Achievement, Change and Learning

The Evaluation of Sport Wales' Calls 4 Action Programme

Final Report

UK Research and Consultancy Services Ltd
(RCS)

March 2019

Foreword

It has been a privilege to support Sport Wales through this independent evaluation of the Calls for Action Programme (C4A). Our Final Report draws together the key findings of an extensive three year study of the implementation and the impact of this important and ground-breaking Programme. We have benefited greatly from the close involvement of Sport Wales' staff and the Projects, and we are very grateful to them and the many others, including members of the Board of Sport Wales and other stakeholders, for their invaluable input to the evaluation.

The evaluation team would like to express our particular gratitude to Carwyn Young, who has led the implementation of C4A, and his colleagues. Their support and their openness to the messages and methods of the evaluation has been much appreciated. It has been a productive but appropriately challenging relationship throughout.

Dr Clive Grace
C4A Evaluation Project Director
March 2019

On behalf of the RCS Evaluation Team:
Dr Nicola Bolton
Sally Church
Ruby Dixon
Mark Frost
Dr Clive Grace
Sandra Harris
Professor Steve Martin
Liam Whittington

For further information relating to the C4A evaluation please contact:
Sport Wales: Carwyn Young – Carwyn.young@sport.wales
RCS: Sandra Harris – sandraharris@ukrcs.uk

Contents

Key Messages

Programme Level

- Overall Calls for Action (C4A) was a **very successful, innovative, and imaginative Programme with a significant and demonstrable positive impact on levels of engagement and participation** in sport and physical activity.

- Projects varied in achieving their target numbers, but **most succeeded in engaging with underrepresented groups,** and **having in some cases a transformative effect on individuals**, including increases in skills, social interactions, motivation and confidence.

- Getting the **'Elements of Engagement'** right is very important, but if the right **opportunities** are created, the barriers of confidence and motivation can be overcome.

- C4A facilitated the **development of significant new partnerships and new approaches to working with partners** that have the potential to change positively the participation of target groups where traditional methods have not succeeded.

- Developments in the policy context during the Programme aligns with the pioneering work undertaken by **the C4A Programme - its ways of working are more relevant now** than they were when it was launched.

- C4A was **well managed. Stakeholders were committed to learning from what was found to work (and not).** Sport Wales and its partners were responsive to changes in how Projects themselves learned from their experience.

- C4A shows that it is possible to tackle inequalities and make a significant difference in the levels of participation among groups who have traditionally not participated as much in sport or physical activities. It also shows the importance of **patience, commitment, resources and collaboration** to develop links and change attitudes.

- Some C4A Projects encouraged **changes at 'system level'**. They supported **a more coordinated approach between sport and other sectors such as health.** They highlighted the **potential mutual benefits** between sport and physical activity and other public policy objectives.

- Nationally there is increasing participation of children of ethnic groups less likely to be involved in sport, and also that of children with disability or impairment, but **not those from the most deprived communities**. This is an area in which C4A can play a key role.

Project Level

- Projects **applied a wide range of different methods and new ways of working**, with some developing activities in response to participants' preferences, and many **highlighting the importance of flexibility, an understanding of messaging and 'marketing', and the need to 'tailor' their offer** to particular target groups ('precision delivery').

- In some cases, Projects had to **undertake a significant amount of preparatory work to engage with their target groups and to learn what appealed to them**, and this resulted for many Projects in a longer than anticipated start-up.

- Projects demonstrated **the importance of creating conditions in which it was possible to build confidence and trust with the various target groups,** including through the creation of 'safe' spaces.

- Through C4A, Projects became more adept at **marketing their activities and addressing the barriers faced by target participants**, with coaches becoming more aware of individuals' needs.
- A **pivotal role was played by 'agents' (intermediaries)** who helped connect Projects to the target groups. Projects gained the trust of potential participants through group leaders, coaches, volunteers, parents and other family members, community representatives, sport clubs, social workers and others.
- There was increasing recognition of new opportunities of **working in partnership with non-sporting bodies,** and Projects became more adept at learning to use existing organisations, networks and media that participants were familiar with and trusted.
- The **provision of 'entry level' opportunities that appealed to participants** was an important component of the success of some Projects.
- The Projects responded to **important differences between target groups** (particularly in relation to gender, ethnicity, deprivation and disability) **and also the intersections between them**.
- Messages about **the potential health benefits of sport and physical activity and the opportunity for social interaction** it provides, are often more important to participants and their families than a focus on 'sport for sport's sake.'
- Projects need good **governance arrangements that are fit for purpose and adaptable,** and effective **leaders who demonstrate commitment to key objectives** (including equality and diversity).
- Projects must also **be well managed to achieve impact** - basic disciplines, like effective project management and monitoring, need to be in place from the outset.

Sport Wales Level

- Sport Wales' **adoption of a reflective learning approach** in C4A, and **the commitment to develop and test new approaches** that might better engage with target groups, **contributed to the innovation and success of the Programme**. Their **theory of change** approach supported learning and helped move away from a focus only on the number of sport participants.
- Sport Wales was **proactive in its efforts to reach out to new (often non-sports) partners through C4A, particularly in Phase 2**, as reflected in its communications strategy and increased interaction between Sport Wales officers and Programme applicants at the proposal stage.
- There is now **a better understanding in Sport Wales of how to engage and nurture non-traditional approaches** with organisations that it has not previously engaged with.
- The **flexibility with which Sport Wales distributed funding**, specifically the use of a general pot from which variable size grants could be awarded to Projects of differing durations, **was a successful component** of C4A.
- Sport Wales' **case officers adapted well to the requirement in C4A to work in new ways and with new organisations,** and they provided valuable support to Projects.
- C4A has had **a significant influence on Sport Wales' evolving thinking and strategies**, and those of partners who recognise the importance of sport and physical activity to achieve both sporting and non-sporting objectives.

- The implementation of C4A Phase 1 demonstrated to Sport Wales that **there was a need to be more radical and try different approaches if inequality in participation was to be addressed and participation broadened.**
- Sport Wales **took the learning from Phase 1 and successfully widened the focus of C4A Phase 2 whilst also challenging providers to work differently**.
- The **Programme and Project-level lessons of C4A have helped** 'change the conversation' to emphasise the role of sport and physical activity in achieving broader outcomes. This has **contributed to Sport Wales' strategy, policies, organisational culture and ways of working that will align it more closely with broader policy frameworks**, particularly the Well-being of Future Generations (Wales) Act 2015.
- The evidence is that the **real-time evaluation itself** had a positive effect on the **learning during the Programme and also at Project level.**

Areas for Improvement and Development

- In the C4A application and monitoring process, too much emphasis was **placed on targets for numbers of participants** and not enough **on what worked and why.**
- **Insufficient attention was given** initially and in monitoring processes **to broader outcomes** such as improvements in participants' confidence, motivation and health, **and to assessing the social return on investment and the components of project value**.
- Sport Wales case officers adapted well to the new ways they were required to work **but could have been better trained and equipped from the outset**.
- The areas of **leadership and advocacy, governance, and agency** are all critical success factors for Projects and should be topics for assessment, guidance and ongoing monitoring and support.
- In interventions such as C4A, there is a **need to evaluate at project approval stage the scale of risk and innovation and take decisions that reflect this assessment. There is a need to incorporate robust project governance and ensure the monitoring and evaluation is sufficient from project inception**. While a small number of Projects reflected these principles, more can be achieved in this area.
- Where projects are in difficulty, **early and robust analysis and – if necessary – intervention** is critical.
- The success of C4A is probably **scalable and replicable** but that would need to be accompanied by a **strategic investment in partnerships, project development, and workforce skills**.
- It is not so much that some groups are '**hard to reach'** so much that they need opportunities in **different and sometimes better ways**.
- The **learning from C4A** extends beyond sport, and Sport Wales should seek opportunities **to share the lessons more widely and learn from other sectors in turn**.
- The lessons of C4A should be **incorporated into working arrangements with traditional partners,** and **potential non-traditional partners** should be actively **engaged.**

Section 1: Introduction

Calls for Action (C4A) was a new approach for Sport Wales to help tackle inequalities in participation by challenging traditional partners to work differently and by developing partnerships with new and different organisations to develop new ways of working. A key aim was to identify and share learning from the Programme.

This Final Report provides an overview of the main findings of an independent evaluation of the C4A Programme. Commissioned by Sport Wales, it was conducted by UK Research and Consultancy Services Ltd (RCS) over a three year period from July 2015 to September 2018. Its purpose is to provide an accessible overview of the evidence and conclusions from what has been a complex and multi-faceted Programme comprising a diverse range of innovative Projects.

Far more detailed analysis of the activities and impacts of individual C4A Projects and the learning from them has been delivered in a series of interim reports and workshop presentations over the last three years. Some of these have already been published, and others are available on request from the evaluation team.

Following this Introduction, we describe the Programme and the Projects it comprised (Section 2). We then look at the policy context of C4A (Section 3), and describe the evaluation process itself (Section 4). In Sections 5, 6 and 7 we look in turn at the impact of C4A Phase 1, and the process and the impact of Phase 2. Section 8 sets out at a model for sustainable sport participation developed through the evaluation work on C4A. Section 9 concludes the report with a review of the achievement, change and learning of the Programme, and its legacy and key messages.

Beyond that, Annex 1 provides substantial information about each of the Projects in C4A Phase 2, including:
- Project summary
- Theory of change
- Project outputs
- Achievements, change, and learning
- Overall assessment

Annex 2 provides a list of the previous reports and workshop presentations.

Section 2: The Programme and Projects

In 2011 Sport Wales' Board agreed to target Lottery investment to the 'Calls for Action' Programme (C4A). The Programme comprised two phases.

Phase 1

Phase 1 was launched in May 2012 at Sport Wales' Stakeholder Conference and looked to:

- Specifically address the challenges identified within the Community Sport Strategy[1];
- Support projects that evidence strong partnerships and a collaborative approach; and
- Support transformational change in the sector rather than incremental improvement and 'more of the same'.

The priorities for Phase 1 included:

- Equality
- Child Poverty
- Multi-sport
- 16-24 Year Olds
- Getting adults back into sport

A total of eleven Projects were selected for funding of £2.5million and were implemented across 2013-2016. In reality the focus was on participation rather than equality and on capital / infrastructure rather than revenue. Many of the successful applications were led by organisations that Sport Wales had previously worked with.

Table 1: Phase 1 Projects

Theme	Partner Lead Organisation	Project
Girls/young women	University of Wales Bangor	Bangor netball dome
100s to 1000s	British Universities and Colleges Sport	Participation and engagement with 8 Welsh Universities
100s to 1000s	Sport Cardiff	Multi-sport Hub – Heath Sports Trust
Poverty	City and County of Swansea	Doorstep /street sport Swansea
Girls/young women	Neath Afan Gymnastics Club	Development of gymnastics facility and outreach programme
100s to 1000s	Swansea University	Cycling hub for West Wales - We Cycle
Disability	Disability Sport Wales / Betsi Cadwaladr University Health Board	Disability sport patient pathway partnership for North Wales
Multi-sport	Merthyr Tydfil County Borough Council	Re-development of sports facilities - 3G facility
Poverty	Trivallis	Increase participation with families – Go4It
100s to 1000s	Cambrian Village Trust	Development of 3G facility - King George V New Field as social enterprise
Multi-sport	Clwb Penybont	Development of 3G facility – merger of 2 clubs

---

[1] Sport Wales (2012) Community Sport Strategy 2012-20. Available at:
http://sport.wales/media/1018674/community_sport_strategy___eng_.pdf

Phase 2

Phase 2 of the Programme was launched in April 2014. The overarching objectives of C4A
Phase 2 were to:

- Generate positive action to address known areas of inequality;
- Change lives through sport;
- Be bold and encourage new approaches; and
- Increase the amount of regular and frequent activity taking place throughout Wales.

It built on lessons learned from Phase 1 and evidence from the School Sport Survey[2] and Active
Adult Survey[3] (known as Sport & Active Lifestyles survey as of 2016) that showed that, despite a
population level increase in participation rates, it was considerably lower among four groups.
The four groups became the priorities identified for Phase 2 and included:

- Girls and young women;
- Young people living in poverty (up to 24 years);
- People with a disability; and
- People from a BME background

Sport Wales believed that more innovative approaches than had been developed in Phase 1
were needed to shift this imbalance, and pro-actively sought out partnerships with
organisations that had good existing links to the target groups.

As in the first phase of the Programme, 11 Projects were initially funded in Phase 2. Funding
was allocated through a competitive bidding process. Approximately half (£1.5 million) was
invested in projects that sought to engage girls and young women and the remaining £1.5
million was invested in projects that sought to engage with the other three groups. Projects
varied in their target group, scale, duration and the amount of funding they received (see
Annex 1). The BME Sport Cymru Project was not technically part of C4A but essentially became
the '12th' Project of the Programme during its currency.

Table 2: Phase 2 Projects

Priority	Partner Lead organisation	Project Title
Poverty	Brecon Beacons National Park Authority	Geocaching
Disability	Bridgend County Borough Council	Disability Sport Development
BME	Cricket Board of Wales	Cricket Without Boundaries
Girls/Young Women	Girl Guiding Cymru	Sports through Guiding Project
Poverty	Public Health Wales (Aneurin Bevan)	Large Scale Behaviour Change
Girls/Young Women	Street Football Wales	Kick Some Balls Project
Girls/Young Women	StreetGames UK Ltd	Us Girls
Disability	Time to Change Wales / Mind	Time to Change Wales

---

[2] Sport Wales (2015) School Sport Survey 2015. Available at: http://sport.wales/research--
policy/surveys-and-statistics/school-sport-survey.aspx
[3] Sport Wales (2014) Active Adults Survey http://sport.wales/research--policy/surveys-and-
statistics/active-adults-survey.aspx

Priority	Partner Lead organisation	Project Title
Poverty	Trivallis (Housing Association)	Ziggies
BME	Welsh Gymnastics	Bute Gymnastics Club
Girls/Young Women	Welsh Cycling Union	Breeze
BME	Wales Council for Voluntary Action	BME Sport Cymru

In the development of this Phase 2, and the project application process, it had been hoped to support a broadly based BME sport participation project, but this could not be realised. Following independently commissioned research, Sport Wales asked the Wales Council for Voluntary Action (WCVA) to broker a revised approach that could command a consensus, and this eventually became, in practice, a 12th Project in the form of BME Sport Cymru.

The 12 Projects in Phase 2 are described in vignettes below, and in more detail in Annex 1.

Brecon Beacons National Park - *Geocaching* Project: The Project aimed to introduce young people from disadvantaged communities to both the natural beauty of the National Park and the physical activity of geocaching. This involves using simple GPS instruments to locate hidden 'treasure' on group walks. Youth group leaders were the key agents to access the participants and were trained in the techniques. The activity also engaged leadership skills and team working.

Bridgend County Borough Council - *Disability Sport Development* Project: The Project aimed to enhance the quality of life of young people with disabilities in Bridgend by increasing their engagement in sport, play, and leisure-based activities. Activities centred on creating networks between disability-focused organisations and sport providers, increasing education and awareness of stakeholder needs, and developing the capacity of existing and new offers to meet these needs. The Project aspired to develop an approach with transferability to other local authorities.

Cricket Wales - *Cricket Without Boundaries* Project: The Project aimed to make cricket more accessible for BME communities in Cardiff, particularly South Asian males aged 13-25, and create a thriving BME cricket network. It offered a range of different participation opportunities, including pop-up cricket clubs, semi-formal indoor mid-week cricket, competitive cricket sessions integrated into mainstream clubs, and talent identification and competition events. Breaking down barriers between BME communities and cricket in Wales was a key Project goal.

Girl Guiding Cymru - *Sport Through Guiding* Project: The Project aimed to embed sport and physical activity/literacy within the culture, strategy, and operations (the 'DNA') of Girl Guiding Cymru. This involved training female leaders to deliver sport and physical activities, increasing the number of sport and physical activities in the guiding offer, and improving the sports and physical activity equipment and venues available to guides. Through these activities, the Project would increase regular sporting and physical activity among girls and young women.

Public Health Wales - *Large Scale Behaviour Change* Project: The Project aimed to apply a Large Scale Change methodology to address the physical inactivity inequalities gap in the South Wales Heads of the Valleys area. Activities focused on influencing the multiple systems and organisations with the potential to impact on physical activity behaviours of deprived young people via effective social marketing. It attempted to apply a systems-based approach to fostering positive physical activity behaviours and communicate this concept to key stakeholders.

Street Football Wales - *Kick Some Balls* Project: The Project aimed to provide multisport and leisure opportunities for young women aged 16+ who experience multiple social deprivation. Alongside participation opportunities in various sports, it offered training and education to support personal development and the future sustainability of activities. Project activities were designed to foster the trust of participants and provide a 'safe' participation environment.

StreetGames UK - *Us Girls* Project: The Project aimed to address the female gender gap in regular participation in sport and physical activity in Wales through a national programme consisting of 23 different projects implemented nationwide. Activities combined provision of new and increased physical activity opportunities for girls and young women with coach/activity leader development. Consulting with target beneficiaries and tailoring activities to local interests was a key aspect of Project delivery.

Time to Change Wales /Mind Cymru - *Breaking the Barriers* Project: The Project aimed to develop a football offer to break down the barriers to participation in sport faced by those with mental health issues and reduce mental health stigma in sport. Targeting people suffering mental ill-health, it delivered a mental health-sensitive football programme through Merthyr Tydfil, Newtown, Newport, and Wrexham football clubs. Football sessions were complemented by awareness raising and education for coaches, and mental health support for participants.

Trivallis - *Ziggies* Project: The Project aimed to establish a voluntary, peer-led approach to improving literacy and physical literacy of young children from disadvantaged communities and foster stronger engagement with these concepts by families. Parent-volunteer led after-school sessions facilitated learning through an interactive story-time approach based around a book, with children participating in a number of replicable physical activities relating to the narrative. (Note that funding for this Project was withdrawn by Sport Wales in December 2017.)

Welsh Cycling - *Women and Girls Participation Including Breeze* Project: The Project aimed to increase female participation in cycling by providing female only, champion-led rides to women and girls through rolling out the *Breeze* network across Wales. A cadre of *Breeze* 'champions' were trained to deliver female-only rides in local areas, and the *Breeze* offer was also expanded to secondary school age girls. Pathways for continued engagement in cycling by participants were developed, and the Project aspired to foster a cultural shift in attitudes to women's cycling.

Welsh Gymnastics - *Bute Gymnastics Club* Project: This Project aimed to create a sustainable women and girls' only gymnastics club in the Butetown area of Cardiff - with a focus on ethnic minorities - run by the community for the community. It provided culturally-sensitive gymnastics sessions and personal development volunteering opportunities in aspects of club operations. Breaking down the barriers between gymnastics and the BME community was a key Project goal.

Wales Council for Voluntary Action - *BME Sport Cymru* Project: The Project aimed to make a sustainable difference to the inclusion of under-represented BME communities in sport and physical activity, and thereby improve their long-term opportunities and health outcomes. This was a nationwide initiative, and activities contributed to one of three key objectives: increasing participation among BME individuals; building sport and physical activity capacity in BME communities; and tackling inequality in existing sport and physical activity offers.

Collectively the 12 Projects in Phase 2 anticipated a range of outcomes including:

- Improving access to and increasing participation in sport and physical activity;
- Improvements in general well-being of the target beneficiaries and improving the lives and well-being of vulnerable groups;
- Training and recruiting leaders, volunteers and coaches, and enabling participants to gain coaching qualifications;
- Reducing the inequalities gap in sport and physical activity between BME communities and the rest of the population in Wales, and between the most and least deprived communities;
- Providing opportunities for beneficiaries to socialise and become/feel more integrated into the community;
- Creating improvements in mental health, self-esteem and confidence, physical fitness and diet, as well as reducing smoking;
- Using sport as a mechanism to help those suffering from social deprivation, addiction, and homelessness to link with support services;
- Identifying new talent and creating new teams;
- Engaging young people in poverty in physical activity in the natural environment;
- Peer-led development of physical literacy amongst parents/carers and children aged 3-8 in communities experiencing poverty;
- Supporting people into employment or further volunteering work; and,
- Increasing sport participation opportunities for young people with disabilities.

Section 3: Policy Context

The policy context for C4A was Sport Wales' then Vision to 'unite a proud sporting nation, where every child is hooked on sport for life and Wales is a nation of champions'. This reflected the twin participation emphases of regular participation and young people. Accompanying the over-arching Vision was the Community Sport Strategy 2012-20 which the Sport Wales' Board agreed to target through National Lottery investment. Thus, C4A was designed to support the Community Sport Strategy 2012-2020. It reflected many of Sport Wales' key objectives including:

- Sporting Innovation - to embrace collaboration, encourage new ways of delivering opportunities to increase participation and improve elite performance;
- Skills for a Life in Sport - every child and young person is provided with the skills and confidence from an early age to be physically literate through high quality, engaging sporting experiences;
- Communities with sport at their heart - offering joined up opportunities for every child and young person to undertake at least five hours of safe, high quality sport every week and sustaining their engagement throughout their adult life; and
- The development of a growing, skilled and passionate workforce – where all those involved in sport, whether in a professional or voluntary capacity, are supported to pass on their skills and passion for sport to the people of Wales.

Under C4A Phase 1, the objectives were broadly based around achieving general increases in participation. However, evidence from the School Sport Survey and Active Adult Survey showed that despite a population level increase in participation rates, this was unevenly distributed. Four groups - women and girls, those living in deprived areas, people with a disability or impairment, and those from Black/Asian, Arab and other minority ethnic backgrounds - were the least likely to be physically active and 'hooked on sport.' When Phase 2 was launched in 2014 it focused fully on the equalities agenda and sought to address participation issues identified with these four target groups.

Since 2014 the policy agenda has evolved rapidly. There has been increasing recognition of the wider health, social and psychological benefits of sport and physical activity both for individuals and for communities. The goals and ways of working set out in the Well-being of Future Generations (Wales) Act in 2015[4] have provided new frameworks for Sport Wales' thinking about its role, and new opportunities to demonstrate the value of its activities and investments. Sport Wales has also developed its 'Elements of Engagement' framework[5], which captures the principal factors that influence sport participation – motivation, confidence, awareness, opportunity and resources, and experience.

---

[4] Welsh Government (2015) Well-being of future generations (Wales) Act 2015, Available at
http://futuregenerations.wales/about-us/future-generations-act/
[5] Sport Wales (2017) Elements of Engagement 2017. Available at
http://sport.wales/media/1922960/elements_of_engagement_-_overview_311017.pdf

Sport Wales itself has also been reviewed. In 2017 the Welsh Government invited an Independent Panel to examine the strategic intent, purpose and role of Sport Wales in relation to delivering a more active, healthy and successful nation. The C4A Programme was acknowledged in that review as a specific example of Sport Wales taking a more innovative approach, albeit recognising the risks involved. Sport Wales has emerged positively from this wide-ranging review. It has developed a new Vision for Sport in Wales[6] in collaboration with the sector, and it has taken forward a new operating model through the Community Sport and Activity Project that is commencing in North Wales before being rolled out across Wales.

These significant developments have meant that the ways of working pioneered by the C4A Programme are even more relevant now than they were when it was launched. The learning from this evaluation has been able to help inform Sport Wales' strategy, its organisational culture, and its reputation and relationships with partner organisations and other stakeholders, including the Welsh Government.

[6] Sport Wales (2018) Vision for Sport. Available at: https://visionforsport.wales/

Section 4: The Evaluation Process

Whilst each of the Projects was expected to report on its activities and outputs to Sport Wales on a regular basis, the independent evaluation provided a robust, empirically based assessment of the impacts of and learning from the Calls for Action Programme as a whole. It was conducted over a three year period from July 2015 to September 2018, with close working between the evaluation team and a Sport Wales' Client Steering Group.

There were two distinct Phases which embraced three elements which in summary involved: (i) an impact evaluation of Phase 1, focusing on four of the 11 Projects; (ii) a process evaluation of Phase 2 to learn from how the successful projects were selected; and (iii) an impact evaluation of Phase 2, of the Projects and Programme, that tracked developments throughout the funding period.

Findings were communicated on a regular basis to Projects, to Sport Wales officers and to the Sport Wales Board through interim reports, workshops, presentations and informal discussions. The evaluation generated considerable 'real time' learning that informed the on-going implementation of Projects, the evolution of the Programme, and the development of Sport Wales' strategic thinking and broader policies.

The evaluation team supported the Projects and Sport Wales' officers to co-develop a theory of change approach at both the Programme and Project levels. A theory of change approach uses logic models to identify the intended outcomes (of both Programme and Projects) and by identifying causal links evaluates whether these have been achieved and if so how. These provided the framework for evaluating what Projects and the Programme as a whole achieved and for assessing which approaches had worked best.

Evaluation questions

Sport Wales developed a number of questions that formed the basis of the evaluation. These were used during the early stages and helped inform the methodology. As might be expected with an evaluation that spanned three years, they developed and evolved over the course of the work.

- How much time does it take to get different projects set up and underway? What sort of input is required from Sport Wales staff? How does it differ from the way in which other grants work?
- Partners – how well do projects perform from their perspective? What are the difficulties? How do they find working with Sport Wales? Are there differences between Sport Wales and other agencies? What can both parties learn?
- Does working over a longer funding timeframe lead to more sustainable participation and community buy-in?

- What are our assumptions about what the programme is trying to achieve? Is the programme logic agreed by all stakeholders? Are there conflicting priorities and influences? Do the programme's aims change and develop over time?
- Do we reach the intended beneficiaries? Which people in Wales still don't want to/can't engage in sport and physical activity? Why? Can Sport Wales and partners overcome this?
- What is the quality of the work going on? Does it link to or complement a sports development pathway?
- Does 'activity' (sport, physical activity and workforce deployment) continue and become sustainable, or is it temporary participation that is reliant on funding and continued Sport Wales support?
- Can we demonstrate that Calls for Action has had an impact against delivering Community Strategy priorities? Can we demonstrate that this impact could a) have not been achieved through traditional funding streams or b) would have been harder to achieve through traditional funding streams?
- What are the other factors going on (in Wales or beyond) that may have an influence on the intended programme outcomes? Can we make any judgements about how they are affecting outcomes? What are the wider issues outside our control? If we did make an impact, was this the intended impact?
- What do we learn along the way that will help us develop Calls for Action and influence other areas of work across Sport Wales?
- To what extent does Calls for Action add value?
- To what extent have funded-projects engaged with groups that Sport Wales and the sport sector traditionally find 'hard-to-reach'?
- What is the impact at an individual level? How have people's lives changed as a result of C4A? What are the physical, mental, health and sporting benefits for participants?
- Can we assess any economic benefits of Calls for Action?

Where these questions proved to be of relatively low value, they were replaced with additional issues which had emerged during the evaluation as having greater significance.

Phase 1 Impact Evaluation

The impact of Phase 1 of the programme was assessed in three ways:

- A desk-based review of the programme documents (including applications and monitoring reports) relating to all 11 Projects;
- Case studies of four Projects involving site visits and semi-structured interviews with project staff; and
- Semi-structured interviews with a range of Sport Wales staff and Board Members as well as external stakeholders.

The four case study Projects were chosen by Sport Wales staff because they were considered to offer the most valuable learning in the context of C4A's overall objectives. They were:

- Neath Afan Gymnastics – social enterprise and engagement with women and girls;
- RCT Homes – engagement with families and 'hard to reach groups';

- Disability Sport Wales/Betsi Cadwaladr University Health Board – partnership working with the health sector; and
- Clwb Penybont – facilities and the expertise required to operate them.

Our analysis of all four Projects focused on:
- The theory of change which informed them – we supported each Project to articulate its theory of change and assessed with them what had worked and what had not and how the theory of change might need to be refined in light of this;
- Their impact – we produced a summary of the positive and any negative impacts of the Project including both the numbers and types of participants and evidence of the impacts on their lives;
- The counterfactual – we assessed whether the Project would have been implemented irrespective of C4A funding and whether its impacts could have been achieved in the absence of funding;
- The Projects' sustainability and scalability – we analysed whether Projects were likely to continue after their C4A funding expired and whether impacts could be scaled up or replicated; and
- The learning their experience offered – we summarised the learning from each Project which we believed would be useful to other organisations and to Sport Wales.

The evaluation team wrote summaries of each Project using a common framework that detailed the numbers of participants, the ways in which they had sought to increase participation, the barriers they encountered, the factors that had contributed to their success, and the lessons for future attempts to increase and broaden participation in sport and physical activity. These formed part of a broader report, which drew together the evidence from across all 11 Projects.

Phase 2 Process Evaluation
The evaluation of Phase 2 of the Programme consisted of two phases. The first evaluated the process by which Phase 2 had been developed and implemented. The second stage evaluated the impacts of Phase 2 and the lessons that could be learnt at project, programme and policy level.

The process evaluation addressed five main sets of questions:
- How well did Sport Wales engage with potential partners?
- To what extent did it engage with partners who are new to sport based projects and/or to working with Sport Wales?
- What worked well and what proved difficult? What type of engagement was best with target audiences and does this change over time?
- Did Sport Wales have the right skill sets to engage new partners? Does it need to develop additional skills?
- What were applicants' perceptions of Sport Wales? Do potential partners want to engage in sport and physical activity generally, and with Sport Wales as an organisation?

The evidence for the evaluation was drawn from:
- Interviews with a sample of Sport Wales staff and stakeholders including both successful and unsuccessful applicants (n = 20);
- A desk-based review of the process used to implement Phase 2 including reviewing grant applications, Board papers, C4A meeting notes and presentations;
- An analysis of the documentation which came out of the Sport Wales assessment process and Sport Wales promotional materials for Phase 2; and
- A specific assessment of the process used to appraise applications to increase participation among the BME community.

Phase 2 Impact Evaluation

The assessment of the impact of Phase 2 of the Programme was the most in-depth and complex of the three parts of the overall evaluation and lasted the longest. Its aim was to establish:
- whether the Programme fulfilled Sport Wales' and its partners' ambition to develop and test innovative approaches;
- whether it delivered the intended impacts; and,
- what had worked and what had not worked, and why.

It also sought to track the ways in which Projects changed over time and the extent of any wider intended and unintended outcomes.

In year one we focused on gaining a thorough understanding of the Projects - how each was set up, what it was trying to achieve, the progress made in the first 12 months, and any barriers encountered. As with the evaluation of Phase 1, we worked with Sport Wales' case officers and project leads to develop a theory of change and logic model for each Project which encapsulated the assumptions that underpinned its design and delivery. The theory of change showed how each Project's day to day activities were expected to lead to the intended outcomes through a series of outputs and intermediate outcomes. We were able to compare this to the proposals set out in their applications for funding and track how they evolved over time in light of the experience of what was working and what needed to be revised.

Data about outcomes was gathered from a documentary review which included Projects' applications and Sport Wales' assessments of them, Project monitoring reports, and other materials produced by Projects. This evidence was supplemented by a series of semi-structured interviews with Sport Wales' case officers, Project leads and front-line staff, site visits to each Project, and workshops with Project leads and Sport Wales case officers. The findings for each Project were written up using a common framework and tested with the Projects and the Sport Wales' case officers working with them. The framework included:
- A high-level summary;
- Key facts;
- Logic model including performance measures;
- Theory of change narrative;
- Sport Wales' assessment;
- Evaluation team Project assessment; and

- Evidence trail.

In year 2 the evaluation comprised three thematic studies of key issues that emerged strongly from the first year of the study. From an initial list of ten potential themes, Sport Wales selected three:
- Participation
- Governance and partnership
- Value for money

By this point in the evaluation, the BME Sport Cymru Project had effectively become the 12th Project in C4A, even though formally it remained separate. We analysed the ways in which each of the 12 Projects had tackled the three thematic issues through documentary analysis, interviews and workshops. This was a very substantial set of studies, each of which was the subject of a tailored research design, and each of which gave rise to important lessons and ways of thinking in relation to improving sport participation.

In the third year the evaluation team updated the Project level analysis that had been conducted in the first twelve months using the same methods - documentary analysis, Project visits, interviews with Sport Wales' case officers, Project leads and staff and other stakeholders, and workshops to test out findings and discuss the learning that these provided. We also conducted further in-depth analysis of the factors which had enabled Projects to engage with target groups. A final round of consultations was also undertaken with senior staff in Sport Wales. Annex 1 provides a summary of the full and detailed assessments of each Project over the course of the evaluation.

Section 5: The Impact of Phase 1

Phase 1 of the C4A Programme signalled a significant attempt by Sport Wales to develop and pilot new approaches to tackling the long standing barriers to widening participation in a deliberate and conscious way. It was intended as an innovative programme that was informed by Sport Wales' Community Sport Strategy. In its early stages in particular, Phase 1 of the Programme gave less attention to engaging underrepresented groups than was later seen in Phase 2. Consequently the degree to which Projects explicitly targeted these groups, as opposed to increasing overall levels of participation, varied considerably.

The extent to which Phase 1 Projects achieved their target numbers varied, but many had significant positive impacts on levels of engagement in their areas, and several succeeded in engaging with previously underrepresented groups, even though this was not an explicit objective of Phase 1. A number of them involved traditional capital investments in sporting facilities, and most of the organisations that led these Projects were local authorities, sports clubs and universities that had an existing relationship with Sport Wales. The lack of engagement with new partners highlighted the need for Sport Wales to reach out in more pro-active ways to form partnerships with organisations that could facilitate new approaches, and this informed the way in which Phase 2 was implemented.

However, Phase 1 had a significant impact on Sport Wales' thinking. It increased the Sport Wales' Board's understanding of and commitment to different approaches in order to broaden participation. It also signalled an important change of priorities within the organisation. It helped to 'change the conversation' in ways which emphasised the role that sport and physical activity can play in the achievement of broader outcomes.

Under Phase 1 there was an emphasis on facility development and participation but as the Projects were being implemented there was a growing recognition by the Board and officers in Sport Wales to address more explicitly the equalities agenda. Some Phase 1 Projects (notably the Disability Sport Wales/Betsi Cadwaladr Project) were in practice forerunners of the approach that was adopted in Phase 2. The lessons learned from Phase 1 helped to inform Sport Wales' understanding of how to involve non-traditional partners in Phase 2.

Section 6: The Process Evaluation of Phase 2

Phase 2 of the Programme was launched in 2014. The way in which it was implemented took account of the findings of an internal Sport Wales' review of the application and appraisal processes used in Phase 1. This led to some important differences of approach and showed a genuine commitment by Sport Wales to draw on the lessons from Phase 1 and develop and test new approaches that could be more successful in engaging with groups less likely to participate in sport.

The objectives of Phase 2 were ambitious. The need to address the equalities agenda and increase participation by under-represented groups was made much more explicit. There was also a clear focus on promoting positive action, changing lives, encouraging new approaches, and increasing regular and frequent sporting activity. There was a very pro-active attempt to reach out to new partners. Sport Wales developed a wide-ranging communications strategy to promote awareness of the Programme to organisations that had not previously worked with them. In addition, more time was allowed for the application process and there was more interaction between applicants and Sport Wales at this preliminary stage. This clearly paid off - 144 applications were received from a wide range of organisations, both traditional sport-focused partners of Sport Wales and 'non-traditional' organisations working in other sectors.

The flexibility of the Programme was also important. Sport Wales set aside a general pot from which variable sized grants could be awarded to fund Projects of different durations, and this was an important and successful feature of the Programme.

The process through which applications were assessed was widely seen as having been transparent and more interactive than hitherto. Some of Sport Wales' traditional partners whose applications were not successful were naturally disappointed with the shift towards new partners. But most applicants reported that they nevertheless received valuable feedback on their proposals and the reasons why they had not been funded. In some cases, Sport Wales continued the dialogue with applicants and supported them to develop revised proposals that were funded in other ways.

The process evaluation highlighted a number of areas in which further improvements could be made in the way in which Sport Wales managed programmes such as C4A. We concluded that more could have been done to bring together and connect traditional and new partners in order to draw on their different capabilities. We also found that there was a specific role for an equalities' impact assessment in the process and that improvements were needed in the ways in which Sport Wales engaged with the BME community. We therefore conducted a supplementary study on the BME related Phase 2 process.

There were further improvements to be made in the application process and in monitoring outcomes. Given the strong equalities' objectives of Phase 2, there was too much emphasis on

targets for numbers of participants and too little focus on mechanisms to identify what worked and why and sharing this learning among Projects, within Sport Wales and further afield.

Narrow performance measures such as the numbers of participants may be appropriate for traditional 'mainstream' sports programmes but were at odds with the realities of piloting a range of innovative approaches to engaging with under-represented groups. In many cases targets for participation were 'best guesses' that did not provide a sound basis on which to appraise or monitor Projects. They tended to underestimate the time needed to gain the trust of target groups and they focused on numbers of participants rather than the type, frequency and intensity of activity. Overall, Projects tended to over-estimate their impact in terms of the numbers they would achieve. In some cases, this became evident fairly early on in Projects and targets were revised down to ensure that they did not just 'chase' an unrealistic number but focused on having an impact on the beneficiaries they could reach.

Crucially, insufficient attention was given in the application and monitoring processes to broader outcomes such as improvements in participants' confidence, motivation and health, and to assessing the potential social return on investment. With hindsight, it would have been better to ask applicants to explain in their applications the theories of change which informed their approaches, and to set out their understanding of the challenge and their proposed approaches for engaging with the target groups and the evidence on which their assessment relied. They could also have been required to outline the ways in which they would systematically capture and share the learning from their Projects.

The changes in the processes for appraising and monitoring Projects that were made, and the further improvements that we felt could be incorporated into future programmes, have clear workforce implications. They require Sport Wales' case officers to work in new and different ways and with organisations with which they have often had little or no prior contact. This change in their roles had not been anticipated and they had not been trained for it. They were supportive of and adapted well to these new ways of working, but with hindsight it would have been better if they had been better equipped for them from the outset. In some cases, the Sport Wales' case officers were very important and supportive in facilitating Projects and developing an effective working relationship which helped them to get off the ground. In others they were less involved, perhaps because there was less need to be, or perhaps because they were 'out of their comfort zone'.

The supplementary process study on the BME Projects also highlighted important gaps at that time in the perspectives of Sport Wales and BME groups. It also identified the very considerable efforts made to close those gaps, which eventually resulted in a revised application and a successful BME Sport Cymru Project.

Section 7: The Impact of Phase 2

The Projects funded in Phase 2 of the Programme were very different to each other. In interim reports and other presentations, we have provided our detailed assessments of each Project's achievements, the barriers they faced, and the factors which influenced their success. In this report we focus on the overall findings from across all the Projects and include substantial summaries of each Project, including outputs and achievements, in Annex 1. We look here at:

- Project outcomes
- Innovation
- The three thematic studies of participation, governance with partnerships, and value for money/social return on investment

Project Outcomes

In some respects, the outcomes of C4A were the outcomes achieved by each of the Projects. As the summaries in Annex 1 demonstrate, overall the outcomes were both positive and consistent with the original aims and intentions. However, it is clear that the C4A Programme also had a very significant positive impact on individuals who were experiencing multiple disadvantage and exclusion. In addition to the basic monitoring of the numbers of participants, coaches and volunteers that they had engaged with, most Projects could provide impressive accounts of positive changes in the quality of life of some participants including increases in skills, social interactions, motivation and confidence. But this evidence was often anecdotal, and it was not clear how far these experiences were representative of participants as a whole.

One of the lessons from the C4A Programme is that there is a need to design into interventions of this kind robust ways of evaluating their impacts as well as their outputs from the outset. This means, for example, not just measuring the numbers of participants and sessions, but also the types and quality of participation and the impacts which this has on participants' lives. Some Projects developed systematic approaches to capturing these kinds of benefits, but a lot more could have been done to better understand and measure the effect that Projects had on mental and physical health and on wider well-being. Projects often lacked capacity in this area and needed support in order to develop these types of monitoring processes – again pointing up the importance of the skills and capacities of Sport Wales' case officers in such areas.

Innovation

Phase 2 of the C4A Programme delivered on its objective of developing and testing out innovative approaches to supporting underrepresented groups to engage in sport and other forms of physical activity. The Programme as a whole and each of the Projects that it funded were underpinned by ideas and assumptions about what would work. Few of these theories of change were explicit in the applications submitted by Projects but they were able to articulate to us what they were trying to achieve, how they planned to effect this, and why and how they had chosen the approaches they had adopted. Drawing out this thinking and re-examining it

with Projects over the three years showed what they found was working and what was not working, and how Projects flexed their ways of working in light of this learning.

For example, Cricket Without Boundaries developed a BME girls' component when it became clear that there was demand from this group, even though the Project was initially targeted at boys and young men. In the 'Us Girls' Project, case studies were developed, and insight research was conducted into the learning to be derived from the experience of implementation. This learning was shared among partners, a number of whom subsequently embedded it within their own operational practice

Governance with partnerships

One of the key innovations of C4A was the investment in and partnership with a range of different organisations. This reflected the necessity to find new approaches in order to secure greater participation among the target groups. Projects adopted a range of partnerships and governance arrangements in the way they were led, controlled, and managed. The evaluation showed that their success and sustainability depended in part on the effectiveness of the models that they had adopted.

The diversity of the Projects led the evaluation team to consider **governance with partnerships** as one of the key themes undertaken during year two of the evaluation. Governance was taken to mean, "the way the projects are being led, controlled and managed" and a review was undertaken of each Project. The review considered three separate elements including: project governance; project management; and project partnership. The analysis was presented in a working document. Figure 1 provides a summary of the governance and management characteristics of each Project and this helped provide an overview that demonstrated the different arrangements that existed between the Projects.

Figure 1: Governance Overview

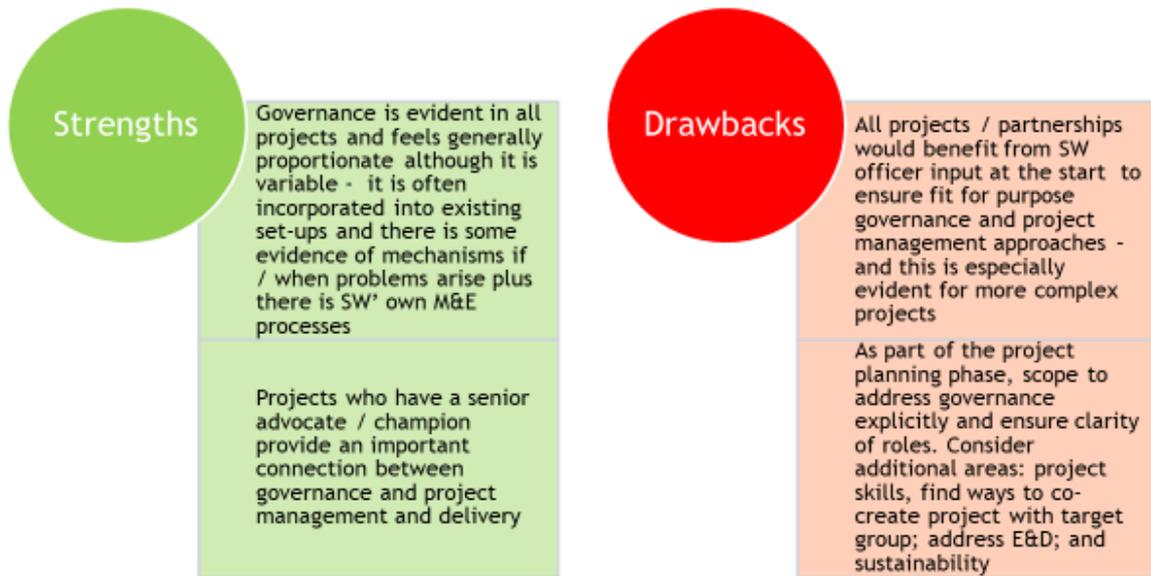| Project	Structures & Systems	Target Group / plus E&D Focus	Addressing Risk Management	Use of Perf Data / Impact
Geo-caching	Existing	No	Explicit	High
Ziggies	Bespoke	No	Implicit	High
Large Scale Behaviour Change	Existing	No	Implicit	Average
Disability Sport Development	Existing	Yes	Implicit	High
Time To Change Wales	Bespoke	No	Implicit	Average
Kick Some Balls	Existing	Yes	Explicit	Average
Sports through Guiding Projects	Existing	Yes	Explicit	Average
Breeze	Existing	No	Explicit	High
Us Girls	Existing	No	Explicit	High
Bute Gymnastics Club	Bespoke	Yes	Explicit	High
Cricket Without Boundaries	Existing	Yes	Implicit	Average
BME Sport Cymru	Existing	Yes	Explicit	High

1.**Structures and Systems:** Structure and systems refers to the extent to which projects used existing structures and systems or created a bespoke new set-up

2.**Target Group plus E&D Focus:** The extent to which the project governance reflected the target groups and addressed explicitly equality and diversity

3. **Addressing risk management:** The extent to which risk was managed at the project level directly (Explicit) or more indirectly (Implicit)

4.**Use of Perf Data/Impact:** Extent to which performance data were in place and used to manage impact (Low /Medium / High)

Our analysis also identified some of the key governance characteristics operating across the various Projects:

- **Geocaching** – Use Brecon Beacons National Park existing structures and systems with employee in place to run Project
- **Ziggies** – Trivallis leads with a consortium steering group and provides administration support
- **Large Scale Behaviour Change** – Aneurin Bevan Health Board leads, culture change across the organisation – Board and delivery
- **Disability Sport Development** – Operates to Bridgend County Borough Council structures and systems
- **Time to Change Wales** – Steering group in place and Programme Board used to develop the Project
- **Kick Some Balls** – Managed within Pobl host organisation
- **Sports through Guiding** – Board level ownership with senior advocate for Project
- **Breeze** – British Cycling own Project, managed by Welsh Cycling with project officers
- **Us Girls** – Street Games control Project, managed by Wales with project officer
- **Bute Gymnastics Club** – Joint development by Welsh Gymnastics and Diverse Cymru with specific Steering Group
- **Cricket Without Boundaries** – Use Cricket Wales' structures and systems, Project developed via Equality and Diversity Inclusion sub-group
- **BME Sport Cymru** – Bespoke governance structure managed by Wales Council for Voluntary Action and Delivery Partners

From this huge variety we were nonetheless able to draw out the strengths and weaknesses of different governance arrangements:

Figure 2: Strengths and Drawbacks of Different Governance

Strengths

Governance is evident in all projects and feels generally proportionate although it is variable - it is often incorporated into existing set-ups and there is some evidence of mechanisms if / when problems arise plus there is SW' own M&E processes

Projects who have a senior advocate / champion provide an important connection between governance and project management and delivery

Drawbacks

All projects / partnerships would benefit from SW officer input at the start to ensure fit for purpose governance and project management approaches - and this is especially evident for more complex projects

As part of the project planning phase, scope to address governance explicitly and ensure clarity of roles. Consider additional areas: project skills, find ways to co-create project with target group; address E&D; and sustainability
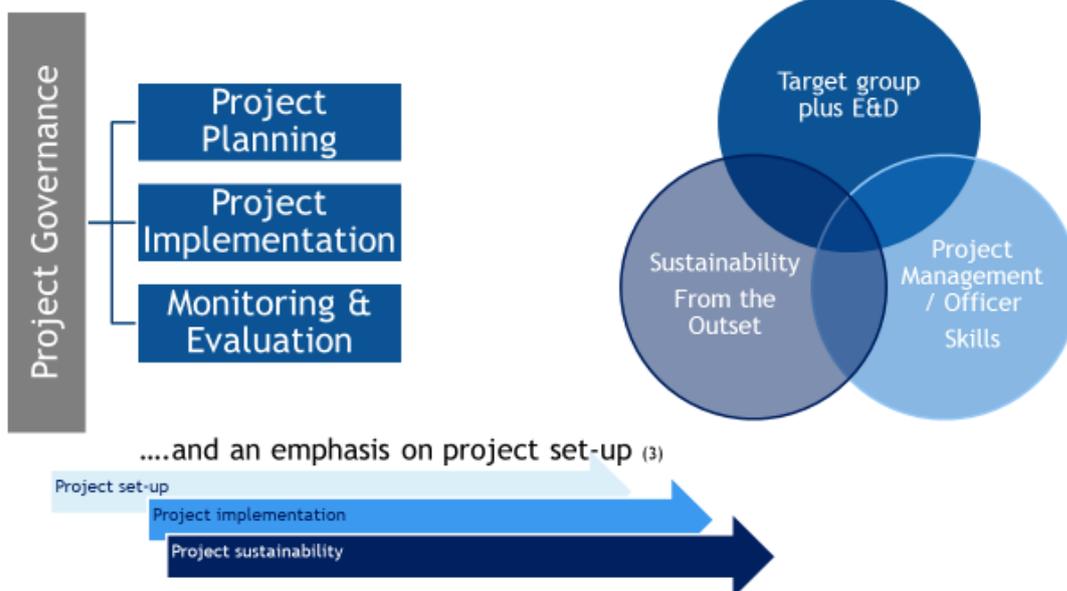
This led us in turn to advance the following model as a way of identifying the governance arrangements which were most capable of underpinning successful implementation:

Figure 3: Considerations for Governance and Project Management

A project process that includes governance as central to the project management (1)

Project Governance
- Project Planning
- Project Implementation
- Monitoring & Evaluation

…..and ensure alignment with C4A by extending governance to include (2):

Target group plus E&D

Sustainability From the Outset

Project Management / Officer Skills

….and an emphasis on project set-up (3)

Project set-up

Project implementation

Project sustainability

In relation to **partnerships,** some Projects were led by organisations that had worked with Sport Wales previously, including national governing bodies and local authorities. Others

involved partners that Sport Wales had not significantly worked with before, including Girl Guiding Cymru and Brecon Beacons National Park. A third group worked across a range of partner statutory organisations in an attempt to secure system-level change involving them all. Given this wide range of different types of Projects, with different objectives, approaches and target groups, there was no one 'ideal' governance arrangement. But there were some lessons that were common to most Projects. Our initial overview captured the variety set out below.

Figure 4: Partnerships Overview

	Traditional or New Partner	Complexity of Partnership	Cross Sector Working	Sustainability Considerations
Geo-caching	New NSP	Principal	LA	Extended
Ziggies	New NSP	Many	Housing, Education	Re-aligned
Large Scale Behaviour Change	New NSP	Many	Health	Potential
Disability Sport Development	Traditional SP	Principal	Health, Disability	Yes
Time To Change Wales	New NSP	Many	Health	Potential
Kick Some Balls	New SP	Principal +1	Health	Potential
Sports through Guiding Projects	New NSP	Principal	Voluntary	Yes
Breeze	Traditional SP	Principal	Sport	Yes
Us Girls	Traditional SP	Many	Sport	Re-aligned
Bute Gymnastics Club	Traditional SP	Joint	Sport, BME	Yes
Cricket Without Boundaries	Traditional SP	Principal +1	Sport, BME	Yes
BME Sport Cymru	New NSP	Principal +4	Sport, BME	Yes

Partnerships at Project level put in place a variety of arrangements:

- **Geocaching** - Focus on different activity for Sport Wales (walking) and outdoors
- **Ziggies** - New partners collaborating, early years focus and peer to peer between parents
- **Large Scale Behaviour Change** - Complex Project revolving around cultural change; seeking wide scale collaboration
- **Disability Sport Development** - Co-produced with Disability Support Network, Impairment Groups, schools
- **Time to Change Wales** - New partnership between sport and health
- **Kick Some Balls** - Extreme social exclusion, profile raised through support from actor
- **Sports Through Guiding** - Raising the profile of sport and challenging Girl Guiding UK
- **Breeze** - Women into cycling, building on a successful pilot run by British Cycling
- **Us Girls** - Girls creating their own agenda, building on a pilot in England
- **Bute Gymnastics Club** - Joint partnership, developing trust between organisations
- **Cricket Without Boundaries** - Opening up an organisation to invite in the wider community
- **BME Sport Cymru** - New partnership with Wales Council for Voluntary Action, in turn had new partnerships with four delivery partners

We were particularly interested in the extent to which the character and complexity of the partnership arrangements related to likely innovation and risk. Our analysis – represented

pictorially below – provided a rudimentary framework which could be applied in understanding at the outset of a Project how much innovation and risk was likely to be a feature of its implementation.

Figure 5: Considerations of Project Partnership Complexity

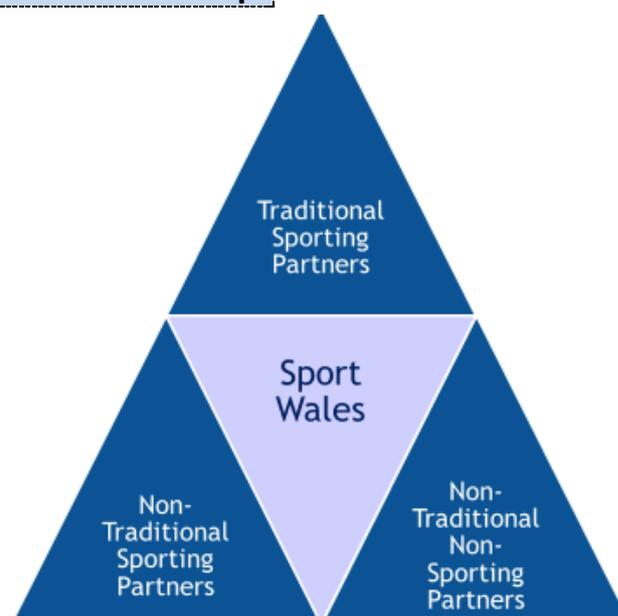| Many Partners | Time to Change Wales | Us Girls | Large Scale Change BME Ziggie |
Partner +1	Bute Gymnastics	Street Football	
Single Principal Partner	Welsh Cycling Welsh Cricket BBNPA	Girl Guides	Bridgend
	Single Sport	Multi Sport	Context Changer

Note: Arrow denotes line of potential innovation and risk

We were also able to draw out the strengths and challenges of different patterns of partnership, as shown in Figure 6.

Figure 6: Strengths and Challenges of Different Partnerships

Strengths:
➤ Sport Wales engaging with new partners
➤ Sport Wales engaging in new projects that are cross sector – some risks taken
➤ Confidence in the project lead partner

Challenges:
➤ Developing relations and trust with new partners takes time /and understanding
➤ Learning from C4A: some 'Looking out from sport' & others 'Looking into sport'
➤ Some partners still learning about SW and developing their relationship
➤ No private sector partners under C4A

Traditional Sporting Partners

Sport Wales

Non-Traditional Sporting Partners

Non-Traditional Non-Sporting Partners

Note: Looking out from sport refers to sporting organisations finding potentially non-sport ways to engage participants (socialising; health; beauty) and 'Looking into sport' refers to non-sporting organisations seeking support from sport (Girl Guides; Large scale change).

The evaluation showed that it was important that Projects had sufficient resources and capacity to plan, implement, monitor and evaluate their activities. It was also vital that the core values

of the C4A Programme, particularly the pursuit of equality and diversity, were embedded at senior levels in the organisations that were leading Projects. These are issues that are best considered carefully at the outset of a Programme like C4A so that Sport Wales is both able to assess the strength of a partner's governance arrangements and is equipped to help guide the innovative partnerships that it enters into.

Participation

Increasing participation was at the heart of the C4A Programme. There was considerable variety in the types of participation sought by Projects and in the means of achieving it. Some Projects focused on a single sport. Some adopted a multi-sport approach. Others were 'context changers' – they aimed to shift the participation context for particular target groups in order to foster increased participation, typically by making it more appealing and accessible. The 'participation worlds' that the Projects were seeking to influence also varied. Some sought to give participants the foundational skills needed to engage in sport and other physical activities ('physical literacy'). Others aimed to enable participants to progress from 'entry' level activities to higher levels of achievement. Some emphasised improvements in well-being and therefore sought wider social and health outcomes. The majority combined two or all three of these different types of participation.

Figure 7: Project Focus and Participation 'World'

PROJECT	FOCUS	PARTICIPATION 'WORLD'
Geocaching	Single	Foundation, well being and some progression
Ziggies	Context Changer	Foundation and well being
Large Scale Behaviour Change	Context Changer	Foundation and well being
Disability Sport Development	Context Changer	Foundation, well being and progression
Time to Change Wales	Single Sport	Foundation, well being and progression
Kick Some Balls	Multi & Context Changer	Foundation, well being and progression
Sport Through Guiding	Multi Sport	Foundation, well being and progression
Breeze	Single	Foundation, well being and progression
Us girls	Multi & Context Changer	Foundation and well being
Bute Gymnastics Club	Single	Foundation, well being and progression
Cricket Without Boundaries	Single	Foundation, well being and progression
BME Sport Cymru	Multi & Context Changer	Foundation, well being and progression

One of the early lessons from the evaluation was that it often took Projects longer than anticipated to secure the numbers of participants envisaged in their applications. This reflected the need for a considerable amount of upfront work to engage with the groups they had set out to work with and to learn what appealed to them. It also took time to gain the trust of potential participants and for them to build up the confidence and in some cases the skills needed to begin to participate in sport and other physical activities. It was important, therefore, that Sport Wales managed Projects in a way that allowed sufficient time for Projects to achieve the participation targets. In the first year of Phase 2 of the Programme, most Projects made some progress towards achieving targets for new participants, new activities, the numbers of activity sessions, and the numbers of coaches and volunteers recruited. But progress was uneven. Some Projects took time to pick up momentum in all outputs, and this

was largely attributable to the significant upfront work needed. Not all Projects made as much early progress towards their targets as anticipated - they did less well in securing regular and on-going participation. In most cases this picked up in years two and three.

There was a balance to be struck. It was important to allow time for Projects to get off the ground and the flexibility to change course where necessary in light of learning about what worked. On the other hand, it was necessary to recognise and address instances where Projects were unable to deliver, and to take appropriate action.

One of the major benefits of the Programme was that it generated considerable learning about the barriers to and enablers of participation among the target groups. Between them Projects applied a wide range of different methods and new ways of working. In some cases, Projects developed activities in response to participants' preferences. Several found that it was important to offer non-sport activities at first or to combine sport with social activities. Many highlighted the importance of understanding messaging and 'marketing', and the need to 'tailor' their offer to particular target groups ('precision delivery'). Most experimented with alternative ways of reaching out to potential participants and found that working through and with existing networks, groups and activities that had good links to target groups was more effective than a traditional sports development approach. Projects also demonstrated the importance of creating conditions in which it was possible to build confidence and trust, including through the creation of 'safe' spaces. In many cases this was a core part of their explicit (or, more frequently, implicit) theories of change.

The pivotal role played by 'agents' (intermediaries) emerged very strongly from the evaluation. It was important that Projects gained the trust not just of potential participants but group leaders, coaches, volunteers, parents and other family members, community representatives, sport clubs, social workers and other public services. These agents are capable of performing a number of different functions in helping to access potential participants. We have set these out below in a table which could be used to 'map' possible functions by different agents, and thus help to identify opportunities to enlist agents' support in a more effective way.

Figure 8: Categories and Functions of 'Agents'

Categories	Comfort & acceptance	Legitimacy	Delivery	Gateway & access	Communicator /amplifier	Leader
Volunteers/coaches						
Group leaders						
Parents & family						
Community representatives						
Public & voluntary sector partners & peers						
Project workers/leaders						
Sport organisations/clubs						
Participants as agents						
Celebrities						

Value for Money and Social Return on Investment (SROI)

Value for money was not evaluated systematically across C4A at either the Project or the Programme level. The limited evidence from the Project case studies is that some aspects of some Projects provided very good value for money, but sometimes in unexpected ways. Most Projects thought that value or money was important but – for understandable reasons – few had measured it during the early part of year 2 of C4A, as Figure 9 shows.

Figure 9: Importance and Measurement of Value for Money
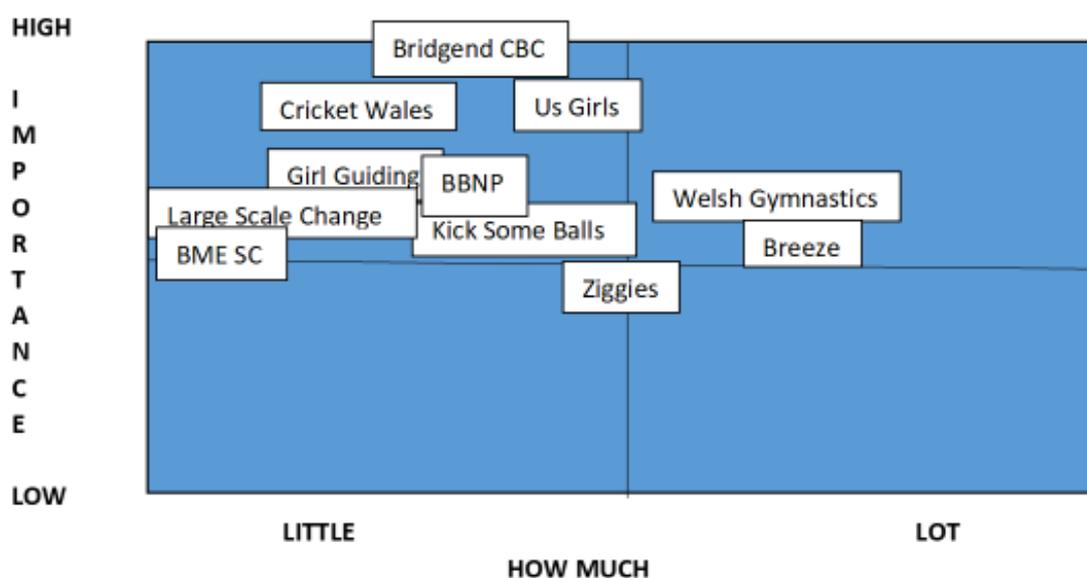
Projects varied in how they dealt with value for money or social return on investment, as shown below.

- Geocaching - added value (outcomes) recorded though not monetarised
- Ziggies – measuring social value
- Large Scale Behaviour Change - not formally measuring value
- Disability Sport Development – seeking credible evidence of savings to health and social care
- Time to Change Wales – in development at this point
- Kick Some Balls - evaluated value for money and social value
- Sports Through Guiding - internally focussed value for effort
- Breeze - record participants, length of rides, health impact, CO_2 benefits
- Us Girls – very important, could do more, delivery has been driver to date
- Bute Gymnastics Club - participant numbers and scoping wider value attributable to the Project
- Cricket Without Boundaries – very important though limited activity to date – community benefits
- BME Sport Cymru - important to demonstrate impact but don't do so at the moment

The relative lack of attention given to measuring value for money was understandable. C4A did not require Projects to specify targets for value for money or ways of measuring it. Sport Wales and its partners in C4A Projects were focused on developing innovative approaches and on effectiveness. Less attention was given to cost effectiveness and to which approaches provided

the best return on investment in terms of increasing participation and/or creating savings elsewhere. However, Sport Wales and the Projects all recognised that value for money does matter, particularly at a time when budgets are under pressure. Understanding which approaches were more cost-effective when engaging with the target groups was important in making the case for ongoing 'mainstream' funding.

Part of the 'problem' of assessing value for money or social return on investment is that there are many ways to measure it, and most methods are actually measuring different things, as reflected in Figure 10.

Figure 10: Different methods answer different questions

Cost effective analysis	Compares alternative projects to achieve the same goal	Which programme is most effective at achieving a stated outcome(s)?
Cost utility analysis	Takes account of beneficiaries' preferred outcomes	
Cost benefit analysis	Do benefits outweigh costs? Which projects offer best ratio?	Does the value created by a programme merit the cost of running it?
Social return on investment	Measures social, environmental and economic costs and benefits	
Rank correlation of cost vs impact	Relative measurement of VFM across a menu of actions	What are the relative costs and benefits of different programmes
Resource efficiency analysis	Compares VFM between projects	

Adapted from Fleming (2013)[7]

Most Projects held reliable data on costs and on the numbers of participants, so it was possible to calculate the average 'cost per participant'. Some could go beyond this simple metric and also calculate the cost per participant session. But this did not capture the real benefits of the Programme. To do this would require much more comprehensive data about the impacts on participants' lives and the savings which this may generate for other services. There are four major components of 'value' – direct and indirect costs; the amount and quality of participation; the intended, unintended, and collateral outcomes; and both the direct and the indirect savings. All of them need to be assessed.
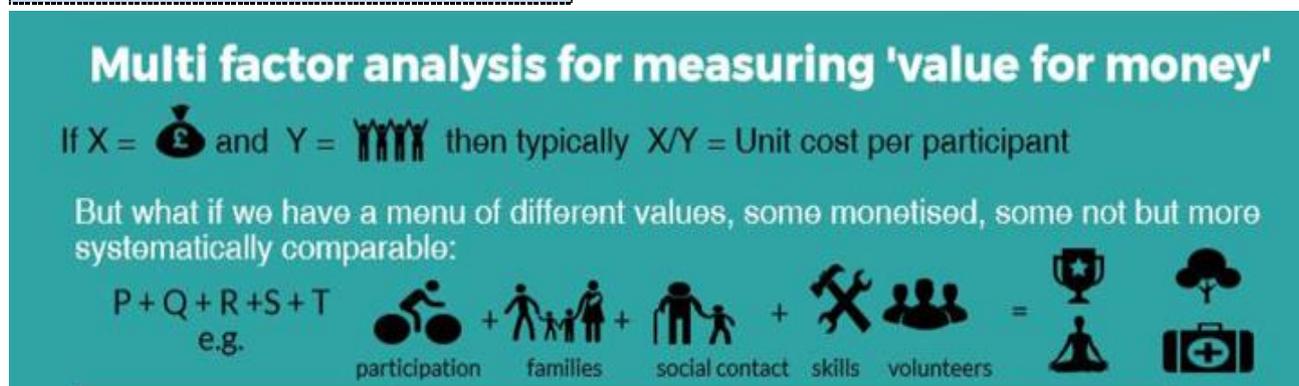
Figure 11: Four Components of Value

[7] Fleming, F. 2013. *Evaluation Methods for Assessing Value for Money.* Melbourne: BetterEvaluation. http://betterevaluation.org/resource/assessing-value-for-money

Many of the categories of 'value' have only an imperfect relationship to financial cost and cannot easily be expressed in purely financial terms. Trying to add together the different categories of value is likely to be practically impossible without making a whole series of imperfect assumptions. So, Programmes like C4A need a 'multi-factor' approach such as that illustrated in Figure 12.

Figure 12: A 'Multi-factor' Approach

Multi factor analysis for measuring 'value for money'

If X = 💰 and Y = 👥 then typically X/Y = Unit cost per participant

But what if we have a menu of different values, some monetised, some not but more systematically comparable:

P + Q + R + S + T e.g.   participation + families + social contact + skills + volunteers =

The kinds of factors which need to be assessed include those set out below.

The value 'multi factors' relevant to C4A

There are a number of indicators or factors which are valued outputs or outcomes from increased participation. All can be measured but they cannot be simply summated as an overall monetary sum of value created, nor of savings made.

- Number of participants and number of repeat participants
- Level of engagement of participants and whether they become 'hooked'
- Whether there has been transformational changes in participants or significant behavioural change
- Changes in participants' confidence – baselined on a rating scale and re-measured periodically
- Numbers of coaches and leaders and ambassadors trained/working as volunteers or employees
- Changes in organisational practice e.g. among clubs or governing bodies – measured through document review and/or interviews
- Increases in community engagement in, and changing perceptions of, sport participation.

More work is also needed to determine what kinds of benchmarks could be appropriate for a Programme like C4A. The cost per participant is inevitably going to be higher than for traditional sports participation programmes because of the barriers which target groups face and the added investment that is required to overcome them. Moreover, comparisons between Projects would not be particularly useful because they are so diverse. This means that any attempt to measure value or the social return on investment of future Programmes like C4A will require a significant commitment to data gathering and the development of multi-factor approaches that are able to take into account a range of different kinds of benefits.

Section 8: The Future of Sport Participation

One of the most significant aspects of C4A was that during the life of the Programme the spotlight was turned strongly on Sport Wales and its approach and ways of working. A key theme in the evaluation became C4A's relationship to the Ministerial Review[8]. One of our observations at this time was that Sport Wales accepted that it needed to change, and that C4A was a major source of experimentation and learning to inform this change and how it could best be implemented.

Subsequent events have underlined the way in which both C4A and the ideas which underpinned it have been drawn upon to inform the wider development of a Vision for Sport in Wales, and Sport Wales' own revised strategy. These in turn have been closely aligned to the themes and objectives of the Well-being of Future Generations (Wales) Act 2015. At its core was recognition that innovation is more likely to be achieved through collaboration via a mix of partners (new and traditional), who understand business processes, and appreciate that resources are there to lever change and create impact. This is the context in which sport participation will be encouraged and pursued by Sport Wales and its partners in the years ahead. It is especially important that C4A's contribution to future developments is harnessed and built on. This includes:

- **Vision** – C4A helping to inform the Vision and making the conversation richer and more informed, acknowledging there are specific challenges associated with reducing inequalities in Wales.
- **Strategy** (including CSAP) – having a challenge-based approach which stimulates innovation and brings further benefits including a rich source of learning focused on 'legacy' in order to build a culture of continuous development which will, in turn, form the basis of a new strategy in the future.
- **Well-being of Future Generations (Wales) Act 2015** – relating both to the objectives - health, equalities, vibrant culture, and cohesive communities - and the five ways of working - long term, prevention, collaboration, involvement, and integration. The Act provides a unifying framework in which Sport Wales can lead the sector with relevant knowledge and expertise in order to raise levels of participation across Wales and among different population domains.

A major focus of C4A has been to understand in a far more detailed and meaningful way how those who are less active might engage more in sport and physical activity. The legacy of C4A in this regard has been to demonstrate through a variety of projects and partners the considerable long-term health benefits and enjoyment of sustained sport participation. Our research has

---

[8] Welsh Government (2017) Independent Review of Sport Wales 2017. Available at: https://gov.wales/topics/culture-tourism-sport/sportandactiverecreation/sport-wales/sport-wales-review/?lang=en

shown that whilst there is a multiplicity of options that can be adopted to encourage greater participation there were some common threads across the 12 Projects in Phase 2. From them we have developed a model drawing on all aspects of the evaluation. It is not the only possible model, but it focuses on the key question of how to raise sustainable sport participation amongst those least likely, from survey evidence, to be active. The model has potential implications for Sport Wales' ways of working. We offer it as a product from the C4A evaluation.

Some models of sport participation are of course already available, although not generally tailored specifically to issues of relatively low participation by target groups. For example, Sport Wales' own 'Elements of Engagement' is built from extensive evidence. The five elements are *motivation, confidence, awareness, opportunity and the experience*. As yet, however, the Elements of Engagement have not been analysed or presented in terms of a model of sport participation.

We know that low sport participation is in part about some of these factors. But some lean towards a 'deficit' model which tends to focus on the individual and the factors internal to them or which affect them as an individual, such as lack of confidence and low awareness of opportunities. In fact, we know that low sport participation is also affected by wider 'external' factors, as reflected in Sport Wales' own emphasis in creating the right environment to encourage and support participation. These include issues such as broader social and cultural factors, the absence of positive role models, less than fully welcoming sporting environments, and a lack of understanding of the sporting needs of less active groups by key institutions. C4A was developed with aspects such as these in mind and a model is needed to bring these and other factors into account.

Our proposed model has 3 parts:
- Part 1: A core model which identifies both the various 'enablers' of sustained sport participation and the various 'results/outcomes' when those enablers work positively together

- Part 2: A series of 'maturity' ladders, with one behind each of the enablers and each of the results/outcomes which enable us to diagnose where any particular organisation/place is in terms of sustainable sport participation

- Part 3: Tools which would help an organisation work out what it needs to change in order to help achieve better sport participation, and how to go about achieving that goal

Part 1: The Core Model

The core model is built around the EFQM Business Excellence Model, which links key 'enablers' of business excellence to a range of results and outcomes. Diagrammatically, it looks like this:

Figure 13: EFQM Business Excellence Model
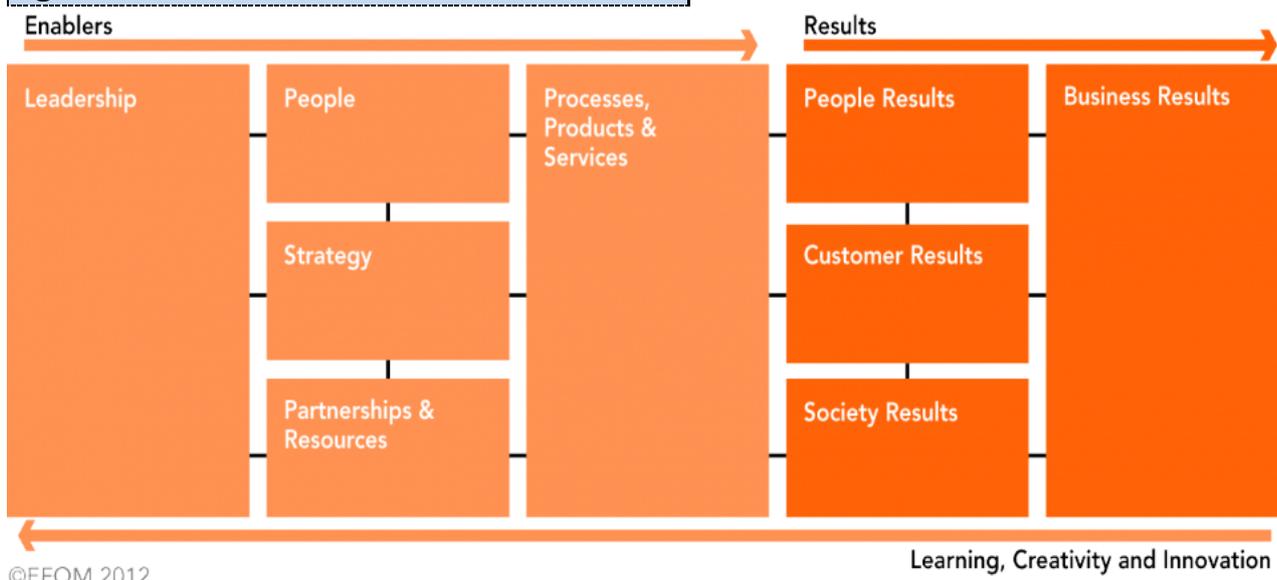
The model helpfully distinguishes 'enablers' and 'results', and also distinguishes different kinds of results. This reflects the way in which C4A had both direct and collateral benefits. In the light of evidence and analysis from the C4A evaluation, we wanted to unify the different aspects and link them to Sport Wales' own concepts of sport participation (the 'Elements of Engagement'). Our deliberations led us to consider how Sport Wales might understand a long-term approach to sport and physical activity participation and this led in turn to the following model:

Figure 14: Model for extensive, sustainable, mainstreamed sports participation, where everyone has a lifelong enjoyment of sport
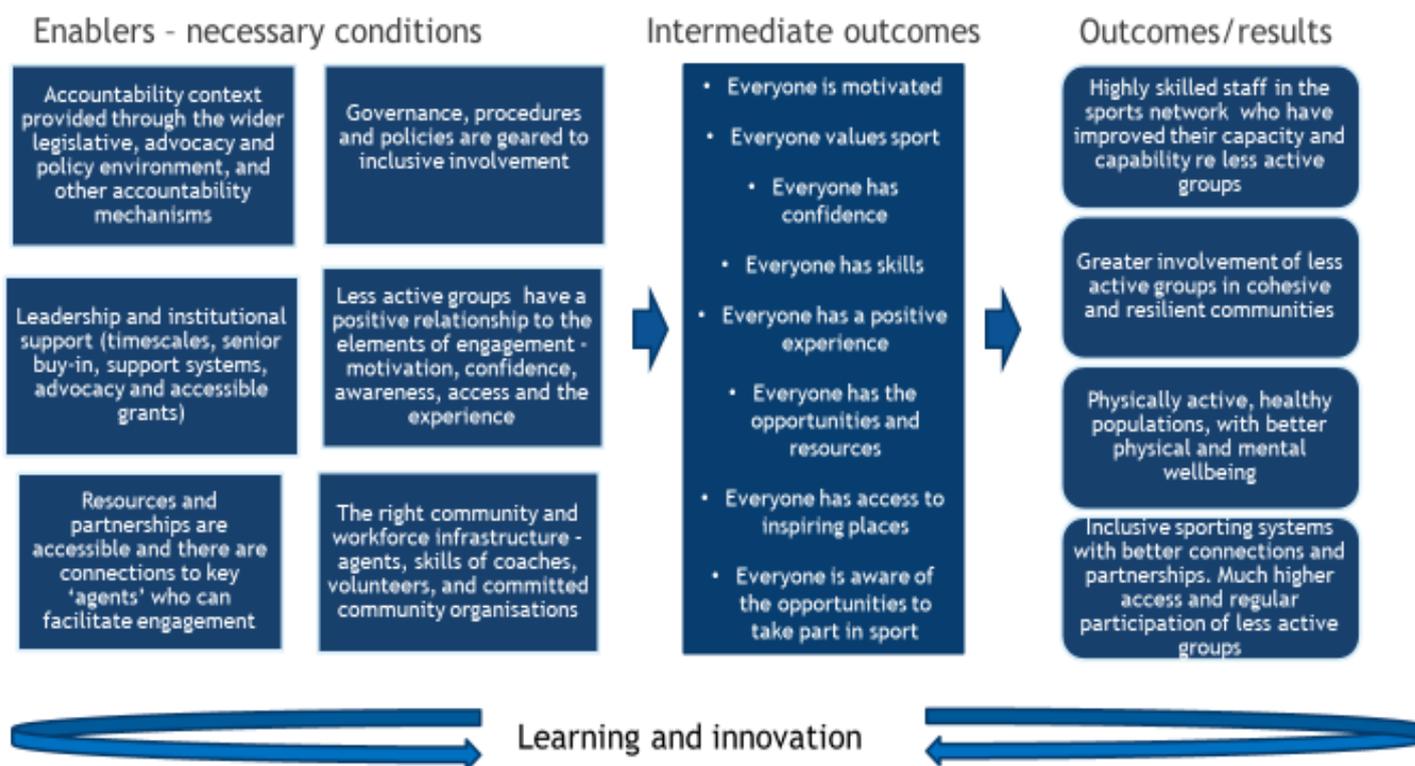
This above model is essentially descriptive and aims to highlight the conditions for effective sport participation, especially amongst those groups who have lower levels of participation. However, we also need to be able to assess how effective each of the enablers and outcomes are, because this then gives us a basis for diagnosing what the position is in any given situation. To do this we have introduced the notion of a 'maturity ladder'.

Part 2: The Maturity Ladders

These maturity ladders can enable us both to assess the effectiveness of each of the 'enablers' across a 5-step scale, and also to set targets on how to get to where they need to be. They can be applied to an organisation (e.g. an NGB or a sport provider) and/or to a 'place' (e.g. a local authority area, or even to Wales as a whole). Below is an example of an 'enabler' (in this case Leadership and Institutional Support) in the form of a maturity matrix, and below that an example of a result/outcome. The higher the level that an organisation achieves, the more powerful and effective that enabler will be in helping to produce the desired outcomes – and so more likely to produce a result at an equally high level.

Figure 15: Example Enabler Maturity Ladder – Leadership and Institutional Support

Level 1	Level 2	Level 3	Level 4	Level 5
There is an organisational champion but otherwise weak leadership and even some resistance. Participation levels are not monitored but gaps have been identified. Research on under represented groups commissioned. Pilot projects developed	Leadership is underdeveloped across the system. Action plans developed from evidence. Monitoring systems for partner organisations supported. An officer is resourced to lead on inclusive sport participation	Leadership is patchy and not fully developed. Grant funding ring fenced for inclusive projects. Key officers have inclusive project work as part of their roles and responsibilities. Grant funding is accessible to less active groups and proportionate applications are received. Case studies and successes are communicated	Widespread leadership at senior level and other parts of the sporting system. Long term funding for specific projects given with appropriate timescales for return. Consistent inclusion of development work in operational plans. Evolving project work regularly discussed and evaluated, learning shared and communicated	Well developed participation across all aspects of sports development organisations and agents and in the community. Appropriate representation within institution and working groups. Core funding allocated and regular reporting to board on progress. Progress monitored and evaluated. Future plans developed in collaboration with target groups. High profile advocacy work

Figure 16: Example Outcome Maturity Ladder – Inclusive Sporting Systems

| Level 1	Level 2	Level 3	Level 4	Level 5
Minimal inclusion of less active participants in sporting systems. Few connections and partnerships between relevant groups/agents and sports organisations. Little access to sporting systems and limited levels of participation in sport.	Inclusion of less active groups and communities in sporting systems is limited. Some connections between less active groups and sports organisations. Access to sporting systems in some regions and for some less active groups.	Inclusion of less active groups and communities in sporting systems is relatively common. Connections between less active groups and sports bodies are commonplace. Access to sports systems across most regions for many less active groups and communities.	Frequent inclusion of less active groups and communities in sporting systems. Well established connections and partnerships have emerged. Access to and participation in sporting systems for less active groups and communities is parallel to the Wales average.	Highly inclusive sporting systems. Excellent connections and partnerships with representative bodies and key agents for less active groups. High levels of access and regular participation in sport for hitherto less active groups.

There is one maturity ladder for each enabler and each result/outcome, with the levels within each ladder being cumulative – generally, if an organisation or place is at (say) Level 3 then it is likely to have achieved the various aspects of Levels 1 and 2 as well. The aim is not to give an organisation or place a particular 'score', but to help key actors understand better what factors go to support better sport participation, and what kinds of results/outcomes might be achieved, and to work out how to do it better.

Part 3: Tools

One well tried approach in designing ways to strengthen the enablers and achieve better outcomes is to link the 'now' to the 'future'. A theory of change approach was adopted with C4A and is an important tool that makes this link. Theories of change were developed for all Projects and also for the Programme as a whole. The theory of change helps to develop a logic model which links inputs-to-activities-to-outputs-to-outcomes-to-impacts. Once the core model has been applied to an organisation or sector, and an assessment has been made of the current situation, a view can be taken about what level to aim for. The theory of change then helps explain how key actors intend to achieve that higher level from the current situation.

This might be a change which will strengthen particular enablers, such as a recognition that building NGB capacity in engaging less active groups and communities would help to strengthen sport participation. The underlying 'theory of change', which flows from the core model, is that organisational capacity in these matters amongst bodies with key leadership, standard setting, and infrastructure responsibilities is a key enabler which contributes to greater participation. An intervention can then be designed which will lead to that happening. An example of this process is detailed in the model below.

Figure 17: Building NGB capacity in engaging less active groups and communities will strengthen participation
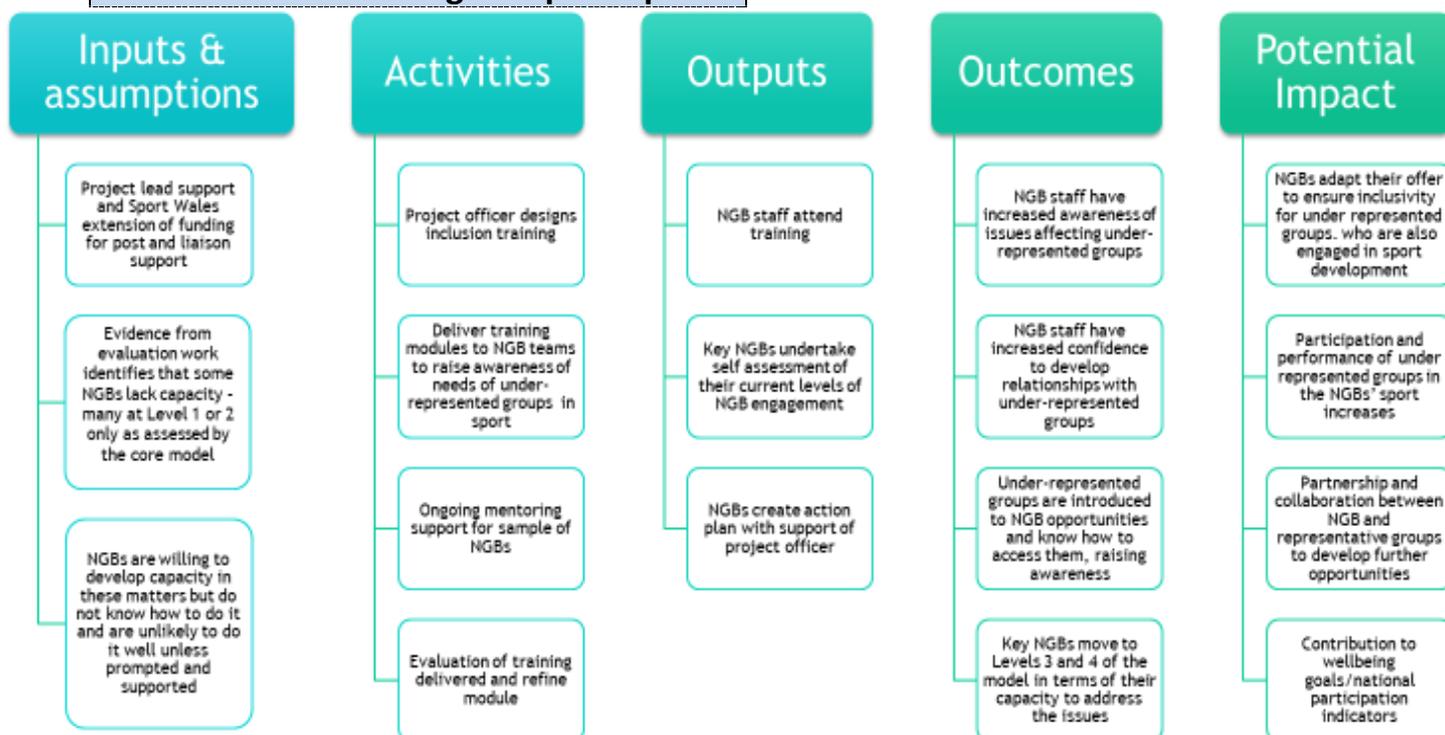
The model has a number of benefits. It provides a comprehensive analysis which incorporates 'structural' and 'cultural' factors as well as 'individual' factors in shaping sport participation levels, as well as a way to assess each component through use of the maturity ladders. It offers a disciplined way of thinking about what needs to change and how. It is a clear framework which can help identify the 'right' inputs and activities in order to achieve the desired outputs, outcomes and impacts. We present this model for discussion and refinement as Sport Wales builds its agenda and seeks to collect further evidence to develop new insights.

Section 9: Achievement, Change, and Learning:
The Positive Legacy of C4A

The evaluation of the C4A Programme has revealed some substantial achievements and generated significant learning which can inform and enrich future initiatives. Whilst Phase 1 focused on general participation, Phase 2 explicitly focussed on Projects that aimed to increase participation among those least likely to participate in sport. In so doing, it sought to understand and explore how sport interventions might tackle inequalities. The key messages and learning derived from the evaluation findings are of interest to Sport Wales as the national organisation responsible for developing and promoting sport and physical recreation in Wales. But they are also relevant to other organisations including NGBs, local authority and trust sport providers, coaches, and sports educators, and potentially also to other sectors involved in physical activity and health.

The evaluation was conducted in 'real time' and this involved the team working closely with Sport Wales and the host organisations for the Projects. It was important to harvest key messages and learning that could be used to influence policy and practice. The main conclusions of the evaluation can be summarised under three main headings – the Programme's achievements, the changes which it has engendered, and the learning that it has generated.

Achievement

At the time that it was introduced, the C4A Programme was unique among existing sports development grants in Wales. There was increasing recognition of the importance of mass participation and compelling evidence that existing approaches were failing to engage some sections of the population. Phase 2 of the Programme in particular proved to be an appropriate way to instigate new ways of working in the sector that have the potential to address this important issue. The experiences of the Projects have varied, but overall the C4A Programme has facilitated the development of significant new partnerships and approaches with the potential to lead to transformational change in participation among the target groups.

Projects have contributed to an increase in community sport and physical activity opportunities and many achieved the overall participation targets set out in applications, and within budget. Some Projects underachieved while others overachieved in terms of hitting their participation targets. But in general, the overall participation levels for the C4A Programme were met.

Projects became more adept at marketing their activities and addressing barriers that participants face, and they succeeded in making a significant impact on individuals in the target groups through sport participation and other physical activity. Some Projects moved beyond simply encouraging participation to enabling progression. In general, Projects made less progress in achieving their targets for volunteers and coaches, but there have been changes in coaches' attitudes and awareness of the needs of the individuals within the target groups.

More broadly, and possibly of greatest significance in the longer-term, there is evidence that some Projects encouraged changes at 'system level', including for example influencing the approaches of 'mainstream' sport clubs and organisations. It has also had a significant influence on Sport Wales' evolving thinking and strategies and those of health bodies and of some NGBs and third sector organisations who recognise the importance of sport and physical activity to achieve both sporting and non-sporting objectives.

Change

One of the most important and impressive features of the C4A Programme was the commitment to reflecting on and responding to what was found to work and what did not work. Sport Wales and its partners proved adaptable and were able to change how Projects operated in light of emerging learning. Over time, there was increasing recognition of and emphasis on working in partnership with non-sporting bodies. Projects learned to use existing organisations, networks and media that participants were familiar with and trusted.

There was also increasing awareness of the importance of providing the 'entry level' opportunities that appealed most to participants and were accessible to them, even if this meant providing social activities and/or sessions that equipped participants with the skills, motivation and confidence they needed in order to 'move on' to sport. Project leads and Sport Wales developed a more sophisticated approach to defining success and moved away from just counting numbers of participants in favour of the development of longer-term engagement. Many Projects highlighted the importance not just of engaging with potential participants but also with their peers, parents and other family members and, in some cases, community leaders.

The evaluation also found evidence of significant and positive changes over time of attitudes among participants and their families as they gained experience of what they could achieve. The Projects showed the importance of recognising important differences between target groups and also the intersections between them, such as the fact that some experienced reinforcing factors associated with low levels of participation of two or more of gender, deprivation, ethnicity and disability. Some Projects also created change by shifting the thinking and culture of organisations involved in C4A in various ways, for example raising the importance of women's cycling within Welsh Cycling; making physical activity a core element of Girl Guiding Cymru offer; and making a range of organisations more receptive to Large Scale Change approaches.

We assembled the 'ingredients of success at both Project and Programme levels, and set them out in the boxes below.   These 'success' ingredients include avoiding the major pitfalls.

The Ingredients of Success: Individual Projects

There were many ingredients to the success of individual Projects. First among them was the **quality of applications,** and that was underpinned by a thorough **consultation, outreach, and development** process. The Sport Wales' **appraisal process** also worked well, although some of the **important considerations brought to bear** were probably **implicit rather than explicit** in the criteria that were applied. Sport Wales rightly resisted approving Projects that were not well formed, even in areas of significant priority. However, the **complexity** of some Projects complicated implementation, making **a clear focus linked to straightforward delivery arrangements** another success ingredient.

Projects generally achieved their **numerical participation targets** and were also able to demonstrate **positive impacts on individuals and groups of participants** in terms of confidence and motivation, and even transformational effects in some cases.   The **relatively unstated health and wellbeing benefits** were especially marked and have special relevance in the new policy environment of the Wellbeing of Future Generations (Wales) Act 2015. The C4A 'ways of working' also align well with the Act.

Many Projects benefited from **inspiring and dedicated leadership by key individuals** that occupied both senior strategic (advocates and policy influencers) and operational (community-oriented champions) roles. Both were equally important and provided energy and focus in developing applications which in many cases were not 'business-as-usual' for them. Where there was not continuity of leadership during Projects they became much more vulnerable. Good leadership was often linked to **good governance and partnership,** especially where organisations came together for the purpose of applying and spent time in the early stages of the project developing a common understanding of purpose.

Flexibility of implementation played a major part in success. Many Projects found that their (usually) **implicit theory of change** had to be adjusted in practice – for example where the assumption was that potential participants lacked only opportunity but actually needed much greater support in terms of confidence. Projects that recognised the **importance of agents** in reaching participants, and were able to enlist their support, were more likely to be successful, and especially when they saw that 'agents' take many forms and can perform many roles in linking Projects to participants.

Finally, **good performance monitoring and information** contributed to success, as well as being a key tool in identifying and confirming success. Effective projects **used evidence to understand the need and to gain insights** into which activities were working best and which were not connecting with target groups. The Projects which **harvested performance data** effectively were able to optimise the timing and direction of any changes that needed to be made. They also improved their prospects of **extended support and sustainability.**

The Ingredients of Success: Overall Programme

As a Programme, C4A was **well conceived in its overall shape and purpose**. It addressed evidenced-based **known areas of need** in relation to sport participation, and **applied evidence and insight in selecting target groups** that were not being reached and in determining the resources available and the flexibility in the way they could be allocated. Sport Wales evaluated Phase 1 in terms of process, and faithfully applied the lessons from that and from its broader appreciation that Phase 1 had, for the most part, **not succeeded in charting new partnerships and different methods**. As a result, **Phase 2 was significantly more successful** and provides strong evidence of real time learning that had impact.

The **preliminary development and consultation work** was thorough, and the application appraisal process was well **designed and rigorous,** although relatively limited in its scope. It did not, for example, address issues of social return on investment or fully focus on important issues of **governance and of internal monitoring** that focused on outcomes (rather than the traditional emphasis on outputs). However, where Projects in priority areas and with priority partners were judged initially **not to be in sufficiently good shape to be supported**, Sport Wales **invested in their development effectively**.

Sport Wales was willing to **support innovative Projects** and chose to work with **non-traditional as well as traditional partners**. As a result, the Programme provided a **good range of target groups, partners and activities** from which to learn and enhance their understanding of developing new ways of working.

The Programme was **well led and managed**, and it was supported by a **fairly well resourced team** who were given time to work with Projects over a consistent period. That team **learned and developed** during the Programme and at least partly as a result of it. The learning could have been done **earlier and in a more focussed way**, but in many respects it was positive and well supported, including through the evaluation process itself. Projects were **supported in their own learning** and in needing to adjust their approach when necessary, and to have the time to marshal. Intervention could perhaps have been more robust and sooner where Projects struggled.

There is **much to share from C4A** with Sport Wales' traditional partners, and lessons that could be incorporated in funding agreements. C4A itself could **profitably be repeated** although there are barriers to replicating and scaling it. Its greatest value going forward is probably for Sport Wales to **build the lessons consciously into its strategy and into its 'mainstream'** activities as all partners seek to achieve greater participation from all population groups and understand the sensitivities of working with groups who have traditionally been less likely to engage in physical activity.

Learning

Given the explicitly innovative intent of the C4A Programme, it is important to identify learning, and to assess the extent to which good practices developed by Projects are disseminated and adapted and adopted more widely. It has also been an explicit objective of the evaluation to actively support and encourage that sharing. Overall it is clear that the Programme has led to new ways of working with new partners, and in some very challenging environments. Learning from the Programme has been active and explicit. The success of the Projects supports the idea that a suitable participation environment and a tailored offer may be necessary but also productive in encouraging those from less active groups to begin to participate and increase their participation levels. This validates a number of the Projects' theories of change.
The Programme has acted as a catalyst for innovative new partnerships and there is now a better understanding in Sport Wales of how to engage and of how to nurture non-traditional approaches with new partners.

Phase 2 in particular demonstrated the importance and benefit of marketing opportunities pro-actively to these potential new partners. The 'challenge-based' approach – issuing a broad invitation to participate and helping applicants with their bids - stimulated innovation, albeit with an overhead in terms of the time needed by Sport Wales to assess applications and help potential partners develop them. As a result of C4A, there is a much greater understanding of the needs and preferences of target groups, especially those from BME communities, and a willingness to start from the perspective of those communities.

Projects included in C4A have found that messages about the potential health benefits and the opportunity for social interaction are often more important to participants and their families than sport for sport's sake. The willingness to embrace this fully marks a significant journey by Sport Wales.

Overall, the Programme has given good grounds for optimism that it is possible to make a significant difference in the levels of participation among groups who have traditionally not engaged in sport and other physical activities. But it has also shown the need to have realistic expectations and timescales. It takes time, patience and commitment to develop links and change attitudes.

The importance of agents and intermediaries, and of harnessing the support and input of those like parents who can act as both gatekeepers and volunteers, has emerged as a very important learning point. C4A has also shown that the Projects need to be appropriately governed and well managed. Governance arrangements must be fit for purpose but also adaptable. In particular, it has been vital that there is an understanding of and commitment to the values of the C4A Programme embedded at senior level in partner organisations. Basic disciplines, like effective project management and monitoring, are also important and need to be in place from the outset. Effective risk management procedures need to be in place which both accept and learn from what has not worked and also facilitate timely corrective action where this is required.

The evaluation demonstrated the value of a theory of change approach – both for the evaluation itself but more importantly for Sport Wales and its partners. It provided a means of articulating and clarifying key concepts such as 'sport participation' and 'hooked on sport', and showing how these major outcomes could be linked causally to activities and outputs, and to some intermediate objectives. It also highlighted important questions about agency and causation - what did and did not work in getting people 'hooked' and what do typical participant pathways into sport tell us about likely sustainability and character of behaviour change? And it provided ways to identify and learn from projects as they adapted over time.

Our summary of the key learning messages from C4A is set out below:

Programme Level

- Overall Calls for Action (C4A) was a **very successful, innovative, and imaginative Programme with a significant and demonstrable positive impact on levels of engagement and participation** in sport and physical activity.
- Projects varied in achieving their target numbers, but **most succeeded in engaging with underrepresented groups,** and **having in some cases a transformative effect on individuals**, including increases in skills, social interactions, motivation and confidence.
- Getting the **'Elements of Engagement'** right is very important, but if the right **opportunities** are created, the barriers of confidence and motivation can be overcome.
- C4A facilitated the **development of significant new partnerships and new approaches to working with partners** that have the potential to change positively the participation of target groups where traditional methods have not succeeded.
- Developments in the policy context during the Programme aligns with the pioneering work undertaken by **the C4A Programme - its ways of working are more relevant now** than they were when it was launched.
- C4A was **well managed. Stakeholders were committed to learning from what was found to work (and not).** Sport Wales and its partners were responsive to changes in how Projects themselves learned from their experience.
- C4A shows that it is possible to tackle inequalities and make a significant difference in the levels of participation among groups who have traditionally not participated as much in sport or physical activities. It also shows the importance of **patience, commitment, resources and collaboration** to develop links and change attitudes.
- Some C4A Projects encouraged **changes at 'system level'**. They supported **a more coordinated approach between sport and other sectors such as health.** They highlighted the **potential mutual benefits** between sport and physical activity and other public policy objectives.
- Nationally there is increasing participation of children of ethnic groups less likely to be involved in sport, and also that of children with disability or impairment, but **not those from the most deprived communities**. This is an area in which C4A can play a key role.

Project Level

- Projects **applied a wide range of different methods and new ways of working**, with some developing activities in response to participants' preferences, and many **highlighting the importance of flexibility, an understanding of messaging and 'marketing', and the need to 'tailor' their offer** to particular target groups ('precision delivery').

- In some cases, Projects had to **undertake a significant amount of preparatory work to engage with their target groups and to learn what appealed to them**, and this resulted for many Projects in a longer than anticipated start-up.

- Projects demonstrated **the importance of creating conditions in which it was possible to build confidence and trust with the various target groups,** including through the creation of 'safe' spaces.

- Through C4A, Projects became more adept at **marketing their activities and addressing the barriers faced by target participants**, with coaches becoming more aware of individuals' needs.

- A **pivotal role was played by 'agents' (intermediaries)** who helped connect Projects to the target groups. Projects gained the trust of potential participants through group leaders, coaches, volunteers, parents and other family members, community representatives, sport clubs, social workers and others.

- There was increasing recognition of new opportunities of **working in partnership with non-sporting bodies,** and Projects became more adept at learning to use existing organisations, networks and media that participants were familiar with and trusted.

- The **provision of 'entry level' opportunities that appealed to participants** was an important component of the success of some Projects.

- The Projects responded to **important differences between target groups** (particularly in relation to gender, ethnicity, deprivation and disability) **and also the intersections between them**.

- Messages about **the potential health benefits of sport and physical activity and the opportunity for social interaction** it provides are often more important to participants and their families than a focus on 'sport for sport's sake.'

- Projects need good **governance arrangements that are fit for purpose and adaptable,** and effective **leaders who demonstrate commitment to key objectives** (including equality and diversity).

- Projects must also **be well managed to achieve impact** - basic disciplines, like effective project management and monitoring, need to be in place from the outset.

Sport Wales Level

- Sport Wales' **adoption of a reflective learning approach** in C4A, and **the commitment to develop and test new approaches** that might better engage with target groups **contributed to the innovation and success of the Programme**. Their **theory of change** approach supported learning and helped move away from a focus only on the number of sport participants.

- Sport Wales was **proactive in its efforts to reach out to new (often non-sports) partners through C4A, particularly in Phase 2**, as reflected in its communications strategy and

increased interaction between Sport Wales officers and Programme applicants at the proposal stage.

- There is now **a better understanding in Sport Wales of how to engage and nurture non-traditional approaches** with organisations that it has not previously engaged with.
- The **flexibility with which Sport Wales distributed funding**, specifically the use of a general pot from which variable size grants could be awarded to Projects of differing durations, **was a successful component** of C4A.
- Sport Wales' **case officers adapted well to the requirement in C4A to work in new ways with new organisations** and provided valuable support to Projects.
- C4A has had **a significant influence on Sport Wales' evolving thinking and strategies**, and those of partners who recognise the importance of sport and physical activity to achieve both sporting and non-sporting objectives.
- The implementation of C4A Phase 1 demonstrated to Sport Wales that **there was a need to be more radical and try different approaches if inequality in participation was to be addressed and participation broadened.**
- Sport Wales **took the learning from Phase 1 and successfully widened the focus of C4A Phase 2 whilst also challenging providers to work differently**.
- The **Programme and Project-level lessons of C4A have helped** 'change the conversation' to emphasise the role of sport and physical activity in achieving broader outcomes. This has **contributed to Sport Wales' strategy, policies, organisational culture and ways of working that will align it more closely with broader policy frameworks**, particularly the Well-being of Future Generations (Wales) Act 2015.
- The evidence is that the **real-time evaluation itself** had a positive effect on the **learning during the Programme and also at Project level.**

Areas for Improvement and Development

- In the C4A application and monitoring process, too much emphasis was **placed on targets for numbers of participants** and not enough **on what worked and why.**
- **Insufficient attention was given** initially and in monitoring processes **to broader outcomes** such as improvements in participants' confidence, motivation and health, **and to assessing the social return on investment and the components of project value**.
- Sport Wales case officers adapted well to the new ways they were required to work **but could have been better trained and equipped from the outset**.
- The areas of **leadership and advocacy, governance, and agency** are all critical success factors for Projects and should be topics for assessment, guidance and ongoing monitoring and support.
- In interventions such as C4A, there is a **need to evaluate at project approval stage the scale of risk and innovation and take decisions that reflect this assessment. There is a need to incorporate robust project governance and ensure the monitoring and evaluation is sufficient from project inception**. While a small number of Projects worked to these principles, more can be achieved in this area.
- Where Projects are in difficulty, **early and robust analysis and – if necessary – intervention** is critical.

- The success of C4A is probably **scalable and replicable** but that would need to be accompanied by a **strategic investment in partnerships, project development, and workforce skills**.
- It is not so much that some groups are '**hard to reach'** so much that they need opportunities in **different and sometimes better ways**.
- The **learning from C4A** extends beyond sport, and Sport Wales should seek opportunities **to share the lessons more widely and learn from other sectors in turn**.
- The lessons of C4A should be **incorporated into working arrangements with traditional partners,** and **potential non-traditional partners** should be actively **engaged.**

RCS Evaluation Team
March 2019

Annex 1: Calls for Action (C4A) Phase 2: Summaries of Case Studies

In this Annex we have compiled summaries of the case studies of all 12 Projects, as follows:

Brecon Beacons National Park - *Geocaching* **Project**

Bridgend County Borough Council - *Disability Sport Development* **Project**

Cricket Wales - *Cricket Without Boundaries* **Project**

Girl Guiding Cymru - *Sport Through Guiding* **Project**

Public Health Wales (Aneurin Bevan) - *Large Scale Behaviour Change* **Project**

Street Football Wales - *Kick Some Balls* **Project**

StreetGames UK - *Us Girls* **Project**

Time to Change Wales - *Breaking the Barriers* **Project**

Trivallis - *Ziggies* **Project**

Welsh Cycling - *Women and Girls Participation Including Breeze* **Project**

Welsh Gymnastics - *Bute Gymnastics Club* **Project**

Wales Council for Voluntary Action - *BME Sport Cymru* **Project**

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Geocaching	Brecon Beacons National Park Authority (BBNPA)	Poverty

Project Duration: 3 Years (April 2015 - March 2018), including approved one year extension.

Total Grant Funding Awarded: £84,000 (£67,000 awarded for initial two years, and additional £17,000 awarded for third year extension).

Project Summary: The Project aimed to engage young people in physical recreation in the natural environment of the National Park through the medium of geocaching to increase their levels of participation in outdoor physical activity. The key target group was young people living in disadvantaged communities in the valleys, and especially in the 10-15 age group. Participants were accessed through contact with youth group leaders who received initial half day training themselves, and then brought along their groups of young people who were trained in turn to use basic GPS instruments to locate caches where they recorded their 'find' and swapped simple 'treasure' items. Young people took turns to lead the hunt for the next cache. Groups were then encouraged and supported to develop their own geocaching trails back in their local communities. The Project was delivered through the BBNPA by two temporary staff sharing a 1 FTE post at an overall cost of some £84,000.

Theory of Change: The Project's underlying theory of change was that by exposing young people to the natural beauty of the National Park in a way which was fun and not too physically demanding that they would increase their physical activity level, their skills, and their capacity to sustain their interest. The Project leaders initially anticipated that the key barriers to participation were awareness and opportunity and resources, but they found that issues of confidence and motivation were if anything the stronger barriers. Their theory of change also developed in relation to girls and leadership, and the ways in which girls' confidence could be encouraged and developed by taking responsibility within the groups of participants.

Project Outputs: The Project's key outputs were:
- 394 participants impacted upon by Project
- 274 regular participants attracted by the Project
- 1 new Activity delivered by the Project
- 4 Activity sessions delivered per week (mean average over Project duration)
- 177 new Activity Leaders developed
- 15 new volunteers recruited/developed by the Project

In addition, there were some successes in helping groups to transfer geocaching to their own environments and communities.

These outputs compared with the 'target' outputs of:
- 300 participants impacted upon by Project
- 1 new Activity delivered by the Project
- 4 Activity sessions delivered per week (mean average over Project duration)
- 30 new Activity Leaders developed
- 15 new volunteers recruited/developed by the Project

Achievement, Change & Learning:
- A beautiful natural environment can provide excellent opportunities for sport-related physical activity, and sport-related physical activity can provide excellent opportunities for young people (who would not otherwise do so) to experience a beautiful natural environment.

- Geocaching is a physical activity which is highly accessible to both inactive and active young people, and has a range benefits in terms of skills development, enjoyment, opportunities for girls and young people with disabilities, and sustainability (both through repeat visits and developing more local opportunities).
- The Project produced significant numbers of trained geocaching leaders and initial participants, transformational change in some individuals, positive collateral behaviour change in some participants, and sustained participation amongst some of the trained leaders and participants.
- The high-level partnership between BBNPA and Sport Wales helped to create longer term change in public and professional perceptions of the Geocaching Project, and in the policy approach and perspective of the BBNPA.
- Effective, entrepreneurial, and flexible project leadership is an essential ingredient of success – applying a clear and thought through 'theory of change', and flexing that theory in light of ongoing experience helped the Project to optimise its impact and engagement.
- Partnership and positive agents at project level are key to accessing harder-to-reach target populations and securing their initial participation.
- While Project costs per 'initial' participant and trained 'agent' were relatively high, the repeat replicant qualities, the leveraging of the existing 'asset' of the natural environment, the availability of geocaching technology through smart phones, and the legacy of trained agents and changed institutional policies have created a legacy with substantial social return on investment.

Overall assessment: The Project was assessed positively by Sport Wales, BBNPA, group leaders, and participants, from their respective perspectives and through their respective perspectives of assessment (formal monitoring, participant feedback, etc.).

Our evaluation was also positive in relation to the Project's outputs and outcomes, its intended and collateral benefits, and its legacy of change and learning.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Disability Sport Development	Bridgend County Borough Council	Disability

Project Duration: 18 Months (January 2015 – July 2016)

Total Grant Funding Awarded: £70,000

Project Summary: The aim of *Disability Sport Development (DSD)* was to enhance the quality of life of young people with disabilities through a range of complementary activities designed to enhance disability sport and physical activity in Bridgend, and increase beneficiaries' engagement in sport, play, and leisure-based activities. The target group was young people (under the age of 24) with disabilities and their families living in Bridgend, particularly those with learning disabilities, physical disabilities, and autism. The Project activities included: the establishment and training of a Disability Sport Network; the implementation of a disability sport communications and marketing plan; a Sport Education programme to promote disability sport in education; disability sport training for coaches and social care workers; and a leadership programme for young people with disabilities to enable them to support after-school and community disability opportunities. *DSD* was led and managed by Bridgend County Borough Council's Active Young People Department and delivered in partnership with several third sector organisations working with the target group and/or in sport and leisure provision. The total cost of the Project was £85,000 of which £70,00 was provided from Calls for Action.

Theory of Change: The theory of change for the *DSD* Project was based on the premise that participation in sport, leisure, and physical activity improves the quality of life of young people with disabilities through enhancing their physical health and well-being and making them feel an active part of the community. In order to create a more effective disability sport and physical activity provision, a more sophisticated understanding would be required of young people's needs among stakeholders and providers, and complementary capacity to provide offers which meet these needs. Through increasing the understanding of requirements for disability sport and physical activity among beneficiaries and providers, improving communication between stakeholders, and enhancing the ability of young people with disabilities and their parents to access sport and physical activity opportunities, the Project would facilitate the development of a more effectively tailored disability sports offer which fostered increased engagement of the target beneficiaries with sport and physical activity.

Project Outputs: The Project's key outputs included:
- 2,655 participants impacted upon by Project
- 758 regular participants attracted by the Project
- 23 new activities delivered by the Project
- 24 activity sessions delivered per week (mean average over Project duration)
- 383 new activity leaders and coaches developed
- 167 new volunteers recruited/developed by the Project
- 4 consultation exercises with young people which provided new data about their needs and aspirations.

These compared favourably with the 'target' outputs of:
- 400 participants impacted upon by Project
- 150 regular participants attracted by the Project
- 4 new activities delivered by the Project
- 4 activity sessions delivered per week (mean average over Project duration)
- 30 new Activity Leaders developed

- 40 new volunteers recruited/developed by the Project.

Achievement, Change & Learning:
- Trust is an essential component when implementing a sport/physical activity intervention which involves developing partnerships with non-sports focused organisations. The progress and impact of this kind of intervention is dependent on the quality of the relationships that are developed between those involved in its delivery.
- When working in a new area or with a new group, evidence and plans are important to the design and implementation of an effective intervention. But these need to be reviewed and flexed as a better understanding of participants' needs and preferences and the barriers they face to participation is built up.
- Utilisation of co-design and co-production strategies is very important. Disability stakeholders and sports providers working together can provide an offer which aligns more effectively with needs of young people with disabilities and leads to improved longer-term opportunities and higher participation levels.
- Building networks among and between stakeholder groups strengthens the engagement of these groups with sport offers and enhances their voice. It is important to build trust with existing non-sport networks rather than relying on traditional sport development approaches to engagement and delivery.
- Achieving sustainable improvements in participation by young people with disabilities requires building up capacity and resilience. This can be facilitated by brokering support and managing demand in the early stages of an intervention and ensuring that parents take ownership of activity sessions and can help to sustain them.

Overall assessment: Sport Wales considered *Disability Sport Development* to have been a success. It had a significant positive impact on Bridgend County Borough Council's approach to promoting physical activity among young people with disabilities – both within the Active Young People Department and more widely across other departments. It increased participation levels among young people, trained new coaches and leaders, and had an impact on attitudes among other professionals. Importantly, it also produced valuable learning that is relevant to other local authorities and other agencies, and it shared this pro-actively in a variety of ways.

The approach adopted in Bridgend built on the way in which the council had previously increased participation among girls, but it adapted this to the needs of a different group. The Project adopted a reflexive and responsive approach which saw the theory of change flexed and further developed over time. There was a strong emphasis on engagement with young people, disability networks and parents and co-production of activities. Parents were central to the delivery of new activities and disability networks proved to be important in increasing engagement and participation.

Our evaluation was positive. The Project achieved the intended outputs and successfully developed innovative approaches which demonstrate the importance of a sophisticated understanding of participants needs and aspirations and the importance of using existing networks which they trust. It required a much smaller budget than most other Calls for Action Projects and showed that achieving increased participation does not necessarily require a large financial investment. The experience gained from the project offers an ethos and way of working that could be usefully adopted by other areas and other agencies and adapted to their own local contexts.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Cricket Without Boundaries	Cricket Wales	BME

Project Duration: 3 Years (April 2015 – March 2018)

Total Grant Funding Awarded: £70,818

Project Summary: The Project aimed to make cricket more accessible for BME communities in Cardiff, particularly South Asian males aged 13-25, who felt that existing cricket offers did not meet their needs. The goal was to create a thriving BME cricket network capable of increasing and sustaining cricket participation. While initially focused on young males, as the Project advanced the demand for participation opportunities for BME girls became clear, and consequently Cricket Wales incorporated a component specifically targeting young females. A number of Project partners provided a range of different activities to the target beneficiaries, including pop-up cricket clubs, semi-formal indoor mid-week cricket, competitive cricket opportunities integrated into mainstream clubs, and talent identification and competition opportunities. *Cricket Without Boundaries* was delivered by a part time Project Coordinator (8 hours per week), and a number of Ambassadors – known and trusted members of the local community - trained to support the promotion and implementation of sessions. Overseen by Cricket Wales and steered by the BME Cardiff Cricket Forum, the Project had a total cost of £99,730, with Cricket Wales and Glamorgan County Cricket Club contributing funding alongside the Calls for Action grant.

Theory of Change: The Project theory of change was based on the premise that in order to increase participation in cricket by BME stakeholders it is necessary to implement tailored opportunities which are attractive, meet their needs, and foster a sense of ownership. This in turn creates a sustainable BME cricket infrastructure and a transformed relationship between the Cardiff BME community and cricket in Wales. The three primary threads of the theory of change can be summarised as follows: The provision of additional, tailored opportunities stimulate greater participation and club membership; Competitive opportunities to help identify new talent from BME communities and create more senior representative players and role models; and use of Ambassadors strengthen the capacity of the BME (especially South Asian) cricket infrastructure within the local community. Through this, *Cricket Without Boundaries* would create an active and sustainable cricket participation environment for BME stakeholders in Cardiff.

Project Outputs: The Project's key outputs were:
- 460 participants impacted upon by Project
- 180 regular participants attracted by the Project

In addition, the Project achieved notable success in developing an (initially unanticipated) women and girls' component; changing attitudes among Cricket Wales staff towards BME issues; and contributing to the embedding of an organisational commitment to BME cricket development as a key component of Cricket Wales' equality and diversity plan.

These outputs compared with the 'target' outputs of:
- 780 participants impacted upon by Project
- 28 new activities delivered by the Project per week (14 junior teams & 14 senior teams)

(These are the final figures Sport Wales has available for this Project as of December 2018 – i.e. this is a 'best available data' situation.)

Achievement, Change & Learning:

- The implementation of *Cricket Without Boundaries* led to considerable learning about fostering participation among BME stakeholders.
- Without the Project, some limited cricket activity targeted towards BME communities would have been delivered, but not in the focused format that *Cricket Without Boundaries* provided. The focused and targeted nature of the Project was critical to the breaking down of barriers and engagement with the BME community.
- The key to attracting participants from BME communities to participation opportunities is the use of a trusted 'activator' and agents of change with connections within the local areas in which they work.
- Parental engagement is important to achieving results in BME communities and it may be necessary to apply different approaches in order to engage different ethnic groups. This can present a challenge in relation to inclusivity, but is often required in order to develop trust and buy-in.
- There is a demand for female-specific cricket opportunities within Cardiff BME communities, and the girl's component of the Project would not have been possible without Calls for Action funding.
- In some cases, the smaller and more focused a sports participation intervention, the more innovative it can be, whereas very broad Projects run the risk of trying to be 'all things to all people' thereby diluting their impact. The small scale and relatively narrow focus of *Cricket Without Boundaries* contributed to its successes.
- Grant funding application processes should include clear guidance on expectations relating to outcomes and impact if they expect their partners to report against these measures. Furthermore, this should be linked to the provisions of the Wellbeing of Future Generations (Wales) Act 2015.

Overall assessment: The Project was assessed positively by Sport Wales, Cricket Wales, and the participants and members of the BME community who came into contact with it. It successfully broke down previously stubborn barriers between Cricket Wales and BME stakeholders, having a tangible impact on improving the BME cricketing environment in Cardiff. While *Cricket Without* Boundaries did not quite achieve all of its headline targets and struggled somewhat to recruit the number of volunteers anticipated, its impact was nevertheless significant and provides a foundation for further work to develop BME cricket in Wales.

Our evaluation also supports the view that overall this Project was a success. The achievement and profile of *Cricket Without Boundaries* is further evidenced by its winning of accolades such as the England and Wales Cricket Board (ECB) Diversity Award, and the fact that it secured ECB funding to sustain the Project beyond the end of Calls for Action. While the ECB contribution is not as substantial as that provided under Calls for Action, it will nevertheless allow *Cricket Without Boundaries* to continue.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Sport Though Guiding	Girl Guiding Cymru	Girls & Young Women

Project Duration: 3 Years (April 2015 – March 2018)

Total Grant Funding Awarded: £240,439

Project Summary: The aim of this Project was to embed sport and physical activity/literacy within the culture, strategy, and operations (the 'DNA') of Girl Guiding Cymru (GGC). Through training female leaders to deliver sport and physical activities, providing an increased number of sport and physical activities as part of the guiding offer, and improving the equipment and venues available to guides to participate in such activity, it aimed to increase regular sporting and physical activity among girls and young women. This was achieved through implementation of a variety of activities, such as: the development and introduction of a physical literacy-based 'Give it a go!' badge; developing coaches with the capacity to implement multi-sports and physical literacy activities to GGC members; training older GGC members as 'Sports Educators' to lead sport and physical activity programs within their local areas; and the incorporation of physical activities into regional and national guiding events complementing local provision. Day-to-day implementation of *Sport Through Guiding* was undertaken by the 1.0 FTE Sport Development Officer (a post created for the Project), with other members of the GGC HQ team providing support. Overall responsibility for the Project lay with the Business and Finance Director, reporting directly to the GGC Chief Commissioner and Board of Trustees. The total cost of the Project was £340,439.

Theory of Change: *Sport Through Guiding*, by embedding sport and physical activity/literacy into the DNA of GGC, would ensure that these activities permeated the culture, strategy, and operations of the organisation, creating an environment for greater participation. The development of a Guiding context in which physical activity forms a key element of the offer would result in increased access and opportunities for its members to participate, enabling more girls to become more healthy, active, and confident. By both increasing the number and variety opportunities available to guides and conducting institutional and capacity development within GGC to support a physical activity orientation, *Sport Through Guiding* would change the culture of GGC so sport and physical activity/literacy permeated all of its activities. This would consequently generate increased participation in physical activity by members.

Project Outputs: The Project's key outputs were:
- 15,450 participants impacted upon by Project
- 6,515 regular participants attracted by the Project ('Give it a Go!' badge holders)
- 10 new activities the Project delivered (National Governing Body badges)
- 184 Activity sessions delivered per week (mean average over Project duration)
- 190 new Activity Leaders developed

In addition, the Project demonstrated some success in developing partnerships with some National Governing Bodies, developing badges in conjunction with these organisations, as well as in shifting attitudes towards sport and physical activity within GGC senior leadership.

These outputs compared with the 'target' outputs of:
- 10,000 participants impacted upon by Project
- 3,000 regular participants attracted by the Project
- 4 new activities the Project delivered
- 120 Activity sessions delivered per week (mean average over Project duration)
- 100 new Activity Leaders developed

Achievement, Change & Learning:

- The implementation of *Sport Through Guiding* resulted in the concept of an active lifestyle being embedded into both the culture and core offer of GGC, including in terms of policy and corporate priorities.
- The Project effected the roll-out of physical literacy concepts and activities across GGC settings and membership.
- The interdependencies between the cascade leadership development model utilised in the Project, and the delivery across the 1,100 guiding units would have benefitted from front loading in the early stages.
- GGC established substantial participation targets at project inception and while the Project was able to meet these goals, the primary focus was on measuring throughput and output. There is therefore more scope to quantify the impact, efficiency savings, and Value for Money outcomes of *Sport Through Guiding*.
- The Project benefitted substantially from strong governance structures and Board ownership, which have enabled consolidation of the achievements and a clear focus on continuity, despite challenges relating to major staffing changes.
- The strong governance embedded in *Sport Through Guiding* supported the resilience of the Project when it entered a period of vulnerability caused by staff turnover in key project roles. The oversight and championing of the intervention by the GGC Board of Trustees, as well as the proactive assistance provided by Sport Wales during this period, were very important in helping GGC refocus its objectives and ensure that *Sport Through Guiding* continued to have impact.

Overall assessment: The Project was considered by Sport Wales to have successfully achieved its intended outcomes. GGC also viewed the Project as a successful initiative which enabled it to reorient its internal culture and provide a better offer for its members.

Our assessment is that the Project had an impact on a substantial number of beneficiaries at a relatively low cost and offers a significant volume of learning for both Sport Wales and GGC in relation to how sport and non-sports focused organisations can collaborate nationally to achieve shared goals relating to participation in physical activity.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Large Scale Behaviour Change	Public Health Wales (Aneurin Bevan)	Poverty

Project Duration: 3 Years (April 2015 – April 2018)

Total Grant Funding Awarded: £100,000

Project Summary: The Project aimed to apply a Large Scale Change (LSC) methodology - the emergent process of mobilising a large collection of individuals, groups and organisations towards a vision of a fundamentally new future state - to address the physical inactivity inequalities gap in the South Wales Heads of the Valleys area. The target beneficiaries were young people (particularly young women) resident in deprived areas in the Heads of the Valleys who were amongst the least active third of the population. The key activities of the Project focused on influencing multiple systems and organisations with the potential to impact on physical activity behaviour via effective social marketing. Activities included: delivery of training in LSC methodology to key stakeholders; the establishment of a LSC in physical activity training 'academy'; co-designing and developing Community Hubs with Communities First managers; organising incentives to encourage participation in physical activity; and conducting social insight research. Managed by Aneurin Bevan Gwent Public Health Team, project implementation involved collaboration between various local authority departments, Communities First, and a range of national and local voluntary organisations. The total cost of the Project was £464,000.

Theory of Change: Fundamentally based on the LSC methodology, the Project theory of change assumed that creating the conditions needed to improve population-level physical activity requires key stakeholders from across different sectors and communities to make changes to various complex systems they can influence to engender transformational, large scale change in the determinants of physical activity. Increasing the capacity of these stakeholders to implement LSC through the provision of training and tools would better equip them to create the conditions likely to lead to increased physical activity (and champion this) among the most inactive from deprived areas. At the community/population level, reinforcing behavioural change messages and practices would contribute to the development of the physical activity 'social movement' supported by various physical activity opportunities and communication platforms. By facilitating systemic change, the Project would promote a sense of ownership in the targeted communities and foster the attitudes, beliefs, and behaviours towards physical activity which are necessary for positive development.

Project Outputs: The Project's key outputs were:
- 3,386 participants impacted upon by Project (Engagement in social media activity)
- 820 regular participants attracted by the Project (women)
- 29 new activities delivered by the Project
- 127 new Activity Leaders developed (distributed leaders)

In addition, the Project achieved success in shifting thinking and attitudes towards Large Scale Behaviour Change among key stakeholders who previously did not understand the concept, and in highlighting the benefits more broadly of a collaborative systems approach.

These outputs compared with the 'target' outputs of:
- 1,500 participants impacted upon by the Project
- 1,500 regular participants attracted by the Project
- 35 new activities delivered by the Project
- 30 new Activity Leaders developed

Achievement, Change & Learning:

- The *Large Scale Behaviour Change* Project successfully demonstrated the ability of physical activity interventions to connect with deprived communities via engaging messages, robust social insight research, and the dissemination of 'community explorers'.

- The Project exposed key stakeholders and organisations involved in shaping the conditions for physical activity participation to a systems approach and the concept of a 'social movement'.

- The Project highlighted the utility of a 'safe to fail' approach for Public Health Wales. If the approach adopted to increasing levels of physical activity fails, this can provide learning which facilitates the adjustment/redefinition of the approach. The acceptance of failure in order to learn from experience is a positive step forward for health-based organisations such as Public Health Wales.

- As health has a wider and more extensive reach to the broader population than sport, the Sport Sector can benefit from a stronger relationship with the Health Sector and its key actors. Public Service Boards in Wales should embody and facilitate this approach.

Overall assessment: This Project attempted to apply a new approach to increasing physical activity which aimed to foster long-term sustainable change. Both Sport Wales and Public Health Wales recognised that the true impact of the Project would not become visible within its three year duration – long term behavioural change takes time. Therefore, while the Project fell somewhat short of its participation targets, it is our assessment that it was highly valuable in fostering learning and altering the perspectives of key stakeholder in public service systems about the types of approach that could effect change in levels of physical activity. If the systemic ways of working endure, the LSC approach has the potential to have a longer and more holistic impact on health and physical activity offers, the benefits of which are likely to surpass those achieved during the period of the Project.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Kick Some Balls	Street Football Wales	Girls & Young Women

Project Duration: 3 Years (April 2015 – April 2018)

Total Grant Funding Awarded: £198,875

Project Summary: *Kick Some Balls* aimed to provide multisport and leisure opportunities for young women aged 16+ who experience multiple social deprivations, and thereby improve the lives of homeless and/or socially excluded females. Alongside delivering participation opportunities in a range of activities, such as football, martial arts, volleyball, fitness training, roller derby, and golf, *Kick Some Balls* also provided training and education to participants to support the development of a project infrastructure to support future sustainability and ongoing activity. The initiative was managed overall by Street Football Wales in collaboration with Llamau and Vi-ability through a steering group consisting of representatives from all three organisations. Beneficiaries were accessed through Llamau's existing connections with this target group and referred to the Project, while Vi-ability contributed to the training components. Street Football Wales was responsible for direct line management and overseeing day-to-day project implementation, which was effected by 1 FTE Development Manager, and a part-time Project Manager. The total cost of the Project was £234,862.

Theory of Change: *Kick Some Balls* adopted a theory of change based on the concept of using sport and physical activity as a 'hook' to first engage target beneficiaries, and then working with them to build their strengths, improve their confidence, and access additional opportunities such as volunteering, training, and potentially employment. Participation in physical activities generates a range of benefits for target beneficiaries who take part, contributing to improvements in their quality of life: improved physical fitness; a sense of belonging and community cohesion; improved physical fitness; improved mental well-being; reduced drug and alcohol intake; and improved communication skills. By consulting with the target group, *Kick Some Balls* identified activities which members of the target group would be interested to participate in, and through engaging new local partners and stakeholders, provided an offer closely tailored to their specific needs. In creating a comfortable, safe and trusted environment for participation, the Project would develop an appealing context for target beneficiaries to take advantage of tailored training and education opportunities.

Project Outputs: The Project's key outputs were:
- 878 participants impacted upon by the Project
- 622 regular participants attracted by the Project (attending 50% of 12-week blocks of activity)
- 88 new activities offered by the Project
- 1,472 Activity sessions delivered per week (mean average over Project duration)
- 88 new Coaches/Activity Leaders developed
- 71 new volunteers recruited/developed by the Project

In addition, the Project achieved notable success in developing partnerships with other organisations working to help deliver activities and support the participant group of socially excluded females.

These outputs compared with the 'target' outputs of:
- 250 participants impacted upon by Project
- 200 regular participants attracted by the Project
- 100 new activities offered by the Project
- 1,000 Activity sessions delivered per week (mean average over Project duration)

- 36 new Activity Leaders developed
- 36 new volunteers recruited/developed by the Project

Achievement, Change & Learning:
- *Kick Some Balls* successfully met and exceeded its participation targets throughout the course of the Project and fostered the development of individuals who could contribute to the sustainability of the Project.
- The development of 'safe places' for participation in which target beneficiaries feel a sense of trust in the activity and those implementing it increases engagement and confidence by those suffering from multiple social deprivations.
- When working with those suffering from multiple social deprivations, it is important to address immediately any issues that arise which potentially threaten the inclusive and non-judgemental 'safe place' environment.
- Women who are reluctant to access physical activity for whatever reason, tend to enjoy and reap the benefits when they have the opportunity to participate and continue independently.
- Connecting with organisations which are 'gatekeepers' to underrepresented groups is crucial for a physical activity intervention to have the desired impact on the 'hard to reach'.
- The Project had a huge impact on the personal confidence of beneficiaries enabling women to achieve significant improvements in well-being and personal progression. The incorporation of social elements created 'lifelines' and contributed to a reduction in harmful behaviours.
- Designing the Project as 'women only' was a simple and effective mechanism crucial to the success of the Project's engagement with the target group, generating a sense of safety and confidence for participants
- The adoption of a non-judgmental approach free from stigma was also critical to the ability of the Project to engage with and impact upon the target beneficiaries.

Overall assessment: Despite a slow start in the first year, by its conclusion Sport Wales believed *Kick Some Balls* had been a worthwhile investment which could provide invaluable learning in relation to increasing participation among a very hard to reach group, and insight into projects which straddle the sporting and non-sporting worlds.

Our evaluation supports this conclusion. Street Football Wales is now largely set up for delivery and has, through the implementation of *Kick Some Balls*, enhanced its capacity by developing improved evaluation processes, discovering new networks and, most importantly, identifying effective methods of engagement with the target group which aligns so well with the focus of Calls for Action. It should also be noted that the quantitative results of the Project were most impressive, challenging the notion that success in hard to access communities needs to be costly per capita and limited in reach.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Us Girls	StreetGames UK	Girls & Young Women

Project Duration: 2 Years (April 2015 – March 2017) Project extended into a third year with no additional funding provided by Sport Wales

Total Grant Funding Awarded: £690,000

Project Summary: This Project aimed to establish an *Us Girls* movement in Wales and, through implementation of 23 separate projects across the country, address the female gender gap in regular participation in sport and physical activity in areas of poverty, thereby addressing the issue of 'double jeopardy' identified by StreetGames. Based on the successful 'Us Girls' initiative implemented in England, the Project specifically targeted young women and girls living in poverty (Communities First clusters), between ages of 13 and 19 years old. Combining provision of a variety of increased and new physical activity opportunities for girls and young women with coach/activity leader development, *Us Girls* was implemented by a consortium of 15 delivery partners across Wales. While all delivery partners had the broad overall goal of increasing participation among the target group, they adopted different approaches and activities adapted to local conditions. StreetGames was responsible for overall management of the Project, with a full time Us Girls Wales Project Manager and Compliance Officer, as well as a part-time Us Girls Business Support Manager, employed to facilitate implementation. Monitoring and reporting were facilitated through use of the 'Views' management system. The total cost of the Project was £898,824.

Theory of Change: Underpinned by the 'Doorstep Sport' concept, the *Us Girls* theory of change suggests that engaging inactive girls and young women between 13 and 19 years old living in poverty requires a different approach to interventions targeted at other groups. Removing the barriers to participation and creating an appealing environment in which participants feel safe is key to increasing the frequency of their participation, and to building their confidence so that they can become 'hooked on sport'. Sport and physical activity must be offered at the right time, in the right place, in the right format, and at the right price. It must also, crucially, be of interest to the target beneficiaries. At the local level, delivery is based on 'tapping into' key motivating factors for girls' and young women's participation in sport and physical activity – Fun, Fitness, and Friends – and providing an appropriate offer which encourages them to engage. Having engaged target beneficiaries, activities aim to develop their emotional and physical confidence to continue participation through accessing pathways to community offers.

Project Outputs: The Project's key outputs were:
- 5,263 participants impacted upon by Project
- 4,110 regular participants attracted by the Project (3 times per quarter)
- 158 new activities delivered by the Project
- 2,088 Activity sessions delivered per week (mean average over Project duration)
- 50 new Activity Leaders developed
- 130 new volunteers recruited/developed by the Project

In addition, *Us Girls* achieved notable success in developing case studies and conducting insight research into the learning to be derived from the experience of implementation. This learning was shared among partners, a number of whom subsequently embedded it within their operational practice.

These outputs compared with the 'target' outputs of:
- 4,752 participants impacted upon by Project
- 455 regular participants attracted by the Project

- 70 new activities delivered by the Project
- 3,640 Activity sessions delivered per week (mean average over Project duration)
- 208 new Activity Leaders developed
- 332 new volunteers recruited/developed by the Project

Achievement, Change & Learning:
- Engaging with and consulting the target beneficiaries is crucial to understanding their wants and needs, and therefore to the design of an offer that is likely to have the desired impact.
- Offers targeting girls and young women living in poverty may need to factor in a period of 'pre-engagement' with the target beneficiaries – the *Us Girls* experience suggests that it can take up to 6 months from initial contact to an individual becoming active.
- Designing and implementing sport and physical activity interventions aimed at girls and young women living in poverty takes time and patience. In *Us Girls* some activities only began to flourish in the third year of project implementation.
- Capturing and measuring data and the 'distance travelled' by individual participants in this target group is challenging for a number of reasons e.g. due to data protection concerns (sharing or personal details), and the ad-hoc nature of engagement in many cases.
- There is no 'one size fits all' approach to engaging girls and young women in sport and physical activity – the tactics used to engage must be adapted for different communities.
- Networking and dissemination of learning experiences of project implementation is important, and the provision of specific forums to facilitate the sharing of successes and challenges can be helpful.
- In a national project which involves a number of different delivery partners implementing various components across the country, ensuring there is an effective conduit organisation contributes demonstrably to project effectiveness.

Overall assessment: *Us Girls* proved to be a successful initiative in relation to increasing participation among a hard to reach target group, and most individual projects managed to reach their targets in terms of participation but were less successful in terms of coaches and volunteers. Sport Wales' assessment of the Project was that it had produced valuable insight to inform the development and implementation of sport and physical activity offers aimed at girls and young women living in poverty. The progress made by *Us Girls* was a little slow in the first year of the Project, and it struggled to develop the number of activity leaders and volunteers anticipated at Project inception.

Our assessment suggested that this is outweighed by the success it had in increasing participation and generating learning which can inform future work in this area.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Breaking the Barriers Football Programme	Time to Change Wales	Disability

Project Duration: 2 Years (April 2015 – May 2017)

Total Grant Funding Awarded: £104,000

Project Summary: The aim of the Project was to develop a football offer that breaks down the barriers to participation in sport faced by those with mental health issues. It intended to generate an organisational legacy of greater understanding of, and capacity to address, mental health stigma in football. To achieve this goal, *Breaking the Barriers* implemented a mental health football programme at four different football clubs throughout Wales (Merthyr Tydfil; Newtown; Newport; and Wrexham). The key target group was those with mental health problems, in particular those who typically would not engage with sporting activity, in the four delivery areas. Target beneficiaries were referred through local mental health charities, local health boards, and local GPs. The activities delivered consisted primarily of raising awareness of metal health issues among football club staff, providing training to enable them to deliver mental health-sensitive football sessions; delivery of football sessions at clubs; and national, regional, and local marketing campaigns promoting the initiative. Either before or after the football sessions, participants were encouraged to meet one another and with mental health specialists to support them to address their mental health issues. The initiative was delivered by Time to Change Wales (TTCW) in partnership with the Welsh Football Trust (FAWT). TTCW was responsible for the overall coordination of the Project and for providing the required expertise in mental health training and awareness raising. FAWT provided the necessary sporting expertise and coordinated the delivery of the football activities with clubs. A Project steering group was established to help guide and manage the implementation process. The total cost of the Project was £108,600.

Theory of Change: *Breaking the Barriers* operated on the premise that, in order to encourage those with mental health issues to take part in sport and physical activity, it is necessary to reduce the barriers faced by these individuals, provide participation opportunities, and create a safe and supportive environment. The implementation of a mental health football programme through clubs would provide participation opportunities not previously available, while delivery of mental health training to club coaches would develop their capacity and knowledge to implement sessions tailored to the needs of the target group, helping to reduce stigma. This in turn would create both an embedded organisational legacy of awareness and a participation environment in which target beneficiaries felt less isolated, more confident, and would enjoy themselves. The development of this type of supportive environment would enable participants to access the benefits in terms of physical and mental health that taking part in sport affords those with health issues. It would also make them more comfortable in discussing their conditions, and more receptive to the support provided by the mental health specialists in the before/after sessions.

Project Outputs: The Project's key outputs were:

- 204 participants impacted upon by Project
- 85 regular participants attracted by the Project
- 12 Activity sessions delivered per week

In addition, the Project's national marketing and communication strategy, designed to help raise awareness about mental health stigma in football, was strong. Furthermore, in specific areas such as Wrexham, *Breaking the Barriers* developed effective local connections with the health sector, contributing to significant engagement with target beneficiaries.

(A case of 'best available data' Sport Wales has on outputs as of December 2018.)

These outputs compared with the 'target' outputs of:
- 700 participants impacted upon by Project
- 112 regular participants attracted by the Project
- 23 Activity sessions delivered per week
- 35 new Activity Leaders developed

Achievement, Change & Learning:
- *Breaking the Barriers* helped the football clubs it worked with become more community facing and expand their perspective and activities beyond the traditional target audience which football typically reaches.
- The Project had a significant and demonstrable impact on the lives of the individuals who participated, with some commenting that it had been a 'life saver'. This indicates the transformational effect of *Breaking the Barriers* and the potential non-continuation of the scheme is a serious concern in relation to the welfare of participants.
- A number of beneficiaries became involved in volunteering in football activities as a result of their participation in the Project and stayed in the game in a non-playing capacity.
- In order to expand or increase sport and physical activity opportunities for those suffering from mental ill health would require substantial growth in the capacity of sports bodies in their current configuration.
- Establishing effective – and the right – partnerships is critical to the success of a sport and physical activity intervention targeted at those suffering from mental ill health, both in terms of providing security for the professionals tasked with implementation and ensuring an effective delivery of activities.
- The impact of *Breaking the Barriers* was generated as much by the before/after sessions as the football activities themselves, particularly in relation to creating connectivity between participants and support mechanisms and raising awareness about mental health. Football acted as a 'hook' to initially engage the target beneficiaries, but the social element was very significant and one of the main impacts.
- The Project demonstrates that partnerships between actors in the Sport and Health sectors (the FAWT and TTCW respectively in *Breaking the Barriers)* can achieve results, but it that it takes time and effort to develop the type of relationship which enables truly effective delivery.

Overall assessment: Sport Wales noted the significant impact *Breaking the Barriers* had on the lives of participants, which was achieved following relatively short contact times. While both Sport Wales and TTCW have acknowledged that the participation targets established at project inception were over-ambitious – and reflect by the shortfall in key outputs achieved in comparison to target outputs – this can be somewhat attributed to uneven performance across the different clubs, with the Wrexham component in particular proving very successful.

In our assessment, the Project had a very significant impact on the lives of its participants, and if the initiative were to come to an end it would have a substantially negative effect on those beneficiaries. There is scope in the future for the Project to develop closer and more effective links between mental health football programmes and the health sector.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Ziggies	Trivallis (Rhondda Cynon Taf Homes)	Poverty

Project Duration: 3 Years (Anticipated Duration: April 2015 – March 2018) Withdrawal of Sport Wales funding: 1st December 2017

Total Grant Funding Awarded: £500,000 (original allocation before funding withdrawal)

Project Summary: *Ziggies* aimed to establish a voluntary, peer-led approach to improving the literacy and physical literacy of young children and fostering stronger engagement with these concepts both within families, and between families and schools. The Project utilised the Ziggies methodology of parent-volunteer led after-school sessions. The sessions facilitate learning through an interactive story-time approach based around a particular book, with children participating in a number of physical and craft-based activities relating to the narrative and characters. Targeted at families from disadvantaged communities, women and girls, and children from three to eight years old, Project activities were designed to be replicable at home to encourage physical activity outside of the school-based sessions. *Ziggies* was hosted and managed by Trivallis but delivered by a consortium of different organisations with existing relationships with schools or target communities. The consortium partners were responsible for implementing the Project effectively in their respective area (an area consisting of a 'package' of 15 school sites). The total budget for the three-year *Ziggies* initiative was £936,000. Due to difficulties with the consortium partners (with the exception of Trivallis itself) the Project was unable to fulfil the requirements of Ziggies and achieve the target set for participating school. After exploring different delivery options for the Project with Trevallis, Sport Wales took the decision to withdraw its funding to the Project in December 2017. A further challenge was the requirement to include physical literacy much more explicitly into the Ziggies format, which was to be based on Play to Learn. This proved far more challenging than either Sport Wales or Trivallis had realised.

Theory of Change: The theory of change for *Ziggies* operated on the principle that literacy ('traditional' and physical) can be improved through the application of a peer-led approach that uses interactive story-telling to encourage children and provide them with various skills. Due to the crucial and necessary role that the family and home environment play in child development, the inclusion and involvement of parents in Ziggies helps to develop their understanding of how their children learn. Furthermore, it fosters confidence among parents to replicate literacy development activities at home. By training and sustaining parent-volunteer leaders to deliver sessions in schools, peer-to-peer learning and the transfer of knowledge is fostered among parents of participating children. Parents build confidence to embrace and participate in activities which help their children develop their literacy and physical literacy capacities. In framing skills development around storytelling and related fun activities, the Project would provide an enjoyable experience which children and parents would want to replicate in the home.

Project Outputs: The Project's key outputs were:
- 1,112 participants impacted upon by Project
- 20 regular participants attracted by the Project
- 34 Activity sessions delivered per week (number of schools - mean average over Project duration)
- 220 new Activity Leaders developed

These outputs compared with the 'target' outputs of:
- 1,600 participants impacted upon by Project
- 20 regular participants attracted by the Project

Achievement, Change & Learning:

- While the aims, activities, and end points of the *Ziggies* Project and methodology remain valid, Sport Wales and Trivallis were over-ambitious in the expectations of what could be achieved by the consortia, the ability to deliver a physical literacy development initiative of this type in community settings, and the capacity of volunteers to deliver activities.

- Sport Wales was over-ambitious in their expectations of the transferability of 'Play to Learn' (Sport Wales' own physical literacy development product) resources to community settings. Physical literacy tools need to be tailored specifically to community settings in order to effectively support skill development in those settings.

- Understanding of the distinction between physical activity and physical literacy is not always strong in community settings, and Sport Wales and Trivallis had unrealistic expectations of the capacity of volunteers to implement physical literacy, rather than physical activity.

- In hindsight, *Ziggies* may have achieved greater impact without the consortium approach, and if it had received funding to build physical literacy into the existing product, with Sport Wales working with Trivallis to extend and develop a sustainable model which might have then been rolled out in other areas.

- The consortium needed greater accountability at a senior level which would have provided stronger project governance and management. It would have also identified the different models of implementation that were developed by consortium partners which in practice diluted the successes that had previously been achieved by Trivallis in Rhondda Cynon Taff.

Overall assessment: The experience of the *Ziggies* Project provides learning which can inform the development of future interventions designed to support the development of physical literacy in community settings. The challenges encountered by the Project related to unrealistic expectations about what could be achieved by *Ziggies* in relation to (i) integrating physical literacy into Ziggies and voluntary led community settings, and (ii) management and accountability issues connected to the consortium approach adopted. However, the fundamental principles and end goals of the Project remain valid, and within Rhondda Cynon Taff, Ziggies achieved success. Its difficulties should be viewed in the light of Calls for Action's aim of exploring experimental and innovative approaches to increasing participation in physical activity. The key will be taking the learning and experience derived from *Ziggies* and apply this in the design, development, and implementation of similar initiatives in future.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Women and Girls Participation Including Breeze	Welsh Cycling	Girls & Young Women

Project Duration: 3 Years (June 2015 – June 2018)

Total Grant Funding Awarded: £249,342

Project Summary: The aim of the *Women and Girls Participation including Breeze (WGPB)* Project was to roll out the women and girls-focused *Breeze* cycling network across Wales. *Breeze,* a British Cycling initiative first implemented in England in 2011, aimed to break down the barriers to female participation in cycling through providing female only, 'champion-led' rides to women and girls. *WGPB* expanded the target audience of Breeze activities to secondary-school age girls, an age group at which there is typically a significant drop off in levels of participation in physical activity. It further developed pathways to increase the engagement of women and girls with cycling (and from cycling into other sports). The Project provided a structured programme of development activity to train and support local volunteer 'champions' to organise and lead their own rides, with women able to simply 'turn up' and participate. Partnerships were established with organisations to deliver cycling activity to secondary school age girls in 'closed' rides. Pathway development activities included the creation of regional Breeze hubs with links to cycling clubs and other organisations offering sports opportunities for women and girls, and the holding of fun races and Breeze challenge events. *WGPB* was managed by Welsh Cycling's National Development Manager in partnership with British Cycling and implemented by a combined 1.0 FTE Gender Inclusion Cycling Development Officer (South Wales); and Project Coordinator (North Wales). The total cost of the Project was £688,558.

Theory of Change: *WGPB's* underlying theory of change was that in order to encourage more women and girls to begin and sustain regular participation in cycling, it is necessary to provide opportunities which are appealing and suitable to this target group. *Breeze* rides would provide a female-only, gender positive, accessible environment for participation in cycling in which target beneficiaries are able to take part on a spontaneous basis. The facilitation of rides by 'Breeze Champions' – local volunteers trained and supported to lead rides – would provide guidance and encouragement for interested participants. The incorporation of social elements before or after rides, such as meeting in a café, would further support the development of a welcoming environment for participants. The creation of pathways to further engagement in cycling and other related physical activity - though establishing links with other cycling and sports clubs and referring *WGPB* participants to these partnerships through the regional Breeze hubs - would provide mechanisms for the continuing participation of the target group.

Project Outputs: The Project's key outputs were:

- 1,886 participants impacted upon by Project
- 773 regular participants attracted by the Project
- 2,148 new activities delivered by the Project (number of rides)
- 14 Activity sessions delivered per week (mean average over Project duration)
- 210 new Activity Leaders developed (volunteers)

In addition, *WGBP* had an impact on the culture of the National Governing Body (NGB), raising the profile of women's cycling within Welsh Cycling and contributing to a shift in the percentage of female membership of the NGB and affiliated clubs.

These outputs compared with the 'target' outputs of:

- 1,497 participants impacted upon by Project

- 793 regular participants attracted by the Project
- 838 new activities delivered by the Project (number of rides)
- 11 Activity sessions delivered per week (mean average over Project duration)
- 90 new Coaches/Activity Leaders developed (volunteers)

Achievement, Change & Learning:
- The Project benefitted from utilising an existing approach which had previously proved successful in England, and the prior implementation of a pilot women's participation programme delivered in South Wales, which provided impetus for the *WGPB* initiative under Calls for Action.
- This 'pre-project legacy' contributed to the success of *WGPB*, which comfortably exceeded its targets for the number of rides provided and the numbers of participants, as well as having a wider equalities impact.
- *WGPB* produced a legacy in the form of the network of trained *Breeze* champions, who support regular *Breeze* riders with greater resources and support than initially anticipated.
- Alongside increased levels of physical activity among the target group, the Project conferred additional latent benefits to participants, including reduced social isolation and improved mental wellbeing and resilience.
- The innovation of the *WGPB* Project's roll out of *Breeze* in Wales was the expansion of the target group to secondary-school age girls and the provision of specific cycling opportunities for them. The safeguarding policy utilised in the delivery of these activities was not set locally but rather inherited from British Cycling, and safeguarding considerations can be demanding.
- While the Project achieved significant success in training and developing the network of *Breeze* champions, additional resources and support will be required to activate and retain champions in the future.
- *WGPB* displayed a number of operational strengths throughout its implementation, utilising data analytics to drive decision-making and applying iterative adaptation to ensure activities were tailored to fit different localities and target groups.
- The embedding of digital technologies into the Project, such as online customer mapping and booking processes and the use of social media channels to promote, coordinate, and communicate local rides, were significant operational performance innovations which contributed to the success of *WGPB*.
- The Project was forward looking, with project staff taking into consideration how the *WGPB* legacy could be sustained following the end of Calls for Action funding as early as the first year of implementation. This proactive approach enabled the Project to secure long term sponsorship to sustain its impact.

Overall assessment: Sport Wales determined the *WGPB* Project to have been a successful initiative which exceeded its targets and engendered a demonstrable increase in cycling among the target group. Furthermore, it had a wider impact on shifting cultural attitudes towards women's cycling among the cycling community in Wales.

Our evaluation supports these conclusions. The Project achieved a significant impact on the target beneficiaries, was implemented using effective operational practices, and has created a legacy which is likely to be sustained beyond Calls for Action. Furthermore, Welsh Cycling was innovative and creative in its efforts to develop new segmented cycling opportunities for women and girls in different parts of Wales (for example mountain biking in North Wales), and in creating partnerships with non-sports organisations (such as the National Trust).

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
Bute Gymnastics Club	Welsh Gymnastics	BME

Project Duration: 3 Years (April 2015 – March 2018)

Total Grant Funding Awarded: £157,089

Project Summary: The Project aimed to create a sustainable women and girls' only gymnastics club in the Butetown area of Cardiff - with a particular focus on ethnic minority females - which was run by the community for the community. Through providing female-only gymnastics sessions, the Project fostered increased participation in physical activity and enhanced physical literacy among the target beneficiaries: girls from ethnic minorities (including Somali, Sudanese, Yemeni, Jamaican, Lebanese, Asian British, Arab populations) in Butetown and neighbouring communities in Cardiff. In addition, it provided personal development volunteering opportunities in various aspects of club operations (coaching, marketing, governance) to build capacity among community members to enable them take over the club following the end of the Project. Delivery was led by Welsh Gymnastics in partnership with Diverse Cymru. Diverse Cymru played a key role in facilitating the engagement between the BME communities and the Project, providing access to the target beneficiaries and information and support to break down barriers to participation in gymnastics. *Bute Gymnastics Club* was supported by a part time Project Coordinator, who was responsible for coordinating the Project on-the-ground and providing a link to the community, as well as a Head Coach. The total cost of the Project was £178,512.

Theory of Change: The Theory of Change for the Project was that the provision of a gymnastics offer in a culturally sensitive, female-only environment owned and operated by the community would encourage girls from minority ethnic backgrounds to engage with and sustain participation in physical activity. The development of a partnership between Welsh Gymnastics, Diverse Cymru, local schools and members of the Butetown community (in particular female relatives), would facilitate trust to enable the identification of the barriers to participation faced by ethnic minority girls. Tailored measures overcome these impediments would be implemented, and participants would gain increased confidence in their ability to participate in, and motivation to undertake, physical activity. The training of volunteer coaches from the local area would create a sustainable resource of actors that could independently deliver sessions. By actively seeking to integrate members of the community into the operation and governance of the club, the Project would generate community ownership and a feeling that stakeholders have a role in creating a safe, acceptable, and enjoyable participation environment.

Project Outputs: The Project's key outputs were (data for two years of operation):
- 263 participants impacted upon by Project
- 134 regular participants attracted by the Project
- 1 new activity delivered by the Project
- 4 Activity sessions delivered per week (mean average over Project duration)
- 24 new Coaches/Activity Leaders developed
- 6 new volunteers recruited/developed by the Project

These outputs compared with the 'target' outputs of:
- 510 participants impacted upon by Project
- 376 regular participants attracted by the Project
- 3 new activities delivered by the Project
- 6 Activity sessions delivered per week (mean average over Project duration)
- 119 new Coaches/Activity Leaders developed

- 15 new volunteers recruited/developed by the Project

Achievement, Change & Learning:
- The experience of *Bute Gymnastics Club* indicates that when working to generate change in physical activity behaviours among BME girls and young women, it is important to recognise that it is necessary to invest time to achieve results.
- Time is needed to understand the target beneficiaries and their families, as well as the barriers they face to participation in physical activity. Time is also needed to build trusting relationships, to create the appropriate participation environment, to identify the right community agents, to get the participants 'hooked' on the activity, and ultimately for the community to take over responsibility for the offer.
- Embedding sustainability and inclusion into an intervention aimed at BME communities from the outset is crucial to fostering the type of engagement needed to achieve meaningful impact.
- Similarly, it is also important to build flexibility and agility into the Project to enable it to deal with change as it emerges. For example, the *Bute Gymnastics Club* Project encountered unforeseen challenges relating to building the capacity and capability of BME volunteers in various aspects of governance, requiring agility to overcome these issues and ensure that community members could effectively take over the club.
- The impact of the Bute Gymnastics Club Project went beyond the Sport sector (e.g. sensitisation of lead organisation and development of an understanding of the communication expertise needed in working with BME communities) and beyond Wales (in terms of the sharing of best practice, advice and guidance in this area), providing added value to the Calls for Action programme.

Overall assessment: In the view of Sport Wales, the key achievement of the Project was the successful development of a functional, sustainable volunteer-led gymnastics club in Butetown serving over 100 girls from the community. Sufficient local capacity was built to enable Welsh Gymnastics to remove dedicated support (in March 2019) and treat Bute the same as any other Welsh Gymnastics club. Although in some areas the Project achieved only approximately 50% of its established targets, this can be at least partially attributed to high ambitions during Project conception, which were pragmatically scaled back as implementation progressed (and specifically the decision to focus activity on BME girls).

Our evaluation found that *Bute Gymnastics Club* achieved its ultimate objective of creating a sustainable, community owned club for BME girls and young women in Cardiff – an achievement which should not be underestimated - and that it was highly valued by participating stakeholders. Furthermore, the Project generated significant learning in relation to working with BME communities to increase levels of physical activity, which can inform future work in this area by Welsh Gymnastics and Sport Wales.

PROJECT TITLE	ORGANISATION	CALLS FOR ACTION STRAND
BME Sport Cymru	Wales Council for Voluntary Action	BME

Project Duration: 2 Years (April 2016 – April 2018)

Total Grant Funding Awarded: £538,339

Project Summary: The overall aim of *BME Sport Cymru* was to make a sustainable difference to the inclusion of under-represented BME communities in sport and physical activity, as a means to improve their long-term opportunities and health outcomes. The ambitious national Project comprised three pillars: *Increased participation* by individuals from BME communities in sport and physical activity; *Building capacity* among individuals and groups from BME communities to support their ability to develop their own sustainable sport and physical activity offers; and, *Tackling inequality* by developing the understanding of mainstream sporting organisations of BME community needs, building connections between the two, and improving equality of access to sustainable sporting offers. *BME Sport Cymru* was led by the Wales Council for Voluntary Action (WCVA) and implemented in collaboration with four delivery partners, each of which was responsible for delivery of Project activities in a particular geographic area (Cardiff, Swansea, Newport, and North Wales). Each partner had flexibility to deliver the Project in a manner tailored to the conditions and BME communities in their localities, resulting in the implementation of a wide range of different activities relating to the three Project pillars. A full-time Project Coordinator was employed by WCVA to co-ordinate project delivery. Each delivery partner hired a full-time Local Project Officer to develop and implement the Project and undertake performance monitoring in their respective geographic area of responsibility.

Theory of Change: *BME Sport Cymru* was based on the premise that to foster sustainable change in physical activity participation behaviour among BME communities, it is necessary to create the right participation environment. This is one in which individuals wish and are able to take part in sport and physical activity, are encouraged to begin, continue and deepen this participation, and potentially to excel. To achieve this, it is necessary to establish a sustainable framework that develops the capacity of grassroots community organisations to provide accessible and appropriate opportunities for BME communities. It is also necessary to increase the understanding of mainstream sport providers of BME needs and wishes. Project activities would contribute towards one of the three Project pillars noted above, which in turn would lead to the creation of an appropriate participation environment for BME stakeholders in Wales. The presence of such an environment would facilitate a sustainable increase in participation in sporting and physical activities by BME individuals, resulting in the improved health and well-being of BME communities.

Project Outputs: The Project's key outputs were:

- 1,655 (minimum) male & female BME individuals regularly participating in sport and physical activities
- 1,114 female BME individuals regularly participating in sport and physical activities
- 50 BME neighbourhood sporting festivals/roadshows/events delivered
- 66 BME community sport groups supported in areas of training, governance, or funding
- 147 new volunteers from BME communities recruited/developed by the Project (regular volunteers)
- 26 (minimum) partnerships developed with NGBs and 'mainstream' clubs to promote BME pathways

In addition, the Project successfully developed links between a wide range of stakeholder groups, from BME individuals, groups and communities, to NGBs, local authorities, and other sports providers, as well

as non-sport focused BME organisations (such as those working on other inequalities issues). It also worked with a greater diversity of participants than initially anticipated at Project conception.

These outputs compared with the 'target' outputs of:
- 1,600 male & female BME individuals regularly participating in sport and physical activities
- 700 female BME individuals regularly participating in sport and physical activities
- 14 BME neighbourhood sporting festivals/roadshows/events delivered
- 36 BME community sport groups supported in areas of training, governance, or funding
- 240 new volunteers from BME communities recruited/developed by the Project
- 20 partnerships developed with NGBs and 'mainstream' sport clubs to promote BME pathways

(*The data sources are not entirely clear. These represent our best estimates of the position).*

Achievement, Change & Learning:
- Effecting long-term change in physical activity behaviours among BME stakeholders takes significant time. To demonstrate and become sustainable a project such as *BME Sport Cymru* requires a duration longer than 2-3 years.
- While there are some commonalities in approach, there is no 'one size fits all' model/approach for BME sport participation. There is a need for flexibility, imaginative approaches, and adaptability. Strong partnerships are crucial to success.
- The Project indicated that an attractive, appropriate, and convenient environment for BME participation has yet to be fully created, and that this, rather than BME participants being 'hard to reach' per se, is the key issue.
- Agents' play a crucial role in physical activity interventions aimed at BME communities. Key 'agents' can actively bridge the gap between BME communities and sport participation opportunities. They may act as the well understood 'pied pipers', but they also perform many other valuable 'agency' roles, including acting to build a wider group of agents from volunteers and family members who can amplify and sustain their own efforts.
- A clear and appropriate governance structure and process is critical to success in an ambitious and complex project like *BME Sport Cymru*.
- It is important to recognise that projects like *BME Sport Cymru* may have unintended or unexpected social consequences, such as benefits to groups outside of those directly targeted by the initiative, or various associated health benefits.

Overall assessment: Sport Wales' assessment of the Project was that it had been a clear success which had been valued by all stakeholders, and crucially provided a platform for sport in Wales to take significant steps forward in closing the participation gap among minority communities. Although the impact of the Project was somewhat geographically uneven, its value in developing connections between BME stakeholders, building capacity for increased BME sport participation in BME communities, and increasing understanding of the sports and physical activity needs of BME individuals was 'abundant'.

Our evaluation indicates that overall *BME Sport Cymru* was a considerable success. It made good progress against the targets set at the outset for all three objectives (*Increased participation; Building capacity; Tackling inequality)* and - as an experimental and a pilot project – it demonstrated that such an intervention has the potential to make a real difference.

PARTICIPATION AND EQUALITY: Final C4A Phase 1 Impact Evaluation Report (March 2016)

THE BME APPLICATIONS: Confidential C4A Phase 2 Process BME Final Evaluation Report (March 2016)

REACHING OUT: C4A Phase 2 Process Final Evaluation Report (September 2016)

TACKLING INEQUALITIES: 'Calls 4 Action' Phase 2 Process and Impact Evaluation Learning & Networking Seminar (September 2016)

C4A PHASE 2 IMPACT EVALUATION: First Interim Report (October 2016)

REPORTING THE FINDINGS, APPLYING THE LESSONS: C4A Phase 2 Impact Year 2 Report Thematic Studies (November 2017)

ACHIEVEMENT CHANGE & LEARNING: C4A Phase 2 Impact Interim Report Year 3 (July 2018)

BME SPORT CYMRU EVALUATION: Final Report (September 2018)

KEY THEMES AND MESSAGES AT THE PROGRAMME LEVEL: Learning Event (September 2018)

CALLS FOR ACTION PROJECT KEY MESSAGES: Learning Event (September 2018)

C4A LEGACY: Sustainable Sport Participation and Ways of Working: Learning Event (September 2018)

Annex 3: References

Fleming, F. 2013. *Evaluation Methods for Assessing Value for Money.* Melbourne: BetterEvaluation. http://betterevaluation.org/resource/assessing-value-for-money

Sport Wales (2012) Community Sport Strategy 2012-20. Available at: http://sport.wales/media/1018674/community_sport_strategy___eng_.pdf (Accessed 2018).

Sport Wales (2014) Active Adults Survey http://sport.wales/research--policy/surveys-and-statistics/active-adults-survey.aspx (Accessed 2018).

Sport Wales (2015) School Sport Survey 2015. Available at: http://sport.wales/research--policy/surveys-and-statistics/school-sport-survey.aspx (Accessed 2018).

Sport Wales (2017) Elements of Engagement 2017. Available at http://sport.wales/media/1922960/elements_of_engagement_-_overview_311017.pdf (Accessed 2018).

Sport Wales (2018) Vision for Sport. Available at: https://visionforsport.wales/ (Accessed 2018).

Welsh Government (2015) Well-being of future generations (Wales) Act 2015, Available at http://futuregenerations.wales/about-us/future-generations-act/ (Accessed 2017, 2018, 2019)

Welsh Government (2017) Independent Review of Sport Wales 2017. Available at: https://gov.wales/topics/culture-tourism-sport/sportandactiverecreation/sport-wales/sport-wales-review/?lang=en

Appendix 4: List of Acronyms

BME	Black and Minority Ethnic Communities
C4A	Calls for Action Programme
CSAP	Community Sport and Activity Programme
DSW	Disability Sport Wales
E&D	Equality and Diversity
EFQM	European Foundation for Quality Management
EoE	Sport Wales Elements of Engagement Framework
M&E	Monitoring and Evaluation
NGB	National Governing Body
P1	Phase 1 of the C4A Programme (May 2012)
P2	Phase 2 of the C4A Programme (April 2014)
RCS	UK Research and Consultancy Services Ltd
SP/NSP	Sport Partner/ New Sport Partner
SW	Sport Wales
WBFGA	Well-being of Future Generations Act (Wales) 2015
WCVA	Wales Council for Voluntary Action