- number of volunteer places created.

Again, it must be recognised that the output targets specified by applicants in their project applications were estimates. Where projects were developing new approaches or new capacity there was little experience on which to base the estimates.

Actual outputs

The outputs reported below are the actual outputs reported by projects in their most recent monitoring reports (as at May 2006). It should be noted that these figures do not represent the final outputs from the TWS Grant Scheme as not all projects have submitted Project Completion Monitoring Reports at this time (July 2006).

Table 6: Actual outputs reported

	Target	Actual
Tonnage of waste diverted	34,355	21,542
Number of households participating	459,942	189,981
Number of beneficiaries	759,326	374,022
Number of full-time jobs created	132	116
Number of part-time jobs created	51	68
Number of volunteer places created	1,759	813
Number of training placements created	226	*

Data Source: TWS Grant Panel Decision Record, TWS DCA Input Data file, and updated figures from Management Team.

*The DCA Input Data file does not collate the number of training places achieved.

The output information highlights the following issues.

The weight of waste actually diverted has fallen short of the target. However, this result reflects the findings of the evaluation of the Transforming Waste Programme (ERM, October 2005), which reported that the shortfall on this target was due both to applicants overestimating the level of waste which they could divert and to delays in project start dates resulting from difficulties in achieving partnership funding.

In general, projects were successful in creating the number of jobs anticipated in application, although some full-time posts were converted to part-time posts.

The target for the number of volunteer places is significantly skewed by two projects which between them estimated that they would create 900 posts. Excluding these two projects, the number of volunteer posts achieved has been reasonably accurate.

The actual number of training placements was not recorded in the monitoring data used for the above analysis (DCA Input Data file). However, separate data sources (completion reports for 30 projects) report that 730 training placements have been achieved. It is likely that the disparity between the target and reported achievements has resulted from a weak definition of this indicator, which has resulted in projects counting different things. It is

unclear whether this indicator related to the creation of formal training places such as New Deal places, or ‘placements’ which many projects provided such as short term work experience placements for trainees on other programmes, community service order placements, and therapeutic placements.

The estimates of ‘number of households participating’ and the ‘number of beneficiaries’ were clearly overstated in the applications. Aside from a general tendency for projects to overestimate their anticipated outcomes at the application stage, a review of the application forms and monitoring information shows that the basis for these estimates has differed between applicants.

- In some applications, the number of households participating has been estimated as every household in a particular area; in other applications it has been estimated as the actual number of households that would engage with a particular service (for example number of households making donations to a reuse project).
- In the case of target numbers of beneficiaries, the basis for estimating this target varies dramatically between project applications. In some applications, the beneficiaries have been identified as every person in a particular area who might have access to the services of the project.
- Neither the target figure nor the monitoring information on achievement of targets for these two indicators is robust.

Value for money

We have used the available monitoring information to develop some estimates of the ‘cost per output’ for the TWS Grant Scheme.

Due to the quality of the data, we suggest that the ‘grant cost per tonne’ and the ‘grant cost per job’ are the two more robust measures. These are also the most useful measures for comparison with other programmes.

Table 7: Grant cost per output

	Tonnes	FTE jobs*	Volunteer places	Households	Beneficiaries
Total outputs	21,542	160	813	189,981	374,022
Cost per output	£207	£27,877	£5,486	£23	£12

Data Source: TWS Grant Scheme monitoring information and updated information from the Management Team.

*Part-time jobs have been converted into full-time equivalents (FTEs) at a ratio of three part-time jobs to two FTEs to calculate the cost per job.

While it is difficult to provide a robust benchmark against which to assess the ‘value for money’, the following examples give a range of comparators against which the outcomes from the TWS Grant Scheme can be considered.

- Historic information from the Transforming Waste Programme

The 'cost per output' figures in Table 8 are based on data reported in the evaluation of the Transforming Waste Programme (ERM, October 2005). It should be noted that the output data is based on interim monitoring returns from projects and therefore represents interim rather than final outputs. The 'cost per output' figures reported in Table 8 therefore do not represent the final costs per output from the Programme.

However, based on these figures, the TWS Grant Scheme was achieving significantly lower costs per outcome than the other programmes in the UK.

Table 8: Transforming Waste Programme costs per output

	Cost per tonne	Cost per FTE job*	Cost per volunteer place	Cost per household
Scotland	£819	£ 47,282	£14,160	£58
England	£2,084	£121,675	£32,899	£90
Wales	£3,580	£ 79,693	£60,803	£35
Programme average	£1,810	£ 99,453	£29,302	£76

Data Source: ERM, October 2005

* Part-time jobs have been converted into full-time equivalents (FTEs) at a ratio of three part-time jobs to two FTEs to calculate the cost per job.

Note that at time of the Programme evaluation, the level of monitoring information received from the Northern Ireland programme was very low (only two of 13 projects had provided monitoring reports). Therefore, the data from the Northern Ireland programme has been removed to avoid skewing the values.

Other comparators for cost per job include:

- the mid term evaluation of Scottish 2000-2006 Objective 3 Programme⁴. This research provides comparators for 'cost per job' ranging from £9,867 to £19,027; and

⁴ Hall Aitken, *Objective 3 Mid Term Evaluation*. (October 2003)

- the report on Green Job Creation in the UK for the European Union⁵. This research develops a number of estimates of ‘cost per green job’ ranging from £16,100 to £45,000.

These comparators show that the ‘cost per job’ achieved by the TWS Grant Scheme sits easily within the spectrum of costs which have been delivered by other funding programmes.

Summary of activity and outputs

- The TWS Grant Scheme was very effective at distributing funding to the sector. It achieved a high level of spend against its budget (it distributed £4,460,120 against a budget of £4,460,519).
- The TWS Grant Scheme was successful in leveraging considerable additional funds into the sector.
- The distribution of awards achieved good geographic spread of funding.
- The type of project funded was skewed toward reuse projects, but this reflects the TWS Grant Scheme criteria and capacity of the sector.
- The tonnage of waste diverted is lower than anticipated but reflects the pattern experienced by the Transforming Waste Programme (ERM, October 2005).
- Projects have delivered on their employment targets and, disregarding a small number of projects which had unrealistic targets for volunteer input, have delivered reasonably well on volunteer involvement.
- The TWS Grant Scheme has provided value for money when comparing the ‘grant cost per tonne’ and the ‘cost per job’ against comparator programmes.

However, the analysis of the extent to which The TWS Grant Scheme has achieved its targets should be qualified by the following factors:

- the project ‘targets’ were based on estimates, in many cases founded on fairly limited information;
- the monitoring data provided by projects was weak in some areas;
- some projects experienced difficulties in gathering robust data to report against these targets and in disaggregating information relating to the TWS Grant Scheme funded project from the rest of the organisation; and
- the definition of indicators was unclear (projects were counting different things).

In particular, the measure of ‘households participating’ and ‘number of beneficiaries’ have not proved to be useful indicators of the success of the TWS Grant Scheme.

⁵ Association for the Conservation of Energy; GMB Research; Friends of the Earth; UNISON Research, *Green Job Creation in the UK* (June 1998)

Learning point

- There is a need for greater clarity in the definition of indicators.
- There may be a need to assist projects to identify indicators to measure the performance of their projects and to support them to gather and report on meaningful indicators.

4. IMPACT OF THE TWS GRANT SCHEME

The previous chapter identified the activity and outputs delivered by the TWS Grant Scheme but highlighted that the existing output indicators do not provide adequate information to assess the outcomes from projects or the impact of the Scheme.

In this chapter, we review the information from case studies of nine of the funded projects to highlight the outcomes which these projects have delivered and consider these in relation to the original objectives of the TWS Grant Scheme.

Aims and objectives of the TWS Grant Scheme

The overall aim of the TWS Grant Scheme was:

“to encourage and support community based waste reduction, reuse, recycling and composting projects across Scotland to help achieve the targets set out in the emerging local, regional and national waste strategies.”

The key outcomes which the TWS Grant Scheme sought to deliver were:

- **an increase in the amount and range of materials diverted away from final disposal;**
- **an increase in the numbers of households participating in waste recycling, reuse and composting projects; and**
- **the development of sustainable communities.**

4.1 Evaluation Framework

In order to identify the outcomes from the TWS Grant Scheme, we have carried out case studies of nine projects which were funded by the Scheme.

The purpose of the case studies is to identify evidence of the outcomes which can be used to inform the analysis of the impact of the Scheme.

We have developed an evaluation framework (see overleaf) which provides a basis on which to assess the outcomes from individual projects against the overall objectives of the Scheme.

A summary of the outcomes from each of the projects is provided in the pro forma attached at Appendix 3.

Evaluation Framework

Outcome one: Increase the amount and range of materials diverted away from final disposal	
EVALUATION QUESTIONS	INDICATORS
Has the project increased the weight of materials diverted?	Weight of materials diverted.
Has the project increased the range of materials diverted?	Range of materials diverted.
Has the project developed the community sector infrastructure for waste management? <ul style="list-style-type: none"> • Did it establish a new infrastructure? • Did it increase the capacity of the existing infrastructure? 	Number of new waste management projects developed. Number of existing projects with increased capacity.
Is the infrastructure sustainable?	Number of projects with sustainable sources of income (Service Level Agreements (SLAs), generated income).

Outcome two: Increase the numbers of households participating in waste recycling, reuse and composting projects	
EVALUATION QUESTIONS	INDICATORS
Has it increased the number of households participating in recycling, reuse and composting or geographic areas covered?	Number of households participating.
Is there evidence of increased public awareness or evidence of changes in behaviours among participating households?	Increase in levels of recycling, reuse, composting by participating households.
Is there evidence of an increase in the range of materials being recycled, reused or composted?	Increase in range of materials being recycled, reused or composted by participating households.

Outcome three: Develop sustainable communities	
EVALUATION QUESTIONS	INDICATORS
Has it created opportunities for involvement of local people/marginalised groups through volunteering, training or employment?	Number of volunteering, training places or jobs created. Access by marginalised groups.
Has it built the capacity/increased skill levels of marginalised groups through volunteering, training or employment?	Skills/qualifications achieved. Destinations of volunteers and trainees.
Has it created other social, economic or environmental benefits?	Number of other beneficiaries and types of impact.
Has this project built the capacity of: <ul style="list-style-type: none"> • the organisation? • the sector? 	Increased skills or knowledge within the organisation. Relationships with local authorities or partners. Approaches and technologies which can be replicated.

4.2 Project Outcomes

The case studies highlight the range and diversity of projects supported by the TWS Grant Scheme and the range of outcomes which have been delivered. This section summarises the extent to which these outcomes contribute toward the achievement of the Scheme objectives.

Outcome one: Increase the amount and range of materials diverted away from final disposal

Evidence from the case studies shows that TWS Grant Scheme funding has been successful in its primary objective of enabling community sector organisations to increase the amount, and in many cases, the range of materials diverted from landfill. It has achieved this by supporting new projects, expanding the capacity of existing projects and developing new approaches.

This evidence is supported by data from Project Monitoring Completion Reports which are submitted by projects at the end of the funding period. To date, 30 projects have submitted completion reports. Information from these reports shows that the added capacity of the sector to divert waste is 13,452 tonnes per annum (note that this total relates to 30 projects only).

The Scheme aimed to support initiatives which could be sustained beyond the life of Lottery funding. Although not all of the projects will be sustainable in the long term, the case study projects show a variety of ways in which the impact will be sustainable beyond the life of the TWS Grant Scheme.

- Projects such as the North East Master Composter Programme and the RoWAN Waste Free Vehicle project seek to raise awareness among individuals and deliver lasting changes in behaviour which will result in a reduction in the amount of waste going to landfill.
- In other cases, the TWS Grant Scheme has supported the development of new social enterprises for which financial viability of the organisation is an underpinning objective (FEAT Enterprises – Mattress Recycling, Spruce Carpets, Fyne Homes – Bute Recycling Centre). Although the short term nature of TWS Grant Scheme funding has been cited as a constraint to achieving financial viability, each of these projects is working toward a self financing ‘business model’.
- The TWS Grant Scheme has also provided funding to a number of organisations which have been grant dependent in the past. The case studies show that while these organisations will continue to rely on grant funding to some extent, the Scheme has made a contribution to supporting these organisations in their transition towards lower dependency on grant funding (HomeAid West Lothian, ILM Highland – Transform).
- The TWS Grant Scheme has enabled a number of community based organisations to purchase property and in one case to build new premises. Owning property not only reduces the revenue requirements of projects (annual rentals) but also provides community sector organisations with an asset base against which they can raise finance.

One of the explicit objectives of the TWS Grant Scheme was to encourage networking and the creation of an advice and support framework to sustain and extend activities in the long term. This objective has been aided to a large extent by the development of the Community Recycling Network for Scotland (CRNS), by RAGS and funding from the Scottish Executive. CRNS has been established as an independent organisation to provide support and information for community led organisations involved in waste reduction, recycling, reuse and composting. Many of the TWS Grant Scheme funded projects have benefited from networking, support and learning opportunities offered by CRNS.

Outcome two: Increase the numbers of households participating in waste recycling, reuse and composting projects

The TWS Grant Scheme sought to raise public awareness and increase household participation in waste reduction, recycling, reuse and composting.

Projects such as the North East Master Composter Programme and the RoWAN Waste Free Vehicle project not only engage directly with households but also have the potential to change individual behaviours in the longer term which will have a sustainable impact on the levels of waste reused, recycled or composted.

Fyne Homes – Bute Recycling Centre and the Edinburgh Furniture Initiative project (civic amenity site collection) engage with households in a different way, and by raising awareness of recycling and making it easier for individuals to participate, they have had a direct impact on the number of people who participate in recycling and the range of materials recycled and reused.

Outcome three: Develop sustainable communities

The TWS Grant Scheme aimed to develop sustainable communities by developing new approaches to waste management which would build skill levels (through training and employment) and offer opportunities for the involvement of disadvantaged groups. It also sought to deliver other social and environmental benefits to communities experiencing deprivation.

The case studies show that projects have been successful in creating local jobs, training places and volunteering opportunities directly.

Many community sector organisations have an explicit commitment to providing employment and training opportunities for people who experience barriers to employment, and in general the voluntary sector has been shown to present lower 'barriers to entry' than other sectors of the labour market. This has been borne out by the evidence from the case studies. A considerable number of projects have provided employment for people who have been marginalised in the labour market. In particular, there are examples of volunteers moving into employment and New Deal trainees gaining permanent employment (FEAT Enterprises – Mattress Recycling, Fyne Homes – Bute Recycling Centre).

A number of the projects also provide a range of work placements (additional to their trainee or volunteer places). Through this mechanism, the projects have provided a valuable local resource, providing work experience placements (community service placements, New Deal placements) but also 'therapeutic' placements, often for people with mental health and learning difficulties. This supports the work of other training and specialist support agencies providing services to these client groups.

The information gleaned from case studies also shows that many of the projects are supporting more placements than in their initial application but that this outcome is not being reported (probably because it does not relate to original targets). This would suggest that projects may be under reporting their impact, especially on supporting volunteering and training.

Additionally, the reuse projects have provided significant benefits to people who have experienced homelessness and people living in poverty. The expansion in the quantity, range and quality of goods collected for reuse has increased the number of people who benefit from the services offered by reuse projects.

The case studies also show that the TWS Grant Scheme has supported the development of new technologies and new approaches to diverting household waste. Examples of these projects include FEAT Enterprises – Mattress Recycling and Spruce Carpets. While these projects have not directly increased the number of participating households, they have developed infrastructure for processing new types of household waste materials. These projects have developed knowledge which can be transferred and ideas which can be replicated, and therefore have contributed significantly to building the assets of the community sector.

4.3 Factors Impacting on Outcomes

This section identifies the issues which have impacted on the delivery of project outcomes.

Duration of funding

Although the TWS Grant Scheme was a three year programme in total, all funding had to be incurred by 31 March 2006. Applicants to the first funding round had the opportunity to apply for funding for a period of up to two years and nine months (offers from the first round of funding were made in June 2003), but as funding rounds progressed, the duration of funding available reduced.

The duration of funding available impacted on the type of projects which came forward, and on the ability of those which were funded to deliver outcomes. The time required to set up new activities, recruit staff etc. meant that the 'operational' phase has been too short to deliver many of the anticipated outcomes and to achieve financial viability.

Partnership funding

The short duration of the TWS Grant Scheme was exacerbated for many projects by delays in achieving partnership funding which delayed start dates. For many projects, this further reduced the duration of funded activity and the ability to achieve original targets.

Changes to other funding streams

Many community sector organisations are dependent on funding from a variety of funders. Changes in the availability of other funding streams, for example Landfill Tax Credits, impacted both on the availability of partnership funding but also on the 'core' funding for some organisations.

Delays in legislation

At the outset of the TWS Grant Scheme, the proposed EU Waste Electrical and Electronic Equipment (WEEE) Directive was in development. Some reuse/recycling projects anticipated that the market would be driven by the Directive. Delays in implementation of the WEEE Directive meant that the markets for recycled products did not develop as expected, reducing the income generation potential of a number of projects.

Support from local authorities

The capacity of many projects to deliver outcomes was dependent on support (financial and operational) of local authorities. While there is evidence of good partnerships and supportive local authorities which used Strategic Waste Fund monies to support the community sector, equally there are examples of local authorities who have been less supportive (in some cases, anticipated SLAs with councils have not been achieved, putting the long term sustainability of TWS Grant Scheme funded activities at risk).

4.3.1 Recent developments which support the objectives of the TWS Grant Scheme

Since the establishment of the TWS Grant Scheme there have been other developments in the policy and funding environment which support the objectives of the TWS Grants Scheme in relation to enhancing the role of the community sector in waste management and supporting the sustainability of community sector organisations.

The Scottish Executive has supported explicitly the role of the community sector in delivering better public services, including waste management.

- The Futurebuilders Scotland programme has developed a range of tools to support better public sector procurement and has provided funds to support the development of organisations with trading potential.
- The draft Social Enterprise Strategy⁶ identifies recycling as a key area of opportunity for delivery by the community sector.

Specific developments in the funding environment include the establishment of the INCREASE (Investment in Community Recycling and Social Enterprise) Programme and the new programmes delivered by the Big Lottery Fund.

- The INCREASE programme provides investment to eligible community organisations engaged in activities that will help to implement the National Waste Plan. The principal aim of the fund is to help achieve the sustainable waste management objectives outlined in Scotland's National Waste Plan. A key objective

⁶ The Scottish Executive, *A social enterprise strategy for Scotland: a consultation* (June 2006)

of the INCREASE programme is to enable community-based organisations to become social enterprises and, in so doing, further develop the entire social economy.

- The Big Lottery Fund, created from the merger of the Community Fund and the New Opportunities Fund, launched its new programmes in March 2006. One of the four investment priorities for the fund is Growing Community Assets which aims to help communities become stronger by acquiring or developing assets (both tangible and intangible) for their own use.
- The Big Lottery Fund also launched the Investing in Ideas programme which provides funds to test and develop ideas that could eventually become fully-fledged projects.

The development of CRNS as an independent body has also extended the level of development support available to community sector projects involved in waste reduction, recycling, reuse and composting.

4.4 Wider Impact of the TWS Grant Scheme

The previous section reports on the extent to which the outcomes from the projects contribute to the achievement of the TWS Grant Scheme objectives. This section also comments on the wider impact of the Scheme.

Additionality

The case studies show that the TWS Grant Scheme has been a significant source of funding and has had a key role in enabling organisations to lever additional funds. This has facilitated projects of a significant scale to be developed.

The TWS Grant Scheme has funded a number of projects in the reuse sector, some of which arguably could have been funded from other funding streams. However, the objective of TWS Grant Scheme funding in these cases has been to build new capacity or develop assets and has focused on moving organisations toward a lower dependency on grant funding.

The Scheme has also funded a considerable number of projects in the field of recycling and composting which were unlikely to attract significant levels of funding from generic voluntary sector funding sources.

The Scheme has also supported innovation and some of these projects have the potential to inform future approaches such as RoWAN or have developed technologies which are replicable and can impact on future levels of recycling or reuse such as FEAT Enterprises – Mattress Recycling and Spruce Carpets.

Developed the capacity of organisations

The process of developing and delivering projects funded by the TWS Grant Scheme has built the capacity of some organisations.

- Some projects have identified an increase in their capacity to develop funding applications, to manage multiple funding streams, and to plan and deliver projects.
- Delivery of TWS Grant Scheme funded projects has given organisations a track record in delivery, has enabled organisations to develop relationships with local authorities and has built the credibility of community sector organisations in service delivery.

This level of ‘capacity building’ is more evident among small and new organisations than existing organisations.

Developed the capacity of the community sector infrastructure for waste management

The community sector infrastructure has been developed in the following ways. TWS Grant Scheme funding has:

- enabled existing organisations to extend their capacity;
- supported the development of new organisations; and
- enabled some existing community sector organisations (not previously involved in waste management) to extend the scope of their activities into waste management.

In some cases, TWS Grant Scheme funding has also supported existing organisations in their move toward a lower dependence on grant funding.

There are also examples where the TWS Grant Scheme focus on the development of partnerships has been very successful, with the result that a number of projects have not only developed relationships with local authorities, but credibility and a track record in service delivery which improves the profile of the sector and embeds the sector as a key provider of waste management services.

The process of developing and delivering projects has contributed to the development of knowledge and skills in the sector about approaches, technologies and markets. This builds the capacity of individual organisations, of the sector in general, and has resulted in the development of projects which can be replicated.

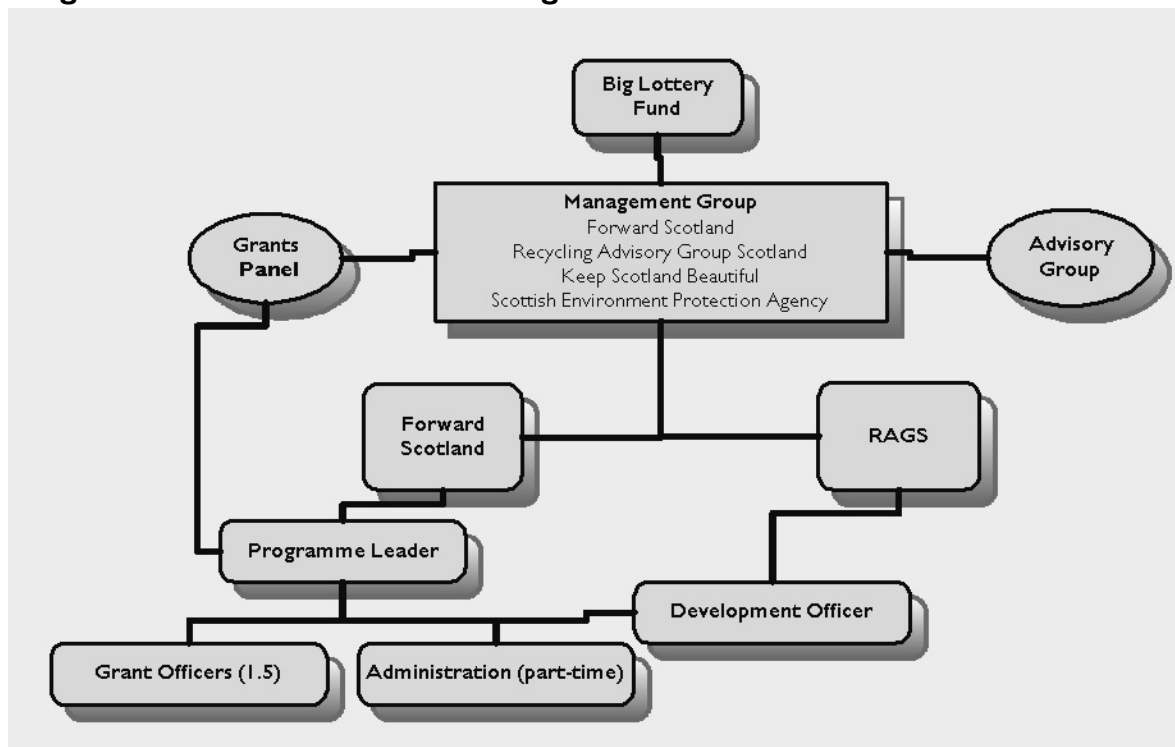
5. REVIEW OF TWS GRANT SCHEME MODEL AND DELIVERY MECHANISMS

The previous chapter identified the outcomes of the TWS Grant Scheme and commented on the extent to which the Scheme has achieved its objectives. This chapter identifies the elements of the model and the delivery mechanism which have impacted on the delivery of these outcomes.

5.1 Review of the TWS Grant Scheme Model

The diagram below represents the model which was proposed for the management and delivery of the TWS Grant Scheme.

Diagram 2 : TWS Grant Scheme organisational structure model



The Management Group

The Management Group consisted of the key partners: Forward Scotland; Keep Scotland Beautiful; SEPA and RAGS. A partnership agreement was drawn up and signed by all partners. The agreement specified the roles and responsibilities of each partner.

The function of the Management Group was to provide strategic direction for the TWS Grant Scheme. It had responsibility for achieving the objectives of the Scheme and for the management of the grant award process.

A strong partnership approach to the TWS Grant Scheme was exhibited through the operation of the Management Group.

- There was a strong sense of shared objectives and partners showed a strong commitment to working together to achieve the objectives of the Scheme.
- Partners showed sustained commitment to the Scheme. The membership of the group was consistent and showed no dilution of partner involvement.
- The only significant changes to the composition of the Management Group have been in the more recent involvement of RAGS. Due to the changes in the structure of that organisation (RAGS ceased trading in March 2006), RAGS has had less involvement in the Management Group latterly. The last Management Group meeting attended by RAGS was in Autumn 2005.

The Management Group met quarterly and had a very high level of involvement in the management of the TWS Grant Scheme.

- It had responsibility for the overall management of the Scheme including the level of funding for each funding round.
- It developed guidelines for the Grants Panel and provided speedy and effective guidance on any issues raised by the Panel in relation to policy or procedure.
- At the project level, it was also involved in agreeing variances to project funding and in decision making over the disbursement of funds returned to the Scheme.

While the Management Group clearly provided a highly effective role in managing the processes for the delivery of the TWS Grant Scheme, the level of resources required to oversee the management and delivery of the Scheme resulted in a lesser focus on the more strategic aspects of programme management.

Advisory Group

The proposed model also included within the organisational structures the establishment of an Advisory Group. The purpose of this body was to provide an independent view of the strategic role played by the TWS Grant Scheme and ensure that any changes in the strategic drivers for waste management in Scotland were reflected in delivery.

Rather than establish an entirely new structure, and unnecessary duplication, Forward Scotland attempted to find an existing 'strategic forum' which would be able to review the positioning of the Transforming Waste Scotland Grant Scheme within the wider policy and operating context for waste management in Scotland.

This proved difficult due to the probable overlap, in terms of potential membership, with the proposed Ministerial Advisory Group on Waste (anticipated for February 2004). With the Scheme progressing ahead of expectations and demand outstripping availability of grants, it was decided not to pursue the Advisory Group.

While the lack of an Advisory Group did not impact on the effectiveness of the delivery of the TWS Grant Scheme, its function – that of taking a strategic overview of the impact of the Scheme – might have supported the strategic role of the Management Group.

Grants Panel

The Grants Panel provided an effective mechanism for making independent, informed decisions on funding applications.

The Grants Panel was entirely independent of the Management Group and the delivery partner, but operated within clear parameters set by the Management Group.

All members of the Grants Panel attended an initial induction session with the Management Group which explained:

- the objectives of the TWS Grant Scheme;
- the remit, roles and responsibilities of the Panel and the Management Group;
- the assessment criteria for the fund; and
- the procedures which had been established to support the decision making process.

The composition of the Grants Panel ensured a wide range of skills and experience were employed in the decision making process. It was made up of representatives from the community sector, the private sector and the local authority sector. It not only had representation from a wide cross section of the waste management sector, but the individuals involved brought a breadth of expertise which supported the Panel's decision making role.

Members considered that the processes which were established 'enabled' the Panel to make autonomous decisions. The critical factors in supporting the autonomy of the Panel were:

- a clear remit;
- very clear procedures;
- clarity on the criteria for approval; and
- the high quality of the assessments carried out by the TWS Grant Scheme Management Team.

The level of skill and judgement in the preparation of assessments was considered to be 'excellent' by Panel members.

5.2 Review of the TWS Grant Scheme Delivery

Forward Scotland was the lead partner in the TWS Grant Scheme. Forward Scotland was both a member of the Management Group and the delivery partner.

Forward Scotland was well positioned to lead the delivery of the Scheme. The organisation had previous experience of delivering NOF programmes (Fresh Futures) and therefore had experience in managing grant programmes as well as having existing systems and procedures which enabled TWS to be operationalised quickly. It also had experience of supporting community sector projects and had relationships with a growing number of statutory and community sector organisations throughout Scotland.

A dedicated Management Team was established to deliver the TWS Grant Scheme. The Management Team was responsible for promoting, managing and delivering the TWS Grant Scheme as well as servicing the Management Group and Grants Panel.

The Management Team was considered by both the Management Group and the Grants Panel to be 'efficient and professional' in its management function.

- The level of planning and the provision of information to support the management of the Scheme were considered to be excellent.
- The systems and procedures developed for the management and delivery of the Scheme were considered to be excellent.
- Communication between the Management Group, Grants Panel and Management Team was effective.
- Issues were resolved, and guidance provided quickly to enable the Grants Panel or Management Group to make decisions.
- New procedures were developed quickly to deal with presenting issues (project variances, procedures for reallocating funds within the Scheme).
- Financial management was particularly strong which enabled the Scheme to achieve a high level of spend.
- Applicant organisations also considered the delivery of the Scheme to be extremely efficient.

The effectiveness of Forward Scotland as the key partner (involved in both the management and delivery of the TWS Grant Scheme) and the skills and efficiency of the Management Team have been critical success factors in the delivery of the Scheme.

The delivery of the TWS Grant Scheme is also considered to represent value for money. The management and development support fee, at 10% of the total level of the fund shows that management costs were lower than the Transforming Waste Programme in Northern Ireland (13%) and in Wales (11%). It is slightly higher than the management costs for the Programme in England (8%), and the overall Programme average (9%).

Development support

A key element of the delivery model was the provision of development support to assist community sector organisations to develop better project applications. The partners aimed to be 'active' funders with a role in supporting projects to deliver better outcomes, rather than passive funders.

Although the partners initially sought to provide a high level of development support which would be able to respond to the capacity of the sector, the funding provided by NOF allowed only one full-time development officer to be included in the final delivery model.

The delivery model sought to create a split between the development and assessment processes to ensure that the assessment of applications was robust and unbiased. It was therefore decided to deliver development support to applicants through a partner organisation (rather than delivered directly by Forward Scotland).

The development officer was employed by RAGS but operated as an integral member of the Management Team, attending team meetings and debriefing sessions of the Grants Panel's decisions. While the primary focus of the post was to work with project applicants, the development officer was also involved in other aspects of the development and delivery of the TWS Grant Scheme including:

- promotion of the Scheme; and
- development of resources for applicant organisations such as advice notes, learning guides etc.

There have been some difficulties in implementation of this model, partly as a result of lack of clarity over the role and remit of the development officer, and partly as a result of the capacity of RAGS to provide support for the post.

Despite the problems in the implementation of the model, the quality of support delivered by the post holder was considered to be very high and the impact of development support was considered by applicant organisations to be high (see section 5.3, Effectiveness of the Delivery Mechanisms).

An independent assessment of the value of the development support function within the TWS Grant Scheme carried out by Affinityworks⁷ concluded that the development support had been influential in guiding organisations to apply successfully to the Scheme. However, it also suggested that the development role could deliver even greater impact if the scope and remit of the development support was extended (longer lead in time, better integration with the Scheme delivery and extension of development support into the project implementation phase).

5.3 Effectiveness of the Delivery Mechanisms

This section describes the TWS Grant Scheme delivery process, comments on the particular strengths and weaknesses of delivery and provides feedback from interviews with applicant organisations on the extent to which Scheme delivery met their needs.

We have also used the 'Guidelines for funders of voluntary organisations' produced by the Association of Charitable Funders⁸ as a benchmark for good practice in grant-making and have considered TWS Grant Scheme practice against these guidelines where appropriate.

Accessibility of the TWS Grant Scheme

Although the lead in time to the launch of the Scheme was short, Forward Scotland made considerable efforts to promote the fund as widely as possible to ensure that it was accessible to the sector. The application statistics show that the Scheme was effective in attracting applications from across the country.

⁷ Affinityworks & Forward Scotland (updates), *Assessing the Value of Development Support to Community Based Organisations within the Transforming Waste Scotland Grant Scheme*. (July 2005)

⁸ Association of Charitable Foundations, *Guidelines for funders of Voluntary Organisations*. (1998)

- The Management Team developed a promotional plan which aimed to encourage a stream of high quality applications to the programme. Progress against the plan was reviewed by the Management Group to ensure that the Scheme was attracting applications from across the country.
- A national launch event was held followed up by two regional promotional events.
- The TWS Grant Scheme was advertised on Forward Scotland's website.
- The Scheme was promoted through the other partners (RAGS had extensive networks in the community sector).
- A dedicated Transforming Waste Scotland website was developed. Although initially limited to accessing application forms and guidance notes, the content of the website grew to contain a body of useful resources for applicants including Area Waste Plans, guidance notes on business planning, information on sources of other financial support etc.
- Following every Grants Panel meeting, press releases to local and national press were made to promote the Scheme and the successful applicants.

The application statistics show that the TWS Grant Scheme was effective in attracting applications from across the country. Although the initial events were successful in reaching the intended audience, there was no ongoing programme of promotion. A programme of regional surgeries (similar to the surgeries delivered by Lloyds TSB Foundation for Scotland) has proven to be popular with community sector organisations and could have provided a source of information about the TWS Grant Scheme to a wider audience.

Development support

The purpose of the development officer's role was:

- to assist organisations to the point of application for funding support; and
- to ensure that applications were of sufficient quality for consideration by the Grants Panel.

The TWS Grant Scheme model presented some problems for the implementation of the development support.

- The post had a national remit (this stretched the resource of a single post).
- The very short lead in time to the TWS Grant Scheme (launched in February 2003 and with the first application deadline in March 2003) meant that applicants to the first round could not benefit from the development support.
- The complexities of the management model (the post holder was employed by RAGS and managed by RAGS but was also operating as a member of the Management Team) resulted in some initial confusion over roles and responsibilities.
- Although the development officer was an integral member of the Management Team, the support to applicants was not 'joined up' with delivery of the Scheme. As the development support ceased at the point of application, much of the

information about applicant organisations and the relationships developed with applicants during the application process became disconnected from the delivery process.

Despite these problems in the implementation of the development support, there is considerable evidence of the quality and value of the development support role. An independent evaluation of the development support role commissioned by the TWS Grant Scheme in 2005 concluded that the inclusion of development support within the Scheme was successful in bringing a stream of well-qualified applications to the Panel for funding consideration (Affinityworks, July 2005).

Of 89 applications submitted to the TWS Grant Scheme at the time that the Affinityworks evaluation report was prepared, 60 had received development support. The report suggests that those organisations which received development support were more successful than those who did not receive support. Of the 60 applications which had received development support, 37 (62%) were successful.

A sample of applicant organisations who participated in this evaluation provided feedback on the quality and impact of development support.

- The support was of high quality and at an appropriate level.
- The support provided a source of knowledge and expertise – for example knowledge about legislative requirements and other funding sources, and expertise which helped to develop new approaches and to identify realistic targets.
- Although for some applicants the objective of development support was to improve the quality of their applications, for many of the projects the support helped to develop project ideas and plans and is recognised to have improved the quality of project proposals.

An additional output from the development support was a range of resources which are available to the community sector. The development officer, in conjunction with the Management Team developed a number of advice notes, guidance and information in response to the needs of applicant organisations.

Additionally, RAGS, supported by Forward Scotland, produced a report on the issues affecting the longer term viability of grant recipients⁹. This represents a further output from the development process and a resource for the community sector.

A third additional output was an event for grant recipients in October 2005. The event entitled 'Sharing in Success' was organised by RAGS and the Management Team. It was a networking and learning event which brought together TWS Grant Scheme recipients from across the country to share their experiences and challenges, and learn from each other.

⁹ Recycling Advisory Group Scotland, *Issues affecting long term viability of TWS grant recipients*. (March 2006)

Application and assessment process

Application forms and guidance notes were easily accessed. Although there were some initial problems with the electronic format, the forms and additional guidance information were made available through the TWS Grant Scheme website.

Users considered that the application process was clear and straightforward.

- Funding criteria were clear and unambiguous.
- The application form was clear and straightforward to complete.
- The information required for the application and assessment process was considered to be appropriate for the level of funding.

From an assessment perspective, the application form did not provide enough information to carry out the full assessment. As a result, the grant officers had to go back to every project to seek additional information. The requirement to seek this level of additional information added to the time pressure on staff during the assessment process and it may have proved more time efficient to redesign the application form once its deficiencies had been recognised.

Each project application was subjected to a rigorous assessment process. Staff gathered additional information required for the assessment through e-mail, telephone and occasionally through project visits. The assessment process is considered to be very robust.

From the Grants Panel perspective, the assessments were considered to be very well prepared, provided a high level of information and exhibited skill and insight in the preparation of recommendations.

- The rigour of the assessment process meant that the Panel always had enough information on which to base decisions. Applications were rarely deferred due to lack of information.
- The assessments provided clear and concise recommendations which facilitated the decision making process.

From the applicants' perspective, the only element of the assessment process which could have been improved was the provision of more feedback from the Panel. Even applicants who were successful expressed an interest in receiving feedback on the strengths and weaknesses of their projects.

Payment procedures and administration of the funding

The TWS Grant Scheme produced clear guidance for successful applicants on the conditions of funding and very clear systems and procedures for the payment of grant monies.

- Applicants received written confirmation of the grant offer and each received a Handbook for Grant Recipients and Standard Conditions of Grant.
- The Team Leader of the Management Team carried out a personal welcome visit to every project to explain the terms and conditions of the funding and to explain the systems and procedures for financial claims and monitoring.

- The Forward Scotland Finance Manager visited a sample of projects to ensure compliance with the financial requirements of the Scheme.

Applicants considered the Grant Scheme delivery to be very efficient but also supportive and enabling.

- The Management Team was considered by applicant organisations to be available, approachable and helpful.
- Systems and procedures were very clear.

While many funders can be rigid about the use of funding, the TWS Grant Scheme exhibited considerable flexibility in the use of funds.

- A procedure was established to approve financial variances. Each proposed variance was assessed by the Management Team (as to the significance and risk associated with the variance).
- Significant variances were approved by the Management Group.

In total, there were 52 approved project variances, requested by 35 of the funded projects:

- 21 projects had one project variance;
- 11 projects had two project variances; and
- 3 projects had three project variances.

While this procedure was time consuming for staff and the Management Group, the flexibility within the Scheme was considered to be one of the particular strengths in delivery. It recognised that implementation of projects can often differ from the proposal due to circumstances beyond the control of projects. The flexibility exhibited in the financial administration of the TWS Grant Scheme enabled projects to adapt their financial and operational plans to respond to the challenges of implementation.

The flexibility in the administration of funding was matched by rigour in the financial monitoring of projects. Financial claims were thoroughly assessed and any potential underspend or overspend was monitored. In many cases projects were alerted to potential underspend/overspend by the Management Team and assisted in addressing the situation. A completion report was required from each project before the final grant payment was made.

Although there was considerable support to projects to assist them in the financial management and claims process (and this support was highly rated), some projects found the financial claims procedure complicated to implement.

- While the systems and procedures were considered generally to be very efficient, the claim form was confusing for some projects. Although the form included guidance notes, it was unclear whether the full project cost or only that being claimed from TWS Grant Scheme was required.

- The claim form did not reflect the way in which some organisations kept financial records, so filling claim forms was considered to be onerous by some.
- Forms in excel format would have been welcomed by some organisations.

Monitoring

As well as financial monitoring, the Management Team also monitored project delivery and outputs.

Initial guidance on the TWS Grant Scheme monitoring requirements was provided to successful applicants in the Standard Conditions of Grant information.

All grant recipients were required to monitor and report on progress against the targets set in their applications. A Claims Monitoring Report was submitted with each financial claim. These monitoring reports sought quantitative information on:

- the type and tonnage of household waste collected;
- the type and tonnage of supplementary commercial waste collected;
- the tonnage of residual material sent for final disposal;
- the number of staff, voluntary posts and training placements supported;
- the number of households; and
- the number of people participating.

Although the primary aim of the Claims Monitoring Report was to gather data to assess outputs against targets, the form asked projects to report on any significant achievements in the reporting period, changes or challenges to their plan, and proposals for the next period.

To improve the level of information provided by projects on their progress toward meeting wider project objectives, the Management Team later devised a further monitoring report, the Project Progress Monitoring Report which sought to capture more qualitative information from projects. Although this monitoring report also reviewed progress toward quantitative output targets, the Project Progress Monitoring Report also sought information on:

- promotional activity and progress involving beneficiaries in the project;
- income generation and progress toward achieving financial viability; and
- difficulties and challenges in delivering the project and lessons learned.

The Management Team supplemented the information on written monitoring information by telephone and e-mail contact and visits to projects.

Projects were also required to complete a Project Completion Monitoring Report at the end of the funding period. This report seeks to provide a final overview of progress against the qualitative targets, progress against project objectives and progress in community involvement and financial viability of the project. However, a significant section of the report seeks to identify good practice, challenges and elicit the learning from the projects.

Despite the significant level of monitoring activity carried out by The Management Team, the quantitative data provided by projects was weak in some areas (see section 3.2).

- The definition of some indicators was unclear (projects were counting different things).
- Some projects did not have appropriate systems in place to gather and record relevant data.
- Some projects experienced difficulties in disaggregating information relating to the TWS Grant Scheme funded project from the rest of the organisation.
- There was little feedback from the Management Team on reported outputs and a perception among some projects that the provision of this information was not a priority for the Scheme.

Learning point

Although the monitoring system was designed to meet the information requirements of the Big Lottery Fund, the monitoring of the TWS Grant Scheme could have been improved by the development of an evaluation framework which linked project level monitoring with the achievement of outcomes at the Scheme level.

The Scheme's monitoring system focused on the measurement of project outputs, but there is a weak link between the project outputs and the achievement of the strategic objectives and outcomes of the Scheme. The development of an evaluation framework could strengthen the link between the monitoring activity at the project level and the evaluation of the Scheme.

5.4 Issues Impacting on Delivery

Lead in time

Although Forward Scotland requested additional time before launching the Scheme, there was pressure on NOF to get the Scheme operationalised and the request to extend the lead in time was refused.

The contract to deliver the TWS Grant Scheme was awarded in November 2002. The Scheme was launched in February 2003 and the closing date for the first round of applications was March 2003. Between November and February, staff were recruited, the Grants Panel was recruited and the systems and procedures developed both for applicants and the internal systems.

- While systems and procedures were considered to be very robust, the speed at which procedures were developed, and the focus on establishing operational procedures meant that some of the procedures were less 'joined-up' than they could have been.
- The application form and the assessment process were disconnected.
- The monitoring framework was developed after the Scheme was operational. As a result the initial guidance to projects could not provide a full description of their monitoring obligations.
- The short lead in time meant that applicants to the first round could not benefit from development support.

6. SUMMARY OF FINDINGS AND LEARNING POINTS

This chapter summarises the findings of the evaluation and highlights the learning points which can be drawn from the TWS Grant Scheme.

6.1 Summary of Findings

6.1.1 Activity and Outputs

The research identified the following findings:

- the TWS Grant Scheme has been effective at getting funding out to the sector – it has achieved a high level of spend;
- it achieved good geographic spread of funding;
- the type of project funded was skewed toward reuse projects, but this reflects the Transforming Waste Programme criteria and capacity of the sector;
- the actual tonnage diverted is lower than the target estimated by projects;
- projects have delivered on their employment targets and, disregarding a small number of projects which had unrealistic targets for volunteer input, have delivered reasonably well on volunteer involvement; and
- the TWS Grant Scheme has provided value for money when comparing the ‘grant cost per tonne’ and the ‘cost per job’ against comparator programmes.

However, the monitoring information relating to number of training places, household involvement and number of beneficiaries is not accurate enough to assess outputs against targets.

6.1.2 Impact of the TWS Grant Scheme

This section considers the outcomes delivered by the Scheme and the extent to which it has achieved its objectives.

Outcome one: Increase the amount and range of materials diverted away from final disposal

The TWS Grant Scheme was successful in achieving its primary aim of supporting community sector organisations to extend the infrastructure for waste management. Projects have been successful in increasing the weight and type of materials diverted from landfill.

Although many of the projects have not achieved financial viability during the timescale of the TWS Grant Scheme funding, this research suggests that a considerable element of the impact will be sustained beyond the life of the Scheme:

- through projects which have sought to achieve sustainable impact rather than sustainable activity. These projects have focused on raising awareness of waste minimisation and changing individual behaviours to achieve that objective;
- by supporting the development of new social enterprises which aim to become financially self sustaining;
- by supporting existing community sector organisations to reduce their reliance on grant funding; and

- by supporting community sector organisations to build assets through ownership of property.

Outcome two: Increase the numbers of households participating in waste recycling, reuse and composting projects

Many of the projects involve households directly (through waste minimisation schemes, composting, kerbside collection or as donors to reuse projects). These projects raise individual awareness and make it easy for people to participate. This has a direct impact on the number of people who participate and additionally has the potential to change individual behaviours in the longer term which will have a sustainable impact on the levels of waste reused, recycled or composted.

The TWS Grant Scheme has also supported a number of innovative and successful projects which have a lower impact on individual participation, but have been successful in developing the infrastructure for waste management.

Outcome three: Develop sustainable communities

The case studies show that the TWS Grant Scheme has been particularly successful in creating training places and supporting job creation which has benefited people from disadvantaged communities.

Projects have also created opportunities for volunteering which have provided work experience and 'therapeutic placements' for people who are marginalised in the labour market.

Additionally the Scheme has supported the expansion of a number of furniture reuse projects which have been able to expand the range and quality of goods available and increase the number of disadvantaged people receiving low-cost goods.

The TWS Grant Scheme has also supported the development of new approaches and new technologies which have built the knowledge base and capacity of the sector and increased the range of materials which can be diverted.

6.1.3 Wider impact of the TWS Grant Scheme

This section comments on the wider impact of the TWS Grant Scheme.

- **Additionality**
The research concludes that the TWS Grant Scheme has achieved a high degree of additionality.
 - TWS Grant Scheme funding has been a significant source of funding and has enabled organisations to lever additional funds. This has enabled projects of a significant scale to be developed.
 - It has supported projects which other funders would not fund.
 - It has supported the development of approaches and technologies that are replicable.

- Developed the capacity of organisations
The process of developing and delivering projects funded by the TWS Grant Scheme has helped to build the capacity of organisations and has contributed to building the track record and credibility of community sector organisations. This level of ‘capacity building’ is more evident among small and new organisations than existing organisations.
- Developed the capacity of the community sector infrastructure for waste management
The community sector ‘infrastructure’ has been developed in the following ways. TWS Grant Scheme funding has:
 - enabled existing organisations to extend their capacity;
 - supported the development of new organisations; and
 - enabled some existing community sector organisations (not previously involved in waste management) to extend the scope of their activities into waste management.

In some cases, TWS Grant Scheme funding has also supported existing organisations in their move toward a lower dependency on grant funding.

6.1.4 Review of design and delivery

The model established by the partners provided robust structures for the management and implementation of the TWS Grant Scheme. Critical success factors in the implementation of the model were:

- a strong committed partnership and an effective Management Group;
- an autonomous Grants Panel;
- clear remits and effective procedures to support decision making; and
- very effective management support from Forward Scotland as the delivery partner.

The structures provided for strong operational management of the TWS Grant Scheme but may have benefited from a stronger focus on the strategic management of the Scheme.

The delivery process was considered to be robust, open and transparent by stakeholders and applicants.

- TWS Grant Scheme delivery has been supported by the development of clear and efficient systems and procedures for applicants.
- The approach adopted by the Management Team has supported grant recipients to deliver successful projects.
- Rigorous financial management of the TWS Grant Scheme at the project and Scheme level enabled projects and the Scheme to achieve maximum drawdown of funds.
- At the project level, the strong financial management and the flexibility of the approach to use of funds has enabled projects to alter operational plans to respond to changed circumstances.

However, the monitoring system has concentrated on measuring project outputs and there is a gap in monitoring information to inform the assessment of outcomes at the TWS Grant Scheme level.

6.2 Learning Points – Programme Design

The following learning points are aimed at funders.

Increase the duration and scale of funding

The model sought to build sustainable outcomes, but the scale and duration of funding (and the funding criteria) mitigated against this objective.

- The TWS Grant Scheme provided significant levels of funding but over a short timeframe. In many cases the timeframe was too short to enable projects to deliver outcomes which will be sustainable in the longer term.
- The Scheme was successful in leveraging partnership funding and while partnership funding does strengthen projects, the requirement for projects to fit the different objectives, funding timescales and monitoring requirements of different funders can be a burden.
- Short term funding, and the funder requirement to develop new activity and new capacity can result in a focus on short term project planning at the expense of longer term planning for sustainability within community sector organisations.

To support community sector organisations to deliver more sustainable outcomes, programmes should seek to:

- provide significant sums over a longer period of time; and
- enable funders to invest in organisations, not just in projects.

Invest in development support

Provision of development support to organisations not only helps to build better project applications but helps organisations to develop better projects.

Although the provision of development support represents a cost to funders, evidence shows that it can assist projects to deliver better outcomes and therefore increase the impact of strategic funding programmes.

Provide longer lead in times

The short lead in time to the establishment of the TWS Grant Scheme resulted in a focus on the development of operational systems and procedures at the expense of strategic management. The timescale was also too short to allow applicants to prepare for the first funding round.

Longer lead in times can improve the programme outcomes.

- Funders and award partners can ensure that there is clarity over the strategic objectives of programmes and a jointly agreed evaluation framework to measure the impact of the programme.

- Systems can be developed for operational and strategic management of the programme.
- Projects are better informed and have more time to develop applications (which are more likely to deliver programme outcomes).

Recognise the limits of funding programmes to deliver strategic objectives at the local level

The TWS Grant Scheme objective of supporting community sector organisations to move toward financial viability was closely aligned with national policy objectives which recognise the role of the voluntary sector in the delivery of public services and seek to promote the social economy model.

However, the successful development of the social economy is dependent on changes in the procurement climate and in the behaviours of those organisations which purchase public services (local authorities etc.).

While new funding can act as a ‘lever’ for the involvement of local authorities in partnerships with the community sector, the capacity of the TWS Grant Scheme or any other discretionary funding programme to influence local authority purchasing behaviours is extremely limited.

Strategic funding programmes must recognise the limits of their own influence on the delivery of national policy at the local level.

6.3 Learning Points – Programme Delivery

The following learning points are aimed at delivery partners.

Create opportunities to review the strategic direction of the programme

The pressure on award partners to establish programmes quickly and efficiently can result in a strong focus on the development of operational systems and procedures and a focus on delivering outputs.

There is a need to create opportunities within management structures to ‘stand back’ to review the strategic direction of a programme and amend processes as required.

Maximise the impact of development support

There was a desire by partners to have a ‘relational role’ with funded projects. Although the level of development support in this case was limited by funding constraints, the model for the delivery of development support could be improved to increase its impact for future programmes.

- The objectives of development support should be clearly specified.
- To get better outcomes, development support should continue beyond the application process.
- Development support at the application stage needs to be fully integrated with programme delivery (maintaining the benefits of relationship development).

Monitoring and evaluation

To be able to measure the impact of strategic funding programmes, funders must be able to collect relevant monitoring information at the project level to feed the impact assessment.

The key to ensuring that monitoring information is relevant is to develop an evaluation framework early on which clearly identifies the outcomes which the programme seeks to deliver and the relationship between the project outputs and programme objectives.

Successful implementation of any programme monitoring system requires that individual projects understand the strategic objectives of the programme and how their outputs contribute toward these objectives.

Recommendations to improve programme monitoring and evaluation include the following.

- Develop the evaluation framework early on and identify appropriate project monitoring requirements.
- Carry out an induction to the programme which not only introduces projects to its systems and procedures but also explains its strategic objectives and their link with the outputs delivered at project level.
- Provide training and support to develop project monitoring systems which respond to the programme objectives.
 - The Voluntary Action Fund currently has a two day induction for funded projects and the Lloyds TSB Partnership Drugs Initiative carries out three days of induction/training to support projects to develop self evaluation systems.
- Provide feedback on monitoring information.
- Promote monitoring and evaluation as a benefit – many projects which have invested time and effort in evaluation acknowledge that it has improved their capacity in planning and delivery of services and their ability to prove the value of their services to funders.