



# Heritage and Place Research Final Report

January 2022

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## List of abbreviations

<b>Abbreviation</b>	<b>Definition</b>
ALB	Arm's Length Body
EDI	Equality, Diversity, and Inclusion
IMD	Indices of multiple deprivation
LEP	Local Enterprise Partnership
SFF	Strategic Funding Framework

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# Executive summary

## Introduction

In June 2021 the National Lottery Heritage Fund (Heritage Fund) commissioned Wavehill, in partnership with DC Research (consultant team), to deliver a research project to inform how the Heritage Fund delivers on its strategic objective to ‘demonstrate how heritage helps people and places to thrive’, through its open grants programme and strategic funding. The research aims to inform how the Heritage Fund delivers on this strategic objective through its approach to the open grant programme and strategic funding during the rest of the current Strategic Funding Framework (SFF) 2019-2024 and beyond. The research addresses three key strands:

- **Strand 1:** How effectively is the Heritage Fund delivering on its strategic place priorities?
- **Strand 2:** What the evidence tells us about how the Heritage Fund should advance its place priorities through financial and non-financial approaches?
- **Strand 3:** Based on the evidence from Strands 1 and 2, what options are open to the Heritage Fund to advance its place priorities through its investment in the short, medium, and longer term?

## Key themes from place-based research

To inform and guide the options taken by the Heritage Fund in advancing its place priorities, the Place Research Steering group tasked the consultant team to review a wider body of research and evidence, both within and outside of the heritage sector. The themes from the review, outlined below, have been cross-referenced with the consultations undertaken with Heritage Fund staff, external stakeholders, and a small sample of projects.

- This research has found that there is no single and agreed definition of what is meant by the term ‘place-based’. Whilst many national funders and investors have sought to shift towards a more strongly focused ‘place-based approach’ in recent years, the exact focus and model is not uniform.
- A review of previous research highlights some common features along the journey of place-based working that can result in positive impacts. These include understanding the system of the place and how it is working, agreeing a vision and measures for success, forming a delivery plan and group, delivering the project or programme, and celebrating success. These can both inform the approach of the Heritage Fund as an investor and guide the delivery of projects and partnerships in receipt of funding.
- Given the range of different levels of investment across funded projects the Heritage Fund will need to consider whether all projects should commit to working in a place-based way or whether this is a requirement only for projects seeking investment over a certain level or those located in specific places.
- There is consensus within the research base that the key to effective place-shaping is a clear understanding of the place that a funder, investor, or partner is seeking to shape.
- The Heritage Funds’ process of prioritising investment and defining areas of focus is currently solely data focused and does not draw on broader considerations around ‘potential’ as well as ‘need’.

- Not all places are ready to make effective use of grant funding and decisions around place-based funding are commonly influenced by an assessment of whether a project or place has reasonable prospects of achieving system change, additionality, and sustainability.
- A review of the research base highlights that there is no 'one size fits all' approach to measuring the impact of a place-based approach. However, the use of a theory-based approach and logic models that can clearly outline the high-level outcomes that place-based projects are working towards are identified as good practice.
- The advancement of place priorities is not restricted to the provision of grant funding. Place-investors can play different roles dependent on the context, existing infrastructure, levels of partnership working, capacity and skills.

## Understanding and benchmarking previous place-based funding

One of the key aspects of Strand 1 of the research, in terms of how effectively the Heritage Fund is delivering on its strategic place priorities, was to assess the Heritage Fund's grant funding data over recent years. The aim of this analysis was to assess what this data shows about the Heritage Fund's place-based funding.

- Using definitions set out by the Heritage Fund to identify place-based applications enabled analysis of Heritage Fund grants data to be carried out. However, there are a range of limitations to the data, and key issues and implications arising from this (outlined within the report), that should be borne in mind when considering these results.
- A total of 1,386 projects have been assessed as place-based from the 22,413 applications submitted between 2013 and July 2021. This equates to 6.2% of all applications over this time-period. Based on the ways that place-based applications have been identified in this analysis, a high proportion of place-based applications have occurred in the last three financial years.
- Place-based applications show a very similar distribution across IMD quintiles as other (non-place-based) or all projects. This suggests that applications from areas of deprivation are no more (or less) likely to be place-based applications.
- Place-based applications are less likely to be successful compared to all other/non-place-based projects. Place-based applications show lower success rates compared to all awards in almost every year between 2013-14 and 2021-22.
- Between 2013 and 2018, the average value of place-based awards is notably higher than for all awards. For the current Strategic Funding Framework (2019 onwards), average value of place-based awards is still higher than the average for all awards, but to a far lesser extent.
- Across all years from 2013-14 to 2021-22, the scale of partnership funding achieved by place-based projects is higher than it is for all projects. This is consistent across the entire time-period.
- Looking at all applications, the majority of applications categorised as place-based using the agreed definition (i.e., by contributing to at least one of the two place-based outcomes for the Heritage Fund) are typically not assessed as making contributions to these place outcomes by the Heritage Fund.

- Some key issues emerged during the data analysis, and it will be important for the Heritage Fund to consider these going forward. Most notably, the approach to identifying place-based projects<sup>1</sup> and the implications of this for the results needs careful consideration. In addition, the Heritage Fund needs to ensure that there is sufficient clarity in guidance about assessing outcomes to achieve consistency across all application assessments.

## Learning from targeted programmes

Previous evaluation and review reports from the Heritage Fund's targeted programmes highlight some clear success factors around place-based working.

- Organisations delivering funded projects through targeted programmes pointed to the value of developing strong partnerships and fostering a culture of collaboration as a key driver of success.
- A common theme evident across the targeted programmes was the importance of sharing data and intelligence to generate a clear understanding of the local area, its needs, and priorities.
- Several reports covering different targeted programmes make a case that the impact of projects work better when they are not isolated but rather fit into a broader place and policy context.
- A lack of local leadership, gaps in skills and knowledge and the absence of a clear evidence base on the contribution that heritage can play in supporting wider place priorities are highlighted as key challenges and barriers.
- Across the evaluation and review reports one of the most common recommendations made to Heritage Fund was to increase the level of shared learning that occurs between organisations to inform and direct an effective place-based approach.

## Perspectives from stakeholders and project consultations

Consultations with Heritage Fund staff, external stakeholders and a sample of projects has highlighted a range of themes relating to how effectively The Fund is delivering on its strategic place priorities and views on how the Heritage Fund should advance its place priorities.

- Stakeholder feedback has highlighted the absence of any clear and shared definition of what constitutes place-based working. This led to differing views as to what role the Heritage Fund could or should potentially play in advancing its place priorities and supporting projects to adopt a place-based approach.
- Several stakeholders stressed the importance of the Heritage Fund not losing or diluting its focus on heritage in the pursuit of contributing to wider social and economic goals.
- One of the main opportunities identified by internal and external stakeholders was the potential for the Heritage Fund to enable and support heritage to connect into wider, non-heritage regeneration and development plans.

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<sup>1</sup> More specifically, the use of specific strategic programmes to identify place-based applications for 2013-18 alongside the use of two specific outcomes to identify place-based applications for 2019 onwards results in a disjoint in the data – something that is reflected in the results pre- and post-2019. These limitations should be borne in mind when considering these results.

- Stakeholders supported the role that the Heritage Fund could play in seed funding projects and supporting areas with potential to develop a clear vision and convene a multi-agency partnership.
- The main challenges highlighted through consultations related to staff capacity (both within the Heritage Fund and within partner organisations) to pursue place-based conversations at a nation, region, and local level.
- Given the recognised limits to the capacity of the Heritage Fund to work in a place-based way and take on different roles within 'priority places', staff acknowledged that this would mean some areas would not receive the same level of support.
- Linked to this, how to activate or engage first time applicants was one of the acknowledged challenges raised during consultations, both from staff and external stakeholders.
- External stakeholders acknowledged and welcomed the contribution of the Heritage Fund to inspiring and leading the sector but sought further clarity on its role in improving places and its place-based objectives.

## Introducing a tiered place-based approach

One of the key challenges facing the Heritage Fund is balancing future resource demands with available capacity to support the advancement of place priorities. Coupled with this is a need to adopt an approach that is clear, transparent, and underpinned by a defensible rationale.

- Resources need to be focused in a way that recognises potentially competing demands for financial and non-financial support across a range of places. This would represent a change in strategy at a UK level for the Heritage Fund.
- The consultant team proposes that the Heritage Fund adopts a tiered model to direct its future place-based work, recognising its role as an influencer, investor, and place partner.
- As the largest dedicated grant funder of the UK's heritage, the Heritage Fund should embrace opportunities to seed innovation and adopt a test and learn approach to generate learning and practice that can help to inspire, inform, and engage both current and prospective applicants.

## Developing a new investment model

The Heritage Fund invests in a broad range of projects that connect people and communities to the national, regional, and local heritage of the UK. In response to a desire for flexibility expressed by customers and stakeholders, the Heritage Fund has streamlined its grant making portfolio, now delivering the majority of its funding through an open programme.

- The current model of operating an open programme alongside targeted work in the thirteen Area of Focus is potentially restrictive in terms of inspiring innovation, building capacity, developing partnerships, and leveraging the leadership role of the Heritage Fund.
- A new investment model is required that recognises the important space between the open programme and strategic initiatives related to place and the potential for the Heritage Fund to support and encourage projects to raise their ambition, adopt the principles of effective place-based working and develop a clear vision for change.
- Projects and places supported through the open programme may merit more targeted support where these align with priority places identified by partners or where they would benefit from the Heritage Fund facilitating or resourcing capacity building activity.

# Introduction

In June 2021 the National Lottery Heritage Fund (Heritage Fund) commissioned Wavehill, in partnership with DC Research (consultant team), to deliver a research project to inform how the Heritage Fund delivers on its strategic objective to “demonstrate how heritage helps people and places to thrive”, through its open grants programme and strategic funding. This report presents the findings of the research project, culminating in a series of options to support work to integrate place-based investment into the open grants programme and strategic funding in the short, medium, and longer-term.

## 2.1 Overview of research background and objectives

The aim of this research is to understand how the evidence on place-based funding can inform the Heritage Fund’s approach to meeting its strategic **objective to demonstrate how heritage helps people and places to thrive and to create positive and lasting change for people and communities**. The research will help to inform how the Heritage Fund delivers on this strategic objective through its approach to the open grant programme and strategic funding during the rest of the current Strategic Funding Framework (SFF) 2019-2024 and beyond.

The research addresses three key strands:

- **Strand 1:** How effectively is the Heritage Fund delivering on its strategic place priorities?
- **Strand 2:** What the evidence tells us about how the Heritage Fund should advance its place priorities through financial and non-financial approaches?
- **Strand 3:** Based on the evidence from Strands 1 and 2, what options are open to the Heritage Fund to advance its place priorities through its investment in the short, medium, and longer-term?

## 2.2 Strategic context

While this research is aimed at supporting delivery of the strategic objective to demonstrate how heritage helps people and places to thrive in the SFF, it also takes account of the current outcomes that projects the Heritage Fund supports are designed to achieve. These were reprioritised for 2021-22<sup>2</sup> in response to the COVID-19 pandemic and are:

- **Inclusion:** 'a wider range of people will be involved in heritage' (mandatory outcome)
- **Economy including job creation:** 'the local economy will be boosted'
- **Wellbeing:** 'people will have greater wellbeing'
- **Local areas:** 'the local area will be a better place to live, work and visit'
- **Skills:** 'people will have developed skills'
- **Organisational resilience:** 'funded organisations will be more resilient'

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<sup>2</sup> [Heritage Fund website: https://www.heritagefund.org.uk/](https://www.heritagefund.org.uk/)

Most project outcomes will have some impact on all places, and when aggregated will in turn deliver on the strategic objective demonstrate how heritage helps people and places to thrive. The SFF's strategic objective and these project outcomes express how it invests in places. To be able to answer the research questions within the scope of this research the local area and economy outcomes were specifically reviewed.

## 2.3 Strategic place-based investment

Through the current SFF the Heritage Fund has continued its current practice of per capita allocation of budgets for all funding not reserved for strategic interventions or UK-wide competition. This split between per capital allocation and those funds reserved is around 80%/20%. This means most of the Heritage Fund's investment in places and the strategic objective is achieved through project funding and the place outcomes they set out to achieve and are assessed on. Strategic initiatives which take a targeted approach to places are programmes and targeted investments (Figure 2.1).

Figure 2.1: Overview of strategic initiatives related to place

Programme name	Partner (where applicable)	Dates	Investment
Great Places Scheme	ACE, Historic England	2016-2022	£10million
Future Parks Accelerator Fund	The National Trust	2018-2022	£9.5million
Areas of Focus	N/A	2019-2024	Outreach/solicited bids
High Street Heritage Action Zone	Historic England	2019-2024	£3million (culture prog.)
City of Culture initiative	Various	Ongoing	£3million (ongoing commitment)

Also, through the current SFF the Heritage Fund also sets out how it will address under-representation in its funding of geographical areas with a focus on two indicators:

1. Areas that have received least funding in the past
2. Areas that experience deprivation

Using measures linked to both these indicators, the Heritage Fund identified 13 local authority areas that met these criteria which subsequently became included in the Areas of Focus programme. Since April 2019, the Heritage Fund has developed a range of creative approaches to support our Areas of Focus, including:

- Assigning a member of the team to lead in each Area of Focus; led by the Head of Engagement and championed by the Area or Country Director.
- Engaging with local stakeholders to explore new ways of raising awareness, understanding and participation in heritage.
- Trialling new ways of working, including solicitation, third-party grant schemes and specialist consultant support.

- Soliciting bids from each Area of Focus to maintain momentum and continue to grow interest in heritage.

The aims of the Areas of Focus initiative are to achieve:

- Increased inclusivity
- Increased investment
- Heritage/environment preserved
- Increased economic impact of heritage
- More vibrant towns and cities

In Northern Ireland, which does not have geographic Areas of Focus, the Heritage Fund still takes a place-based approach, with examples including:

- Connecting with rural communities across natural, community and built heritage given a significant proportion of the Northern Ireland population live in rural areas.
- Understanding the distinctive characteristics and locations of ethnic minority communities and how their heritage is better reflected in Northern Ireland's past, current and future stories.
- Working in a way that respects all perspectives on Northern Ireland's contested history and supporting the sharing of these perspectives, as in the Shared History work.

## 2.4 Overview of research method

The consultant team used a mixed-method approach comprising quantitative and qualitative tasks across the three strands outlined below:

### Inception Meeting

- Confirmation of the parameters and research objectives
- Establishment of timescales and reporting requirements
- Identification of background documentation and data.

### Scoping Interviews

- Developing the research teams understanding of the context for the research through consultations with key staff from the Heritage Fund
- Review internal data systems including My Places' PowerBI.

### Strand 1

- Quantitative analysis of the Heritage Fund's grant data from the open grants programme
- Identification of and linkage to key place data sets to provide context and intelligence.

### Strand 2

- Desk based review of existing research and evidence around place-based working and investment models
- National stakeholder consultations across all four nations (x26)
- Consultations with Heritage Fund staff (x20)
- Consultations with a sub-sample of projects (x7) identified by the Heritage Fund as strong examples of a place-based approach.

### Strand 3

- Production of options appraisal to provide the Heritage Fund with short, medium and long-term options to advance place priorities through future investments
- Place priorities workshop
- Report production and presentations.

References to relevant research are contained throughout this report with the full list presented in [Appendix 1](#). A summary of stakeholders that have contributed to this research is provided in [Appendix 2](#). These, in addition to the data analysis presented in this report and [Appendix 3](#), form the **research base** from which the consultant team's findings and options are drawn.

The areas explored across these three strands of the research include:

### Understanding of place-based funding models

- Levels of understanding within what is meant by a place-based approach, its key characteristics and purpose.
- Levels of understanding within the Heritage Fund of the difference between single project funding and place funding.
- Views on the opportunities of delivering a place-based approach for the Heritage Fund.
- Perceived challenges in delivering a place-based approach within the current SFF.
- Views on the extent to which delivery of a place-based approach is consistent with the Heritage Fund's strategic aims, capacity, remit as an Arm's Length Body and distributor of Lottery Funds.

## Delivery of a place-based approach

- Views on how effectively the Heritage Fund is delivering on its place-based strategic objectives.
- How well the Heritage Fund's previous approaches to delivering on its strategic place priorities have worked.
- Levels of understanding of the Heritage Fund's current approach to delivering on its strategic place priorities.
- How well the Heritage Fund's approach has been communicated internally and externally.
- How well the Heritage Fund engages in local place-based partnerships, for example, aligning with local strategies or collaborating with funders.
- Learning from the evaluations of the Heritage Fund's recent place-based programmes and past campaigns in terms of delivery and impact.
- Views on how the Heritage Fund should advance its place priorities through financial and non-financial approaches.
- The key opportunities for the Heritage Fund in advancing its place priorities in the short, medium, and longer-term and the key challenges.

## Effective place-based models

- Good place-based examples within projects in receipt of grant funding from the Heritage Fund.
- Examples of effective models of delivering strategic place priorities in other organisations and/or sectors.
- Perceptions of the Heritage Fund's place-based approach and opportunities to strengthen this from national stakeholders.
- The different policy considerations influencing and informing place-based approaches across the four nations.

The consultant team have had meetings with and provided regular feedback to the Place Research Steering Group and in October 2021 hosted an Options Workshop to discuss emerging themes from the research and shape final options and suggested actions.

### 3. Key themes from place-based research

The Heritage Fund is the largest dedicated grant funder of the UK's heritage. Its current Corporate Strategy 2018-2021 builds upon 25 years' experience of delivering heritage grants across the UK. The local area guidance<sup>3</sup> provided by the Heritage Fund outlines that place-based working is about identifying challenges and opportunities in the heritage of a place and developing partnerships to make improvements in that place. To inform and guide the options taken by the Heritage Fund in advancing its place priorities, the Place Research Steering group tasked the consultant team to review a wider body of research and evidence, both within and outside of the heritage sector.

This section of the report presents key themes from the desk-based review of existing research and evidence around place-based working and investment models. The themes from the review, outlined below, have been cross-referenced with the consultations undertaken with Heritage Fund staff, external stakeholders, and a small sample of projects.

#### Summary

- There is no single and agreed definition of what is meant by the term 'place-based'. Whilst many national funders and investors have sought to shift towards a more strongly focused 'place-based approach' in recent years, the exact focus and model is not uniform.
- The research base highlights some common features along the journey of place-based working that can result in positive impacts. This can both inform the approach of the Heritage Fund as an investor and guide the delivery of projects and partnerships in receipt of funding.
- Given the range of different levels of investment across funded projects Heritage Fund will need to consider whether all projects should commit to working in a place-based way or whether this is a requirement only for projects seeking investment over a certain level or those located in specific places.
- There is consensus within the research base that the key to effective place-shaping is a clear understanding of the place that a funder, investor, or partner is seeking to shape.
- The Heritage Funds' process of prioritising investment and defining areas of focus is currently solely data focused and does not draw on broader considerations around 'potential' as well as 'need'.
- Not all places are ready to make effective use of grant funding and decisions around place-based funding are commonly influenced by an assessment of whether a project or place has reasonable prospects of achieving system change, additionality, and sustainability.
- A review of the research base highlights that there is no 'one size fits all' approach to measuring the impact of a place-based approach. However, the use a theory-based approach and logic models that can clearly outline the high-level outcomes that place-based projects are working towards are identified as good practice.
- The advancement of place priorities is not restricted to the provision of grant funding. Place-investors can play different roles dependent on the place context, existing infrastructure, levels of partnership working, capacity and skills.

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<sup>3</sup> Heritage Fund website: <https://www.heritagefund.org.uk>

The key themes outlined below are drawn from research and policy from both within and outside of the heritage sector. They identify key design and implementation characteristics and wider considerations for successful place-based funding, which could be adapted for funding heritage place-based projects across the UK.

### 3.1 Accepted definitions of place-based working

It is evident from the research base that **there is no single and agreed definition of what is meant by the term 'place-based'**. The terms 'place-based working' and 'place-shaping' are often used interchangeably, and many publications can assume that readers already understand what is meant by the concept of place and place delivery. Whilst many national funders and investors have sought to shift towards a more strongly focused 'place-based approach' in recent years, the exact focus and model is not uniform.

'Place is by its nature a broad term. A place-based approach is a process by which we work in partnership to shape existing cities, towns and villages, and the landscapes in which they sit, and which form their setting. Rooted in community-based participation (including, critically, through local authorities), place shaping is multi-disciplinary in nature. It brings together diverse interests to improve a community's economic, social and environmental wellbeing.'  
External stakeholder

In the absence of a single, clear definition the research base does highlight some common features which underpin successful place-based funding and delivery. This includes:

- Adopting a long term and community-led approach that seeks to create lasting change in communities.<sup>4</sup>
- Achieving change at different levels, convening, and coordinating powers that have the potential to create lasting change at community level.<sup>5</sup>
- Developing multifaceted collaborative partnerships to achieve 'joined-up' systems change,<sup>6</sup> which may be defined as an approach to social change, rather than an outcome of it.<sup>7</sup>
- Producing holistic strategies that secure impact amounting to 'more than the sum of their parts'.<sup>8</sup>
- Continuing to embrace the full breadth of heritage, whilst empowering place-making within certain communities.<sup>9</sup>
- Embedding collaborative action, facilitating the delivery of intended outcomes.<sup>10</sup>
- Developing inclusive and flexible local solutions rather than centrally dictated policies, which are defined, informed, and delivered locally.<sup>11</sup>
- Characterised by bespoke, distinctive local policy that does not operate in silos.<sup>12</sup>

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<sup>4</sup> Trends Business Research Ltd, NEF Consulting Ltd and Middlesex University (2016)- 'The role of culture, sport and heritage in place shaping'.

<sup>5</sup> Third Sector Research Centre (2020)- 'Building on Local: Learning about Big Local in 2020, Our Bigger Story: The longitudinal multimedia evaluation of the Big Local programme.'

<sup>6</sup> Historical Review of Place Based Approaches, Lankelly Chase, 2017

<sup>7</sup> Renaisi (2020)- 'A framework for place-based systems change'.

<sup>8</sup> 3Keel (2015)- 'Landscape Partnerships Programme: Strategic review'.

<sup>9</sup> BOP Consulting (2018)- 'Great Place Programme Evaluation (England)'.

<sup>10</sup> Big Lottery Fund (2018)- 'Putting good ingredients in the mix: Lessons and opportunities for place-based working and funding'.

<sup>11</sup> GovUK (2021)- 'Partnerships for People and Place: guidance for local expressions of interest'.

<sup>12</sup> Levelling up our communities: proposals for a new social covenant, Danny Kruger MP, 2020.

The local area guidance<sup>13</sup> designed to help applicants/funded projects meet the Heritage Fund's priority outcome: '*the local area will be a better place to live, work or visit*', and contribute to outcomes for heritage, people, and communities as articulated in the current SFF 2019-2024, broadly aligns with these features, stating an interest in a place-based approach that:

- Is collaborative, bringing in a range of local partners and participants.
- Is embedded in local strategies.
- Aims to deliver changes and improvements to local places during and beyond the life of the project.

Further guidance on area-based schemes and area action plans<sup>14</sup> has also been produced by the Heritage Fund to help prospective applicants to decide whether their project is an area-based scheme and to support them in both planning their application and heritage project.

However, as outlined in a later section of this report, the Heritage Fund's definition of a place-based approach is not widely understood. This highlights the importance of establishing and communicating a clear message regarding its approach to place-based working. This forms an essential first step for the Heritage Fund in developing its approach to working in a place-based way and developing partnerships at both strategic and operational levels across all four nations in the UK.

### **Option**

- **The Heritage Fund could clarify within the organisation what place-based approaches and place-based investment/funding means. This could be done as part of the ongoing development of Place Frameworks.**

## 3.2 Working in a place-based way

The research base highlights some common features along the journey of place-based working that can both inform the approach of the Heritage Fund as an investor and guide the delivery of projects and partnerships in receipt of funding. These include:<sup>15</sup>

- Identification of place, selecting the area of focus and spatial level.
- Mapping the 'system', understanding the system of the place and how it is working.
- Agreeing a vision.
- Agreeing measures and indicators for success and judging progress.
- Forming a delivery plan and group and agreeing timelines.
- Delivery, measurement, and adjustment.
- Celebrating successes.

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<sup>13</sup> [Heritage Fund website: https://www.heritagefund.org.uk/local-area-guidance](https://www.heritagefund.org.uk/local-area-guidance)

<sup>14</sup> [Heritage Fund website: https://www.heritagefund.org.uk/area-based-schemes-guidance](https://www.heritagefund.org.uk/area-based-schemes-guidance)

<sup>15</sup> Corra Foundation (2018)- Place-based Working in Scotland Guides.

It is unclear to the consultant team the extent to which the Heritage Fund's local area guidance, area-based schemes guidance and application guidance is driving applicants to adopt these features as part of the design and delivery of their heritage projects. Consultations with the sample of projects recommended by the Heritage Fund as strong examples of place-based working has revealed that the above features are not consistently present. This suggests a lack of consensus or shared understanding within the Heritage Fund as to what constitutes effective place-based working and how this is incorporated into the process of assessing project applications. It also highlights a need to review guidance resources and the assessment process to better enable the Heritage Fund to identify and prioritise projects that can demonstrate adherence to the key features of effective place-based delivery.

### Option

- **The Heritage Fund could clearly set out – for use in both internal and external communications – the principles and expectations around place-based approaches.**

If these features are accepted as necessary to support the effective delivery of a true place-based approach how can the Heritage Fund encourage (or mandate) projects to build these into their governance and delivery structures? Given the range of different levels of investment in funded projects a supplementary question emerges as to whether all projects should commit to this in their application or whether this is a requirement only for projects seeking investment over a certain level or those located in specific places. This is important as it will influence the number of projects that are defined as being place-based as well as the level of capacity required from the Heritage Fund to support them.

Clearly in the context of protecting the Heritage Fund's investment and given the rationale behind place-based working, it would not be appropriate to treat a project seeking an investment of £15,000 in the same way as one seeking £1.5 million.

The research base also highlights a series of design considerations for the development and delivery of a place-based approach, namely:

- Building learning in from the start - being prepared for place-based working to impact on the investors own internal processes, especially if the learning from this approach is to inform other approaches to grant-making.<sup>16</sup>
- Providing the flexibility to include other areas and/or the inclusion of themes/specific groups where it would result in a more effective targeting of need.<sup>17</sup>
- Leadership might need to shift to support a place-based way of working – both political leadership and officer leadership. Potential need to find new forms of leadership collaboration.<sup>18</sup>
- Opportunity to drill down into how projects are approaching social and economic development as activity levels grow in these areas.<sup>19</sup>

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<sup>16</sup> IVAR (2015)- 'Working in Place: A framework for place-based approaches'.

<sup>17</sup> RSM McClure & Watters Consulting (2014)- 'Evaluation of the Neighbourhood Renewal Strategy'.

<sup>18</sup> Leadership Centre for local government (2010)- 'Places, people and politics: Learning to do things differently'.

<sup>19</sup> BOP Consulting (2018)- 'Great Place Programme Evaluation (England)'.

There is consensus within the research base that **the key to effective place-shaping is a clear understanding of the place that a funder, investor, or partner is seeking to shape.** That includes both the geography (the buildings and public realm), and the local community. All successful interventions should develop a thorough understanding of the heritage of the place and the reasons it developed in the way it has. Place-based interventions should fully engage the local community to better understand their place priorities and how they wish to be involved as well as any envisaged barriers, in relation to equality, diversity and inclusion (EDI), that needs to be addressed. From the research base it is possible to identify some of the key characteristics of effective place-based working, aspects that Heritage Fund should seek to encourage and embed across its portfolio of funded projects:<sup>20212223</sup>

- Being non-judgemental, valuing the different skills and contributions people bring and building mutual respect.
- Paying attention to process and informal relationships as much as outcomes and formal structures is crucial. Focusing on holistic solutions and joined-up working. Putting a premium on relationships as they help to develop a deeper understanding of a place and local communities.
- Consistent relationship building across organisations to create a broader support structure, supporting cost savings, increasing capacity and ideas, and making partnerships more sustainable.
- Using a 'bottom up' approach<sup>24</sup> between all stakeholders.
- Co-creation and co-delivery with stakeholders and local community.<sup>25</sup>
- Developing a Theory of Change to guide project design and development.

### **Option**

- **The Heritage Fund could consider how to best communicate externally what it expects from a place-based approach in terms of outcomes and delivery processes and additional ways of encouraging best practice.**

## **3.3 Prioritising investment and defining areas of focus**

One of the areas that the Heritage Fund needs to consider is how it should both prioritise its investment (financial and non-financial) and define future areas of focus. This includes non-financial work around data and insight, partnership development, capacity building, engagement and as well as the allocation of funding awards.

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<sup>20</sup> Third Sector Research Centre (2020)- 'Big Local as Change Agent'.

<sup>21</sup> Lankelly Chase (2017)- 'Historical Review of Place Based Approaches'.

<sup>22</sup> A New Direction (2019)- 'Place-Based Approaches: Characteristics and Learning'.

<sup>23</sup> RSM McClure & Watters Consulting (2014)- 'Evaluation of the Neighbourhood Renewal Strategy'.

<sup>24</sup> This describes a process where projects are built by the community from the ground up in a way that is acceptable to local people and which work within their needs and capability.

<sup>25</sup> There are many definitions, and many facets, of co-design and co-delivery – including user-led and user-centred design, engagement and involvement, and co-production and co-creation of services. What all of them have in common is an ethos and recognition that those who provide and experience services should have an equal say and role in how such services are designed and delivered. For further detail see Nesta (2013)- 'By Us, For Us: The power of co-design and co-delivery'.

The current SFF 2019-2024 outlines the work that the Heritage Fund has undertaken to take account for different policy priorities in the devolved nations, and the strategic roles of other agencies. Business delivery, governance and investment decisions have been devolved<sup>26</sup> providing greater opportunity for local insight and intelligence to inform strategic engagement activity and investment decisions.

In the current SFF thirteen Areas of Focus<sup>27</sup> have been identified based on an assessment of the Heritage Fund's spend per capita and standard indices of deprivation. However, there are a wider range of approaches and methodologies applied with very different levels of complexity by grant making organisations to prioritise their investment, some of which are multi-faceted in their design. This includes:

- Selection of areas that have historically received below average levels of funding (e.g. Big Local or Heritage Fund's Areas of Focus).<sup>28</sup>
- Open invite as part of a competitive funding round (e.g. Cultural Destinations Fund and the Heritage Fund's Future Park's Accelerator and Townscape Heritage programmes).<sup>29</sup>
- Identification of areas based on assessment of need (e.g. Levelling Up Priority Areas & UK Community Renewal Fund).<sup>30</sup>
- Identification of areas based on assessment of opportunity (e.g. Arts Council England and the Heritage Fund's Great Place Scheme).<sup>31</sup>
- Expression of interest following initial conversations (e.g. Esmee Fairbairn).<sup>32</sup>
- Use of targeted programmes designed to address different investment areas (e.g. Sport England).<sup>33</sup>
- Continuation funding where investor has a prior funding history with grantee (e.g. Garfield Weston Foundation).<sup>34</sup>

This raises questions as to the advantages or limitations of the Heritage Fund using an approach that is governed by data and focused solely on measures such as historical levels of investment and deprivation indices which are not standardised across the UK.

In the view of the consultant team and drawing on the principles of effective place-based working, the process of prioritising investment and defining areas of focus needs to move beyond reliance on solely data measures to draw on **broader considerations around 'potential' as well as 'need'** and to integrate intelligence and insight into the process in addition to the use of existing sources such as the Heritage Index. This is important to protect the Heritage Fund's (and partners) financial investment and focus the capacity of the Engagement Team in places with the strongest prospects of achieving change and a contribution to the outcomes.

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<sup>26</sup> All decisions up to £5 million under National Lottery Grants for Heritage are taken locally, with the UK Board deciding on UK-wide strategic interventions and major awards over £5 million.

<sup>27</sup> Brent (Greater London), Corby (Northamptonshire), Enfield (Greater London), Knowsley (Merseyside), Inverclyde (Scotland), Luton (Bedfordshire), Newham (Greater London), North East Lincolnshire, North Lanarkshire (Scotland), Neath Port Talbot (Wales), Rhondda Cynon Taff (Wales), Tendring (Essex) and Walsall (West Midlands).

<sup>28</sup> [Local Trust website: https://localtrust.org.uk/big-local/](https://localtrust.org.uk/big-local/)

<sup>29</sup> [Arts Council England website: https://www.artscouncil.org.uk](https://www.artscouncil.org.uk)

<sup>30</sup> [Gov UK website: https://www.gov.uk/](https://www.gov.uk/)

<sup>31</sup> [Arts Council England website: https://www.artscouncil.org.uk/](https://www.artscouncil.org.uk/)

<sup>32</sup> [Esmée Fairbairn website: https://esmeefairbairn.org.uk/](https://esmeefairbairn.org.uk/)

<sup>33</sup> [Sport England website: https://www.sportengland.org](https://www.sportengland.org)

<sup>34</sup> [Garfield Weston website: https://garfieldweston.org/](https://garfieldweston.org/)

This does however have implications in terms of areas with identified need but currently with limited or no potential not being prioritised for investment (albeit applicants in these areas are still eligible to apply within the open programme). Any communication around these areas will need to be carefully and sensitively managed to avoid any potential negative consequences for how they are perceived by other potential investors. The research base highlights the features of an effective place-investment approach which can help to guide the Heritage Fund:

- Allowing for dialogue with potential grantees and other stakeholders and bringing the funder or investor closer to the community, ensuring that grant-making is shaped and informed by what is happening on the ground.<sup>35</sup>
- Thinking about who to involve from communities and what national agencies and wider stakeholders could be brought in and how to ensure on-going attachment to longer-term processes.<sup>36</sup>
- A funding mechanism that moves away from a culture of being in competition with other organisations for grant funding, towards a culture where funders allow for, and encourage, collaboration across organisations.<sup>37</sup>
- Making collaboration an essential requirement of funding applications, enabling funders to offer support and constructive challenge.<sup>38</sup>
- Achieving stronger collaboration within central government and between central government and local partners is required to better support improved outcomes.<sup>39</sup>
- Development of a shared vision and agenda through partnerships across sectors, which makes culture a core concern for a broader range of stakeholders.<sup>40</sup>
- Building capacity, skills, knowledge and confidence on a collaborative basis.<sup>41</sup>

If Heritage Fund's aspiration is to deliver on its strategic place priorities, it is important to acknowledge that **not all places are ready to make effective use of grant funding**. The Heritage Fund should focus on areas where it has the best prospects of achieving one or all of the following: system change, additionality,<sup>42</sup> or sustainability. Effective data sharing and intelligence form part of a necessary process of 'due diligence' to support investment decisions. This evidence gathering process is already underway within the Heritage Fund as part of the development and delivery of Country and Area place frameworks.<sup>43</sup>

At the same time, the Heritage Fund has a responsibility, along with other place investors, to **support a levelling up of areas that have historically secured lower levels of investment** but where there is both 'need' and 'potential'. In these places engagement capacity may be directed towards developing a deeper understanding of places, local systems, and ecology. Seed or capacity building funding can be used as a precursor to soliciting grant applications, helping to convene partners, develop a vision and raise ambition.

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<sup>35</sup> IVAR (2015)- 'Place-based funding: A briefing paper'.

<sup>36</sup> Corra Foundation (2018)- 'Place-based Working in Scotland Guides'.

<sup>37</sup> The Heritage Fund (2021)- 'Delivering the SFF Priorities for 2021-22 – findings'.

<sup>38</sup> Big Lottery Fund (2018)- 'Putting good ingredients in the mix: Lessons and opportunities for place-based working and funding'.

<sup>39</sup> Partnerships for People and Place: guidance for local expressions of interest, GovUK, 2021

<sup>40</sup> BOP Consulting (2018)- 'Great Place Programme Evaluation (England)'.

<sup>41</sup> Resource for Change (2016)- 'Research into the impact of Big Local: Impacts Found'.

<sup>42</sup> Additionality can be defined as a real increase in social value that would not have occurred in the absence of the intervention being appraised. HM Treasury (2020)- 'The Green Book: Central Government Guidance on Appraisal and Evaluation'.

<sup>43</sup> RSM (2021)- Areas of Focus – Year 2 Report.

This process is starting to emerge in the Heritage Fund's current Areas of Focus with evidence of organisations having increased capability in defining heritage projects, applying for funding and in identifying synergies in outcomes with potential cross-sectoral partners.<sup>44</sup> This suggests that the tools and approaches used within the Areas of Focus programme could be expanded and used more widely in other places by the Heritage Fund.

In other words, **the investment portfolio needs to achieve an appropriate balance between prioritising areas of need and areas of potential** in terms of helping people and places to thrive and creating positive and lasting change for people and communities. This can support efforts within Heritage Fund to develop a 'pipeline' of areas that are ready to make effective use of grant funding that may be considered for more in-depth financial and non-financial support over a sustained period (areas of focus). This process has the potential to create the right environment for transformation and change and can encourage inward investment and alignment of funding from other strategic place partners.

### **Options**

- **The Heritage Fund could improve applicant's and the sectors understanding of place-based working, such as through amendments to the application and assessment processes and guidance. This should include agreeing and clarifying the different expectations for different sizes of projects.**
- **The Heritage Fund could consider developing a series of guidance resources and toolkits to sit alongside its enquiry and application processes to support prospective applicants in designing their project in line with what is known about working effectively in a place-based way.**
- **The Heritage Fund could ensure funding is intelligently allocated between places which are ready to make effective use of grant funding investment ready and those that are not, by designing different approaches to both place types.**

## 3.4 Approaches to measuring impact

One of the issues pertinent to the adoption of a place-based approach is how best to measure and attribute impact. This is relevant both for the Heritage Fund as a place-investor but also for funded projects that wish to agree appropriate measures and indicators to evidence progress towards achieving stated objectives around place (including heritage and non-heritage measures). In 2021-22 the Heritage Fund has been prioritising heritage projects that meet the following six outcomes:<sup>45</sup>

- A wider range of people will be involved in heritage (mandatory outcome).
- Heritage Funded organisation will be more resilient.
- People will have greater wellbeing.
- People will have developed skills.
- **The local area will be a better place to live, work or visit.**
- **The local economy will be boosted.**

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<sup>44</sup> Ibid

<sup>45</sup> [Heritage Fund website: https://www.heritagefund.org.uk/](https://www.heritagefund.org.uk/)

In its grant data, the Heritage Fund identifies potentially place-based projects in the open programme as those which have been assessed as High, Medium, or Low in terms of meeting either or both outcomes emboldened in the list above. (The issues with this definition of place-based projects are given consideration in the next section of this report when the data analysis is presented). It is also expected that all projects should be able to demonstrate that they are building long-term environmental sustainability and inclusion.

Understanding how best to measure impact with regards to a place-based approach raises several questions for the Heritage Fund around whether it is interested in measuring outcomes related to heritage or non-heritage outcomes and whether it is seeking to attribute impact solely to the investment made by project funding. These are important considerations to guide not only the internal monitoring and compliance functions of the Heritage Fund but also in advising funded projects on their own approach to assessing impact.

‘There isn’t a clearly articulated measure of what a successful place-based approach or investment looks like. The Heritage Fund doesn’t have the capacity to retrospectively revisit areas where it has invested to determine what happened next’. Internal Stakeholder

A review of the research base highlights that **there is no ‘one size fits all’ approach to measuring the impact of a place-based approach**, but rather guidance around adopting a holistic system that draws on mixed-methods and data from different sources to understand the systems of change achieved in places.<sup>46</sup> Key characteristics of an effective approach to measuring impact identified in the research base include:

- Co-creating an evaluation strategy with partners to develop ownership and collective responsibility.
- Identifying a small set of priority outcomes rather than trying to measure everything.
- Developing a common set of indicators, for example SMART impact targets that are consistent with recognised measures of deprivation.
- Measuring the agency of communities and networks in recognition of their role as agents of change.<sup>47</sup>

This highlights the importance of the Heritage Fund developing a clear framework or **logic model that clearly outlines the high-level outcomes that place-based projects should work towards achieving** as well as a suite of measures and indicators that local place partnerships may consider using to assess progress towards these outcomes.

### Option

- **The Heritage Fund could develop a high-level Theory of Change that outlines the outcomes that place-based projects should work towards achieving. This should include guidance or potential KPIs and measurement processes.**

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<sup>46</sup> Corra Foundation (2018)- ‘Place-based Working in Scotland Guides’.

<sup>47</sup> Essex, R. & C. Coppock (2020)- ‘Thinking Beyond the Snowline: Ideas People Places - Transcending the Mainstream.

### 3.5 Different roles of a place-based investor

The advancement of place priorities is not restricted to the provision of grant funding. **Place-investors can play different roles dependent on the place context, existing infrastructure, levels of partnership working, capacity and skills.** Importantly the role that any investor plays does not have to be fixed, but rather may flex and evolve as the context changes. The framework for place-based approaches produced by IVAR, in partnership with London Funders, in 2015 presents a useful summary of the different roles that a place investor or funder can play (Figure 2.1 below).<sup>48</sup>

Figure 3.1: Potential roles for a place investor

Role	What might this entail?
Advocate	Providing a voice for the sector, strategic and policy level influence
Brokering or providing information and data	Making connections and establishing links
Catalyst	Driving change, motivating, and empowering
Convener	Bringing stakeholders together, facilitating a partnership approach
Independent voice	Providing a voice for the sector at a place level
Infrastructure support / building capacity	Helping heritage and cultural organisations to engage in multi-agency place-based delivery

Getting to know a place and establishing effective dialogue can support any investor to determine which role it may wish to play within a place. Considerations for the Heritage Fund include understanding which other investors, strategic place partners or development bodies (e.g. Cadw, Historic England, Historic Environment Scotland) may be actively working within a place (and the role they are playing) along with an understanding of what level of capacity and over what time period support may be required to discharge this role effectively.

Further work is needed by the Heritage Fund to consider the different roles that it may play as a place investor or place partner and what training and professional development support is required for staff.

<sup>48</sup> IVAR (2015)- 'Working in Place: A framework for place-based approaches'.

## 4. How effectively is Heritage Fund delivering on its strategic place priorities?

### Summary

#### Understanding and benchmarking previous place-based funding

- Using definitions set out by the Heritage Fund to identify place-based applications enabled analysis of the Heritage Fund grants data to be carried out. However, there are a range of limitations to the data, and key issues and implications arising from this (outlined later in this section), that should be borne in mind when considering these results.
- A total of 1,386 projects have been assessed as place-based from the 22,413 applications submitted between 2013 and July 2021. This equates to 6.2% of all applications over this time-period. Based on the ways that place-based applications have been identified in this analysis, a high proportion of place-based applications have occurred in the last three financial years.
- Place-based applications show a very similar distribution across IMD quintiles as other (non-place-based) or all projects. This suggests that applications from areas of deprivation are no more (or less) likely to be place-based applications.
- Place-based applications are less likely to be successful compared to all other/non-place-based projects. Place-based applications show lower success rates compared to all awards in almost every year between 2013-14 and 2021-22.
- Between 2013 and 2018, the average value of place-based awards is notably higher than for all awards. For the current SFF (2019 onwards), average value of place-based awards is still higher than the average for all awards, but to a far lesser extent.
- Across all years from 2013-14 to 2021-22, the scale of partnership funding achieved by place-based projects is higher than it is for all projects. This is consistent right across the entire time-period.
- Looking at all applications, most projects that applicants regard as being place-based (i.e., by self-identifying that the project will contribute to the relevant place outcomes) are typically not assessed as making contributions to these outcomes by the Heritage Fund.
- Some key issues have emerged in this data analysis, and it will be important for Heritage Fund to consider these going forward. Most notably, the approach to defining/categorising place-based projects and the implications this can have for the data analysis results needs further consideration. In addition, the Heritage Fund needs to ensure that there is sufficient clarity in the guidance about assessing outcomes to achieve consistency across all assessments.

#### Learning from targeted programmes

- Organisations delivering funded projects through targeted programmes pointed to the value of developing strong partnerships and fostering a culture of collaboration as a key driver of success.
- A common theme evident across the targeted programmes was the importance of sharing data and intelligence to generate a clear understanding of the local area, its needs, and priorities.

- Several reports covering different targeted programmes make a case that the impact of projects work better when they are not isolated but rather fit into a broader place and policy context.
- A lack of local leadership, gaps in skills and knowledge and the absence of a clear evidence base on the contribution that heritage can play in supporting wider place priorities are highlighted as key challenges and barriers.
- Across the evaluation and review reports one of the most common recommendations made to the Heritage Fund was to increase the level of shared learning that occurs between organisations to inform and direct an effective place-based approach.

## Perspectives from stakeholders and project consultations

- Stakeholder feedback has highlighted the absence of any clear and shared definition of what constitutes place-based working. This led to differing views as to what role the Heritage Fund could or should potentially play in advancing its place priorities and supporting projects to adopt a place-based approach.
- Several stakeholders stressed the importance of the Heritage Fund not losing or diluting its focus on heritage in the pursuit of contributing to wider social and economic goals.
- One of the main opportunities identified by internal and external stakeholders was the potential for the Heritage Fund to enable and support heritage to connect into wider, non-heritage regeneration and development plans.
- Stakeholders supported the role that the Heritage Fund could play in seed funding projects and supporting areas with potential to develop a clear vision and convene a multi-agency partnership.
- The main challenges highlighted through consultations related to staff capacity (both within the Heritage Fund and partner organisations) to pursue place-based conversations at a nation, region, and local level.
- Given the recognised limits to the capacity of the Heritage Fund to work in a place-based way and take on different roles within 'priority places', staff acknowledged that this would mean some areas would not receive the same level of support.
- Linked to this, how to activate or engage first time applicants was one of the acknowledged challenges raised during consultations, both from staff and external stakeholders.
- External stakeholders acknowledged and welcomed the contribution of the Heritage Fund to inspiring and leading the sector but sought further clarity on its role in improving places and its place-based objectives.

Whilst the previous section of this report has presented an overview of the key themes from place-based research, this section is focused on determining how effectively the Heritage Fund is currently delivering on its strategic place priorities. It draws on a quantitative analysis of the Heritage Fund's grant data to understand and benchmark place-funding to date, consultations with internal and external stakeholders and learning from previous evaluations of the targeted programmes.

## 4.1 Understanding and benchmarking previous place-based funding

One of the key aspects of Strand 1 of the research, in terms of how effectively the Heritage Fund is delivering on its strategic place priorities, was to assess the Heritage Fund's grant funding data over recent years. The aim of this analysis was to assess what this data shows about the Heritage Fund's place-based funding, especially in terms of considerations around:

- Number of grants awarded/rejected on place-based projects.
- The activity (heritage area) of the awarded place-based projects.
- Geographical spread of place-based projects.
- Number of place-based grants awarded to areas of deprivation.
- Partnership funding situation for place-based projects.

### 4.1.1 Identifying place-based applications and projects

To carry out this analysis, a dataset was provided to the consultant team by the Heritage Fund which included all applications and awards from 2013 to July 2021 – i.e., covering the entire 2013-18 Strategic Framework and the start of the 2019-2024 Strategic Funding Framework. The full tables of results are included in [Appendix 3](#) to this report, and the relevant table numbers from the appendix are referenced throughout this section. In total, this data set included 22,413 applications<sup>49</sup>.

A key issue was to identify the place-based applications/projects within this data set and the Heritage Fund provided guidance on how this should be defined:

- For 2013-18, place-based applications were defined as those that were part of the specific strategic funding programmes that are recognised by the Heritage Fund as place-based – i.e., Future Parks Accelerator; Great Place Scheme; Heritage Enterprise; Heritage Enterprise (SFF); Landscape Partnership; Parks for People; and Townscape Heritage.
- For the current SFF (2019-2024), place-based applications were defined as applications to the open grants programme where the applicant had identified that they would meet either or both of the following current outcomes for the Heritage Fund: **'the local economy will be boosted'** and/or **'the local area will be a better place to live, work or visit'** and where the Heritage Fund had assessed the application as making a contribution (either high, medium, or low) to either of these outcomes.

The approach of including projects assessed as meeting either one of the two outcomes, even if the contribution is assessed to be 'low', is based on the current guidance for assessing applications. Outcomes are only scored by the Heritage Fund where the applicant has actively identified that the project will contribute to the outcome, and the outcomes are then scored as high, medium, low or N/A (meaning not achieved).

Based on these assessment scores, it was decided to categorise as place-based any applications that had been scored as either high, medium, or low, and to exclude those that had been scored as N/A (i.e., not achieved).

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<sup>49</sup> Whilst the total dataset included 22,413 applications, a small number of applications were excluded from the latter stages of the analysis (i.e., those that were categorised as closed, migrated, or withdrawn – a total 169 awards), so some of the later results are from a total of 22,244 applications.

**It will be useful for the Heritage Fund to ensure that there is sufficient clarity and detail in the guidance about scoring outcomes to enable consistency across all assessments about the scoring between high, medium, and low (and N/A) to be achieved.**

Using the definitions outlined above enabled the analysis of the grants data to be carried out and the results are presented below. **However, there are a range of limitations to the data, and the key issues and implications from this are revisited later in this section** once the results from the data analysis have been presented as well as at relevant key points within the results.

It should be noted that the two separate definitions for the two time-periods (2013-18 and 2019 to date) does result in a disjoint in the data and 2019-20 looks anomalous compared to other years. However, this is also due to the impact of Covid-19 on 2020-21 – in terms of the smaller number of applicants and awards – and the fact that only part (to July 2021) of the current 2021-22 year is included in the data.

Furthermore, both definitions are regarded as the most appropriate given the data available. However, there is potential for both over and under accounting for place-based projects in both definitions and as such these results are best regarded as indicative. For example, only projects that sit within the specific strategic place programmes are counted as place-based for 2013-18 – and any place-based projects occurring under open programmes (e.g., Heritage Grants) will not be counted as they cannot be identified using this approach.

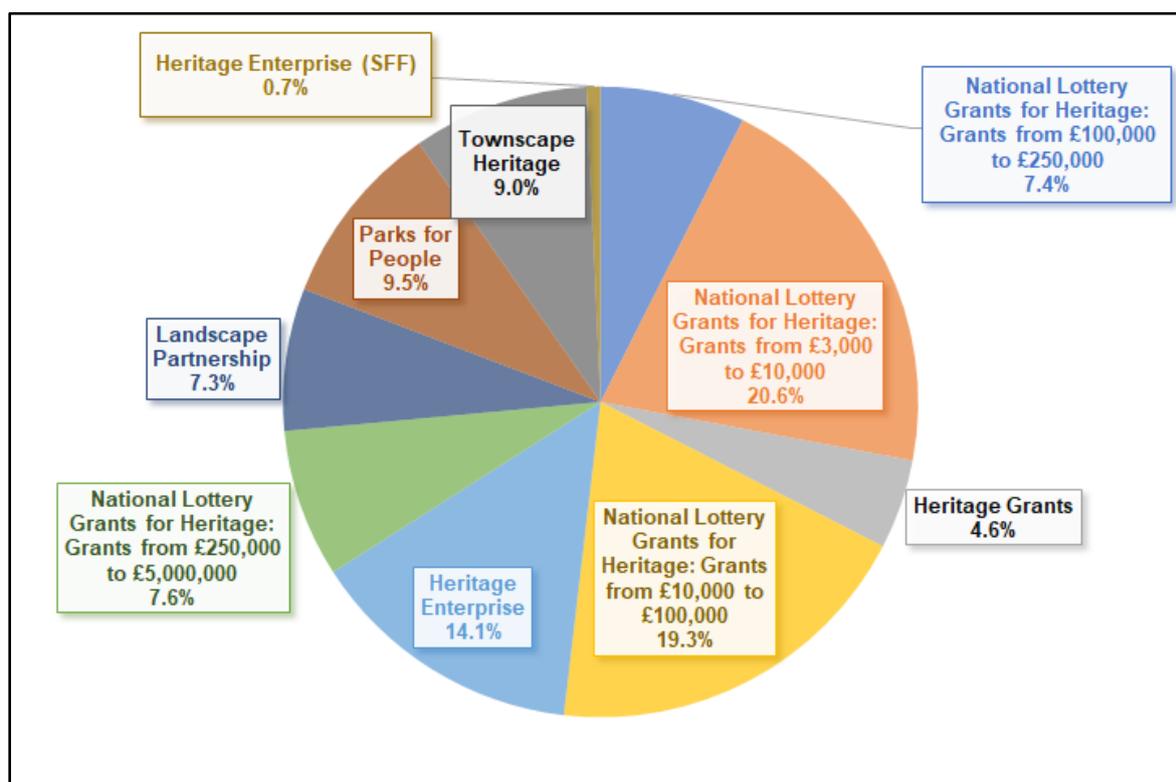
Finally, it also needs to be acknowledged that the approach relies upon using the intended outcomes of the projects/programmes as set out by the applicant to capture place-based projects – it is not based on what was achieved by the projects.

#### 4.1.2 Proportion of applications that are place-based

Using the above definitions, **from the 22,413 applications, a total of 1,386 are identified as place-based applications.** This equates to 6.2% of all applications over this time period.

In terms of specific programmes, applications to National Lottery Grants for Heritage (£3,000-£10,000 and £10,000-£100,000) account for the largest number of place-based applications (21% and 19% respectively), followed by Heritage Enterprise (14%) and then Parks for People (9%) and Townscape Heritage (9%). See Figure 4.1 over page and Table A3.1 in Appendix 3. In considering these findings, the fact that the results bring together two different funding frameworks, using two different definitions of place-based, as well as the reflections on the data set out at the end of this section need to be taken into consideration.

Figure 4.1: Place-based applications by programme

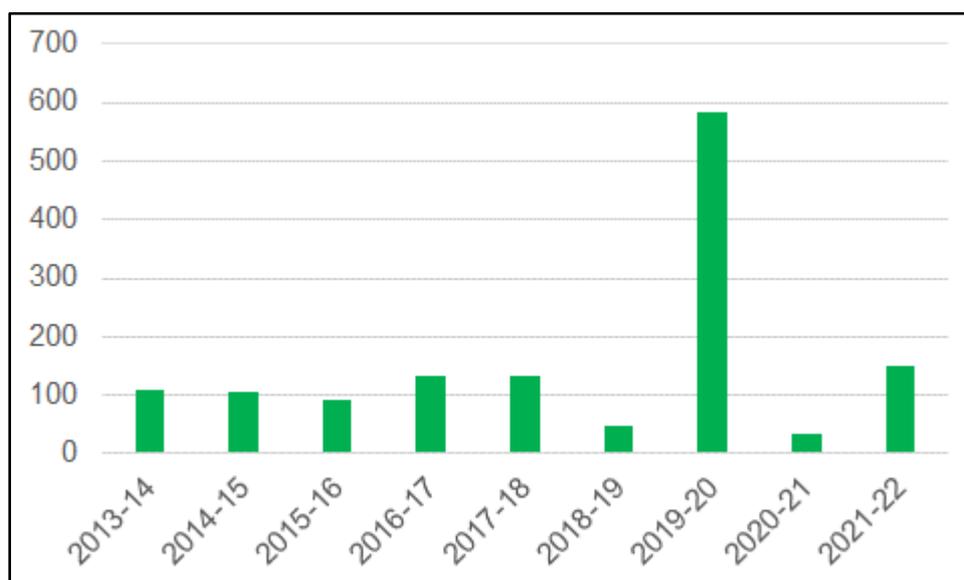


**Source:** Wavehill/DC Research analysis of The Heritage Fund’s grant funding data, 2021

In total, **55% of place-based applications over this period are from the current open programmes** (i.e., the various categories of the National Lottery Grants for Heritage), indicating that the **majority of place-based applications have occurred in the last three years** (2019-20, 2020-21, and 2021-22) – see Figure 3.2 over page and Table A3.2 in Appendix 3.

The remaining 45% are related to the various strategic programmes identified as place-based that took place between 2013 and 2018. Once again, these findings need to give due consideration to the data limitations noted above and at the end of this section.

Figure 4.2: Number of place-based applications by year



**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021. Note: the dashed line in the figure between 2018-19 and 2019-20 indicates the break between the two different funding frameworks.

Given the scale of place-based applications in 2019-20, it is useful to contextualise this by breaking this down into the applications assessed as high, medium, or low in terms of the two place outcomes. Once again, it is important to note that 2020-21 is atypical due to the impact of Covid-19 and 2021-22 is the current year, and therefore the data is only partial. Looking at Figure 4.2, the number of place-based applications in 2021-22 only captures part of the year (from April to July), and if this scale of applications was repeated throughout the rest of the year the number of place-based projects would be approaching a similar scale to 2019-20.

Looking specifically at the 2019-20 breakdown, where just over one-third (34%) of all applications in that year are categorised as place-based using the agreed definition:

- For the local area outcome ('the local area will be a better place to live, work or visit'), of the 543 place-based applications that stated their project contributed to this outcome, 11% were scored as high, 45% as medium, 34% as low and 8% as N/A.
- For the economy outcome ('the local economy will be boosted'), of the 440 place-based applications that self-identified as contribution to this outcome, 4% were scored as high, 29% as medium, 29% as low and 38% as N/A.

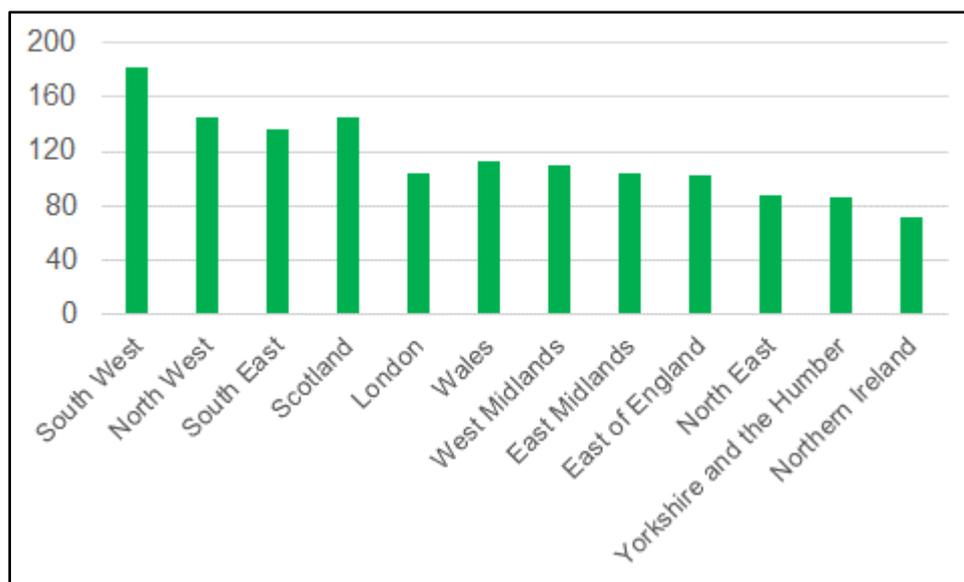
These results show that **only a small proportion of place-based applications are assessed as making a 'high' contribution to the relevant outcomes (11% for the local area outcome; and 4% for the economy outcome).**

In terms of **heritage area**<sup>50</sup>, of the 1,386 place-based applications, the most common heritage areas represented are **Historic buildings and monuments (30%), followed by Community heritage (24%), and Land and biodiversity (16%)**. These three heritage areas collectively account for more than 70% of all place-based applications. (See Table A3.4 in Appendix 3 for more detail.) For non-place-based applications, the respective figure for these three heritage areas is 56% (26% for Community heritage; 22% for Historic buildings and monuments; and 8% for Land and biodiversity).

Looking at **type of organisation**, the results (Table A3.5) show that registered charity (33%) is the most common organisation type for place-based applications, followed by local authority (28%), with applications from these two types of organisations accounting for 61% of all applications. The next most common organisation types are Registered Company or Community Interest Company (9%), Community or voluntary group (6%) and Faith based or church organisation (6%).

To consider **geography**, analysis of applications by region/nation took place (see Table A3.6 in Appendix 3) and Figure 4.3 below. This analysis found that the **area with the greatest proportion of place-based applications was the South West** (accounting for 13% of all place-based applications), **followed by the North West, South East and Scotland** – all of which accounted for 10% each of the total number of place-based applications.

Figure 4.3: Number of place-based applications by region/nation (ranked)



**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021.

These results reflect, at least to some extent, the size of the respective regions/nations, and therefore the number of place-based applications as a proportion of all applications from an area was also analysed (see Table A3.7 in Appendix 2). This shows that, despite having the lowest proportion of place-based applications in total (5%), Northern Ireland is the area reporting the highest proportion of place-based applications as a proportion of all applications from that area (8.5%), followed by the South West (8.1%) and Wales (7.9%).

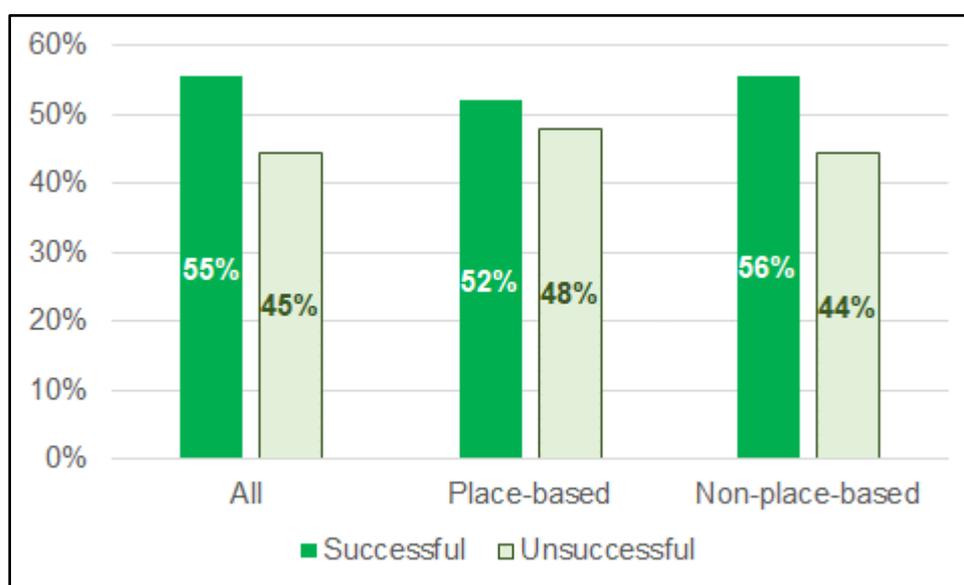
<sup>50</sup> It should be noted that some categories of heritage area have been merged from the original data where it is clear that they can be combined. Where this is not clear or there is the potential for ambiguity, categories have been kept separate. See the notes to the relevant tables in Appendix 2 for more detail.

Looking at **areas of deprivation**, and using the IMD quintiles to categorise the applications, Table A3.8 in Appendix 3 shows that **place-based applications show a very similar distribution across IMD quintiles as other (non-place-based) or all projects**. This suggests that applications from areas of deprivation are no more (or less) likely to be place-based applications.

### 4.1.3 Success rates of place-based applications

In terms of **success rates**, as shown in Figure 4.4 below (and Table A3.9 in Appendix 3) place-based applications are less likely to be successful compared to all other/non-place-based projects. The success rate for place-based applications was 52%, compared to 55% (all) and 56% (non-place-based).

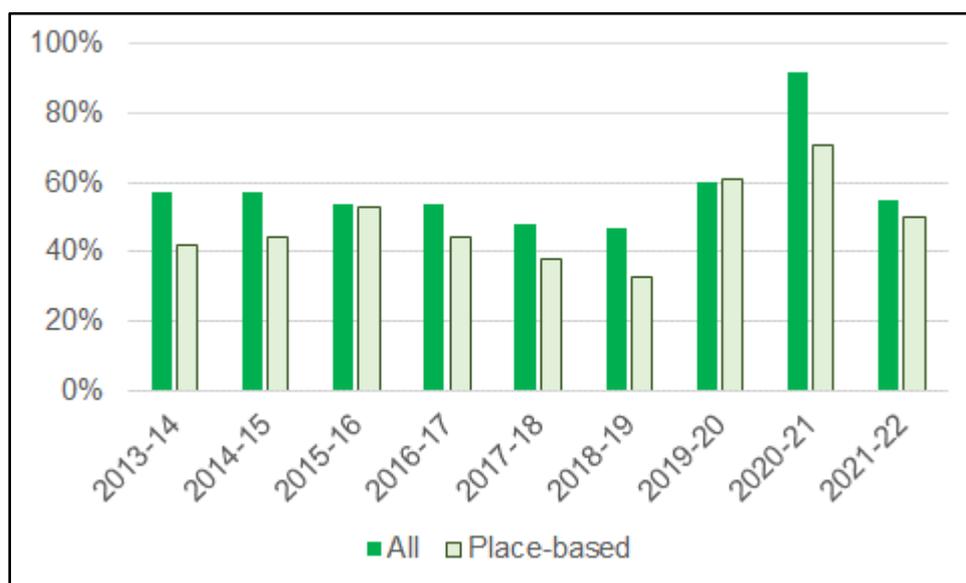
Figure 4.4: Success rate of place-based applications compared to other applications



**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021.

Looking in more detail at the success rates of place-based applications compared to other applications, the success rate over time (see Figure 4.5 over page and Table A3.10 in Appendix 3) shows that **place-based applications show lower success rates compared to all awards in almost every year** between 2013-14 and 2021-22. This is consistent over the entire period with the exception of 2019-20 – the first year of the current Strategic Funding Framework, where place-based had a 61% success rate compared to 60% overall.

Figure 4.5: Success rate of place-based applications and all applications by year



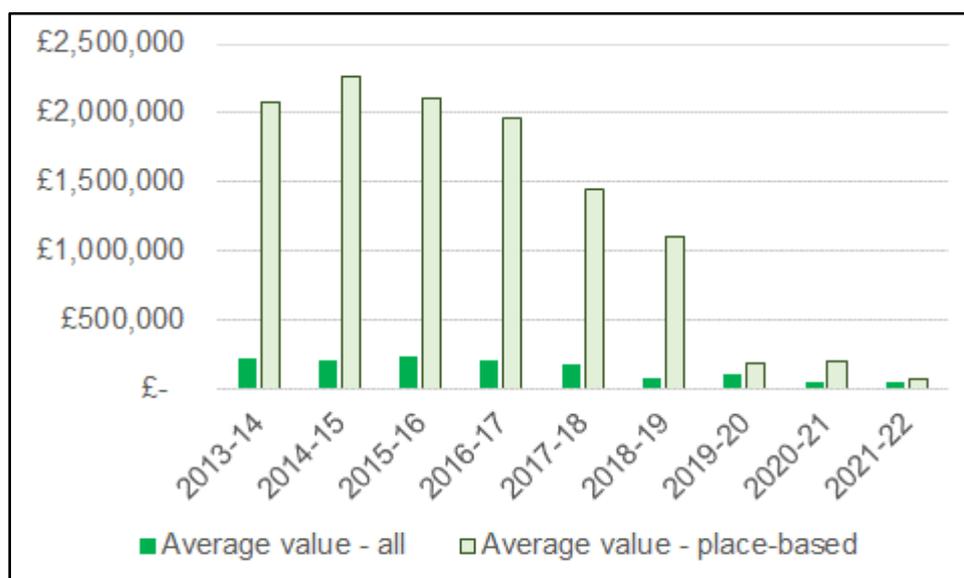
**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021. Note: the dashed line in the figure between 2018-19 and 2019-20 indicates the break between the two different funding frameworks.

Looking at success rates by geography, the results (see Table A3.13 in Appendix 3) show that the **average success rates for place-based applications varies between different geographic areas**. Some areas record higher success rates for place-based applications compared to all applications (i.e., London (+8%); East Midlands (+3%); Yorkshire and The Humber (+2%) and Northern Ireland (+2%)). Conversely, the other areas show the same or a lower success rate on average for place-based projects compared to all projects (i.e., South West (0%); Wales (-4%); West Midlands (-4%); East of England (-5%); Scotland (-6%); North East (-9%); South East (-13%); and North West (-14%)).

#### 4.1.4 Average values of successful place-based applications

In terms of the **average size of award**, Table A4.11 in Appendix 3 shows that between 2013 and 2018, the average value of place-based awards is notably higher than for all awards. For the current Strategic Funding Framework (2019 onwards), average value of place-based awards is still higher than the average for all awards, but to a far lesser extent. Figure 4.6 over page presents a summary of this data.

Figure 4.6: Average value of place-based awards by year compared to all awards



**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021. Note: the dashed line in the figure between 2018-19 and 2019-20 indicates the break between the two different funding frameworks.

In addition, as shown in Table A3.14 in Appendix 3, the **average value of place-based awards is higher than for all awards for all regions/nations, by a notable factor** – sometimes the average for place-based is almost as much as six times more than the average for all awards, and it is at least three times for every region/nation.

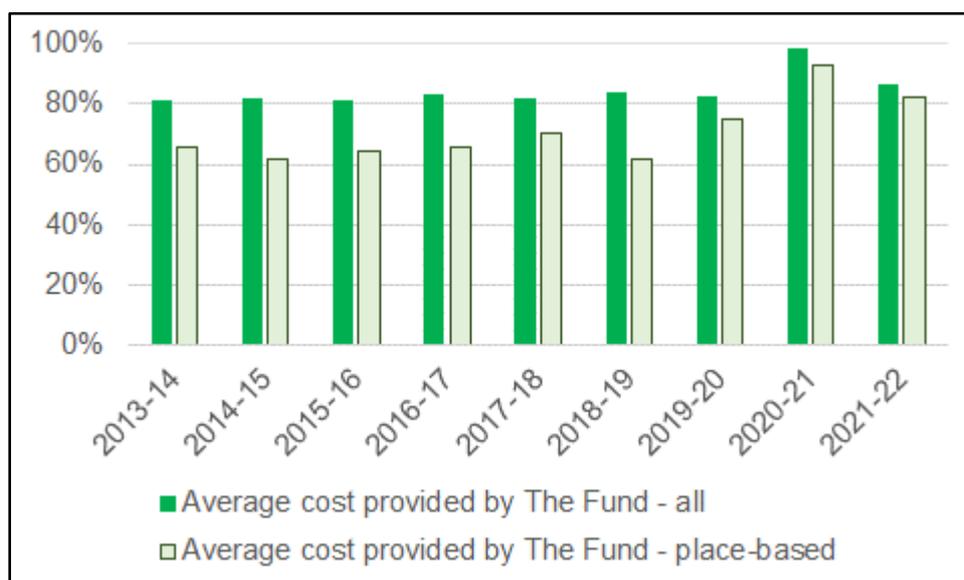
In terms of **heritage area**<sup>51</sup>, Tables A3.16 in Appendix 3 shows the average value of place-based awards compared to the average for all awards. The results highlight that **for almost all heritage areas** (with the exceptions of 'Museums, libraries, archives and collections' and 'Monuments and Memorials') **the average value of place-based awards is higher than for all awards for every heritage area.**

#### 4.1.5 Considerations around Partnership Funding of place-based

The average cost of the project can be used as a means of considering the **scale of partnership funding** (where the lower the proportion of funding provided by Heritage Fund, the higher the proportion of partnership funding achieved by the project). As shown in Table A3.12 in Appendix 3, and Figure 4.7 over page, across all years from 2013-14 to 2021-22, the scale of partnership funding achieved by place-based projects is higher than it is for all projects. This is consistent right across the entire time-period, with the variance between place-based and all projects being higher in 2013-18 than the current SFF.

<sup>51</sup> As stated previously, it should be noted that some categories of heritage area have been merged from the original data where it is clear that they can be combined. Where this is not clear or there is the potential for ambiguity, categories have been kept separate. See the notes to the relevant tables in Appendix 2 for more detail.

Figure 4.7: Average value of place-based awards by year compared to all awards



**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021. Note: the dashed line in the figure between 2018-19 and 2019-20 indicates the break between the two different funding frameworks.

Furthermore, the fact that **place-based awards are on average achieving higher levels of partnership funding compared to all awards – holds true for all regions/nations** (see Table A3.15 in Appendix 3).

Similarly, Table A3.17 in Appendix 3 shows that for all heritage areas, the scale of partnership funding achieved is higher for place-based awards than it is for all awards. This shows that the **overall finding outlined above about partnership funding for place-based awards being higher than it is for all awards holds true for all regions/nations and for all heritage areas.**

#### 4.1.6 Scale of contributions to outcomes (current SFF)

Focusing on the current Strategic Funding Framework only (i.e., from 2019 onwards), and looking at all applications<sup>52</sup> for this period, consideration can be given to the scale of contribution (as assessed by the Heritage Fund) of applications to the two place outcomes – i.e. *‘the local economy will be boosted’* and the *‘the local area will be a better place to live, work or visit’*.

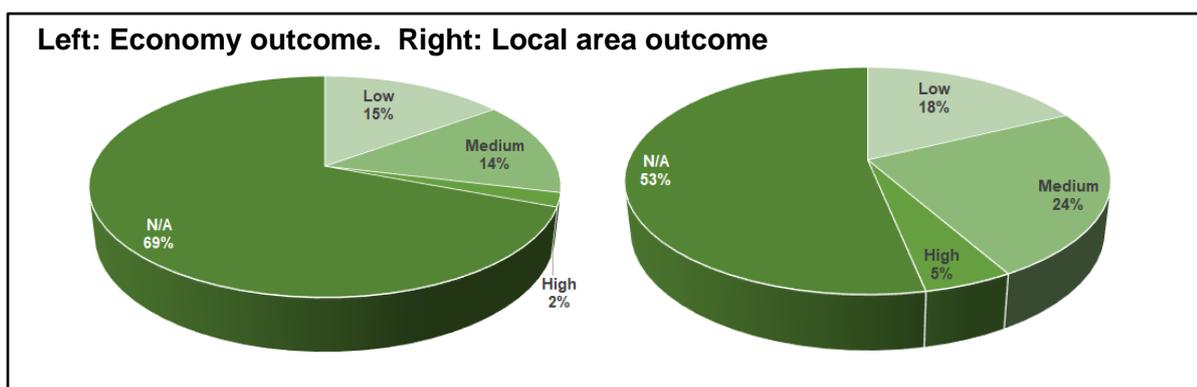
Figure 4.8 over page (and Tables A3.18 and A3.19 in Appendix 3) summarises the results for both of the place-based outcomes, and it can be shown that for both outcomes, the **most common position is for the applicant to have self-identified that they are contributing to the outcome but that the assessment by Heritage Fund has concluded that the**

<sup>52</sup> This section includes consideration of all applications from 2019 to date, and the assessment by Heritage Fund of the contribution to the two place-based outcomes for these applications. This means that this section includes the applications scored as N/A for these two specific outcomes, whether the application was successful or not. It does not give consideration to the self-identified contribution from the applicant, or the assessment by Heritage Fund, of the contribution to any of the other outcomes – including the mandatory outcome.

**applicant is not achieving this outcome** (i.e., those recorded as N/A – as outlined at the start of this section):

- For the **local area outcome** (*‘the local area will be a better place to live, work or visit’*), just over half of applications (**53%**) have been assessed as **not contributing to this outcome**.
- For the **economy outcome** (*‘the local economy will be boosted’*), more than two-thirds of applications (**69%**) have been assessed as **not contributing to this outcome**.

Figure 4.8: Assessed Contribution of place-based applications to the place outcomes



**Source:** Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021.

Further analysis was carried out to compare successful and unsuccessful applications, and the scale of applications not achieving either of the place-based outcomes holds true.

- For the **economy outcome**, the proportion of N/A holds at 69% whether or not the application was successful (i.e. 69% of successful applications were assessed as N/A as were 69% of unsuccessful).
- For the **local area outcome**, there was a slight variation (50% of successful applications were assessed as N/A compared to 57% of unsuccessful applications, compared to the overall proportion of 53% - but this still means that at least half of applications – whether successful or not – were assessed as not contributing to the place-based local area outcome).

**This suggests that the majority of applications categorised as place-based using the agreed definition** (i.e., by contributing to at least one of the two place-based outcomes for the Heritage Fund) **are typically not assessed as making contributions to these place outcomes by the Heritage Fund**. This needs further consideration and is revisited later in this report.

In the context of these findings, it is also interesting to note the relationship between the average value of award for successful place-based applications and the Heritage Fund’s assessment of the application’s contribution to the two place-based outcomes.

Tables A3.20 and A3.21 in Appendix 3 show that there is a clear correlation between the value of grant awarded and the assessment of the contribution to the place-based outcomes:

- For the economy outcome, the average values were as follows: ‘high’ projects - £723,700; ‘medium’ projects - £300,700; ‘low’ projects - £72,400.
- For the local area outcome, the average values were as follows: ‘high’ projects - £460,000; ‘medium’ projects - £162,500; ‘low’ projects - £46,400.

These findings further support the need outlined earlier in this section for the Heritage Fund to ensure that there is sufficient clarity and detail in its internal guidance about scoring outcomes to enable consistency across all assessments about the scoring between high, medium, and low (and N/A) to be achieved.

#### 4.1.7 Reflections on the data analysis

Reflecting on the analysis and the results presented above, there are several issues that need to be highlighted, both in terms of the caveats that have been required to underpin the analysis, the resulting limitations, and the implications of this for Heritage Fund going forward:

- As noted at the start of this section the use of specific strategic programmes to identify place-based applications for 2013-18 and the use of two specific outcomes to identify place-based applications for 2019 onwards **results in a disjoint in the data** – something that is reflected in the results pre- and post-2019 (e.g., the number of place-based applications; the average value of place-based awards; the success rate of place-based applications, etc.). This should be borne in mind when considering the implications of these results.
- **The approach set out by the Heritage Fund for identifying place-based applications prior to 2019 results in no applications being identified as place-based beyond those to the specified place programmes.**<sup>53</sup> This is not likely to be the case, as it is reasonable to expect that some applications to open grant programmes prior to 2019 would have taken a place-based approach/could be considered to be place-based projects, but the data held by Heritage Fund does not allow such projects to be identified.
- **The majority of applicants in recent years (2019 onwards) that have identified themselves as contributing to place outcomes have not been assessed as such by the Heritage Fund** (see the final results presented above). This suggests that there is a disjoint between the Heritage Fund's expectations around these outcomes and the applicant's understanding of what is expected for these place-based outcomes.
- Overall, these reflections suggest that the **Heritage Fund needs to be able to more clearly identify which applications/projects are place-based if it is able to measure this strategic objective and communicate this to the sector** - which will itself depend on the Heritage Fund's meaning of place-based – as set out in the previous section of this report. This will also require the clear articulation of this to applicants and other stakeholders.
- Findings reported elsewhere in this report reflect on the extent to which current projects consider themselves to be place-based or not, and the extent to which this aligns (or not) with the definitions used in this data analysis.
- **In summary, the Heritage Fund needs to give consideration to clearly outlining what it means by place-based funding and develop a means by which it can identify applications/projects that are place-based in a more nuanced and refined way.** This will include ensuring that projects are not misidentified as place-based when they are not adopting a place-based approach, and that projects which are taking a place-based approach but that are not identified as place-based due to

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<sup>53</sup> Whilst some of the tables would indicate that some open programmes – i.e. Heritage Grants – have been identified as place-based, these are part of the Great Place Scheme – so all relate to a specific place programme.

the definitions used in this section are given due consideration as place-based projects.

These issues are given further consideration later in this report, and options to help address some of them are included at the end of this report.

## 4.2 Learning from targeted programmes

This section of the report presents an overview of the learning from the Heritage Fund's targeted programmes including: Areas of Focus, Future Parks Accelerator, Great Place Scheme, Landscape Partnerships, Parks for People, and the Townscape Heritage Scheme.

The previous evaluation and review reports from the Heritage Fund's targeted programmes highlight some clear success factors around place-based working. Organisations delivering funded projects through these programmes pointed to **the value of developing strong partnerships and fostering a culture of collaboration** as a key driver of success. Targeted programmes provided an opportunity for partners to share skills, knowledge and experience on a cross-sector or cross-service basis (within a partnership or across a cohort of partnerships within a programme), in turn enabling organisations to achieve a stronger impact for their communities and place. The process of collaboration enabled partners to **establish a shared agenda and vision** which was instrumental in raising the profile of heritage outside of the sector and securing strategic buy-in.

A common theme evident across the targeted programmes was the **importance of sharing data and intelligence** to generate a clear understanding of the local area, its needs, and priorities. The **investment from Heritage Fund was often a catalyst for bringing different partners** together to share experience and skills. This suggests that the Heritage Fund's targeted programmes have provided a valuable convener role and have also acted as a catalyst for change as well as building capacity and enabling heritage and cultural organisations to engage in multi-agency place-based delivery.

'The projects are focused on embedding new ways of working - chiefly new kinds of partnership working and taking a community led approach, in order to create the conditions for longer-term impacts.' (Great Place Programme Evaluation)<sup>54</sup>

Clearly defining the boundaries of a project or place is also highlighted as an important factor in a successful scheme and ensuring that the size of the area is appropriate for the level of investment provided.<sup>55</sup> Several reports covering different targeted programmes make a case that **the impact of projects work better when they are not isolated but rather fit into a broader place and policy context**.

Linked to this is a finding that projects should develop their plans so that they are based on a systematic analysis of how the place is functioning and what is driving it, to enable them to amount to more than the sum of their parts by addressing and influencing underlying systems.<sup>56</sup> This may require a longer-term investment and support to enable projects to operate at scale (funding the legacy).

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<sup>54</sup> BOP Consulting (2019)- 'Great Place Programme Evaluation: Year 2'.

<sup>55</sup> Oxford Brookes University (2013)- 'Townscape Heritage Initiative Schemes@ Ten Year Review Report'. Townscape Heritage Research Unit.

<sup>56</sup> 3Keel (2015)- 'Landscape Partnership Programmes: Strategic Review'.

A further finding relates to the importance of **creating space for innovation and piloting new models of delivery**, in order to explore options to sustain impacts beyond the period of funding.

Conversely one of the key challenges evident across the evaluations of targeted programmes related to the **difficulty many projects faced in establishing partnerships**. Project teams and partner organisations were often working under pressure which limited their ability to devote time to partnership development and networking activities. This challenge could be exacerbated by a **lack of local leadership**, gaps in skills and knowledge and the absence of a clear evidence base on the contribution that heritage can play in supporting wider place priorities. Local authorities also face issues around awareness, resource and availability of match funding when seeking heritage funding.<sup>57</sup>

This highlights **the importance of brokerage and advocacy work** by the Heritage Fund to facilitate partnership development given the central role it plays in effective place-based delivery. This is also important to realise opportunities to facilitate and catalyse cooperation across a “fragmented funding landscape.”

‘One interviewee said that the Heritage Fund putting funds into place-based schemes ‘gives the council credibility and a seat at the table’ when applying for wider levelling-up or regeneration funding.’<sup>58</sup>

A further barrier evident from the evaluation and review reports from targeted programmes predating the current SFF relates to **a perception that the application process was overly complex** and that the level of detail required was not always commensurate with the scale of the project investment sought. This is an important consideration given its potential to discourage applications, in particular from places or communities with lower levels of per capita spend.

‘Evidence highlights perceived complexity around the Heritage Fund’s application processes. A key aspect of this is the disproportionality of application forms with respect to size of projects and funding sought.’<sup>59</sup>

Across the evaluation and review reports one of the most common recommendations made to the Heritage Fund was to increase the level of shared learning that occurs between organisations to inform and direct an effective place-based approach. Collaboration was viewed as a success factor for many projects and so developing this can generate more effective project delivery. In addition, organisations believed the Heritage Fund should consider **forming new relationships with non-traditional heritage partners** such as the businesses and the private sector.

A further recommendation was **to increase in training and learning opportunities for projects and prospective applicants**. Feedback from stakeholders consulted as part of the evaluative work reinforced the value of expert advice and guidance to enable them to develop an enhanced understanding of the potential impacts of their project and to directly address a recurring skills and knowledge gap. An additional theme related to a desire for the Heritage Fund **to support longer ‘gestation’ periods for projects**, where relatively small amounts of funding is released for a ‘pre-start’ phase of internal advocacy and training and facilitation is offered in advance of the project launch to enthuse local ‘champions’ such as council leaders and chief executives to ensure they have an understanding of key concepts.<sup>60</sup>

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<sup>57</sup> Golant Innovation (2021)- ‘Assessment of local authority heritage priorities and support needs’.

<sup>58</sup> Ibid.

<sup>59</sup> RSM (2021)- Areas of Focus – Year 2 Report.

<sup>60</sup> Dobson, J., Eadson, W. & C. Harris (2021)- ‘Future Parks Accelerator: Interim Report’.

## 4.3 Perspectives from stakeholder and project consultations

Consultations with Heritage Fund staff, external stakeholders and a sample of projects has highlighted a range of themes relating to how effectively the Heritage Fund is delivering on its strategic place priorities and views on how the Heritage Fund should advance its place priorities.

### 4.3.1 Understanding of place-based working

Stakeholder feedback has highlighted **the absence of any clear and shared definition of what constitutes place-based working**. This led to differing views as to what role the Heritage Fund could or should potentially place in advancing its place priorities and supporting projects to adopt a place-based approach. Across the stakeholders there was reference to place-based working enabling investors to achieve 'additionality', secure 'leverage' and 'influence', support 'capacity building' and 'empower' local communities. Contributors also stressed the importance of place-based working not being fixed to 'bricks and mortar' but rather embracing both tangible and intangible heritage.

Fundamentally all stakeholders recognise the value of place-based working in connecting heritage projects to a wider social, economic, and environmental context and moving away from a 'silo-based mentality' that had characterised previous project-based delivery.

#### Internal stakeholders

'One of the key characteristics of a place-based approach is building relationships and delivering additionality by coordinating work with other key stakeholders. This requires an important culture shift from the Heritage Fund being perceived as a funder to being perceived as an investor.'

'A place-based approach involves joining up the Heritage Fund's investment in a wider social, economic and environmental context.'

#### External stakeholders

'This is about having a holistic and integrated approach that focuses on people, places and nature.'

'Getting under the skin of communities and providing investment that can deliver real change and ultimately a sense of place/outcomes for communities.'

'A place-based approach needs to focus on building capacity, utilising local assets and skills effectively, have a long-term approach and draw on local intelligence. Without this the place-based model won't realise it's potential.'

'To be place based you need to *go to* the place; need to *work with* the place.'

'People in the lead is the key principle for place-based – getting that bit is fundamental.'

'Place-based is not widely understood as a term.'

'Place' is an overused term – what do we mean by place – this is a key question.'

'What do Heritage Fund mean by place based is a key issue – need to articulate it.'

'Got excited by the Heritage Fund on at the start, but we are weaker now [on place] than when we had Landscape Partnerships.'

## Project stakeholders

'There are different perspectives at the Heritage Fund about 'place-based'...has the guidance caught up?'

'Is it too subtle now – the Heritage Fund's role on place-based.'

'People are already doing it [place-based working] but might not badge it that way.'

Several stakeholders stressed **the importance of the Heritage Fund not losing or diluting its focus on heritage** in the pursuit of contributing to wider social and economic goals. This was regarded as important as heritage assets had to first be preserved and protected in order for them to contribute to non-heritage outcomes (e.g. heritage led regeneration programmes).

In the context of existing and future investments, a shared view was that the Heritage Fund should continue to champion heritage-led regeneration and place-making to ensure that the role and profile of the sector is strengthened. For some, the shift towards Open Grants has served to reduce the visibility of place-based working across the portfolio of funded projects. In this regard, the Heritage Index remains a valuable tool in the process of identifying need and areas of potential.

Feedback from both internal and external stakeholders demonstrated a desire for the Heritage Fund to establish and communicate a clear position with regards to place-based working and investment and how this would be operationalised. Stakeholders also highlighted a need for greater consistency of approach across the Heritage Fund, albeit with a recognition for sufficient flexibility to reflect differing national policy contexts. This highlights a need for the work of the Place Workstream to be communicated both internally and across the network of strategic partners.

## Internal stakeholders

'The Heritage Fund needs to be clearer about how we want to work and what an area-based approach looks like.'

'Previous project funding has had a narrow focus whereas place funding has a much wider outlook. For place funding the Heritage Fund has a stronger leadership and brokerage role to ensure that heritage is more strongly connected with and featured in wider regeneration and land management strategy.'

## External stakeholders

'Previous place-based programmes (e.g. Landscape Partnership and Townscape Heritage) were really successful as place-based schemes...wouldn't see this type of thing in an open fund.'

'[need to] be clear about what they [the Heritage Fund] don't fund.'

'It definitely has an impact – not having specific [place-based] programmes.'

## Project stakeholder

'Very different experiences...lot of it comes down to who you are dealing with at the Heritage Fund.'

### 4.3.2 Opportunities for delivering a place-based approach

One of the main opportunities identified by internal and external stakeholders was the potential for the Heritage Fund to enable and support heritage to connect into wider, non-heritage regeneration and development plans. The Heritage Fund could exert strategic influence through effective partnership working and advocacy across each nation to help lever match funding into heritage projects as well as secured longer-term investment to facilitate legacy. For example, the Stronger Towns Fund, City of Culture, Cultural Compacts, Levelling Up fund and Heritage Action Zones. This would support Heritage Fund to adopt a more 'proactive' approach to place-based working.

Central to this was an opportunity to increase the flow of relevant data and intelligence across strategic partners to help identify shared priorities and areas where several organisations are looking to invest. This was particularly flagged as an opportunity by external partners who recognised the value in adopting a more structured data sharing approach.

This could highlight the potential to align or pool investment to scale up and/or raise the ambition of projects and support them to adopt a truly place-based approach. It could also help to avoid unintentional duplication of effort of an organisation investing funds in a place where wider factors or context may limit its delivery.

Several stakeholders supported the role that the Heritage Fund could play in **seed funding projects and supporting areas with potential to develop a clear vision and convene a multi-agency partnership**. This may highlight a need for coordinated support and capacity building, which may enable the Heritage Fund to draw on the wider experience and skills of partner organisations.

'The Heritage Fund could do more to nurture good ideas and enable innovation.' (Internal Stakeholder)

'Whilst a data led approach may lead to certain decisions on which places to prioritise for investment, there are other considerations should as policy or political demands or aligning investment with other opportunities such as the Stronger Towns Fund, City of Culture, Cultural Compacts and Heritage Action Zone.' (Internal Stakeholder)

'There is a key need to develop capacity in local areas.' (External Stakeholder)

### 4.3.3 Challenges for delivering a place-based approach

**The main challenges highlighted through consultations related to staff capacity** (both within the Heritage Fund and partner organisations) to pursue place-based conversations at a national, regional, and local level. There was recognition that the Heritage Fund, as with other strategic partners, does not have limitless capacity and so a rationale for prioritising where staff time is deployed is needed. This also needed to take into account that place-based working is not a quick fix and that impact happens over the longer-term.

In practice this may mean that the Heritage Fund provides a longer-term commitment to priority places to realise the benefits of this approach, particularly relevant in relation to developing partnerships, supporting local capacity, and ensuring that funded projects (and the Heritage Fund) deliver meaningful and inclusive community engagement.

External stakeholders recognised and valued that the Heritage Fund was an active partner across a range of advisory and partnership groups, for example:

- Green Recovery Task & Finish Group (Wales).
- DCMS ALB Place Liaison Group.
- Area Towns Group.
- NP11 group of Northern Local Enterprise Partnerships (LEPs).
- Historic Environment Group (Wales).
- Historic Environment Stakeholder Group (Northern Ireland).
- Our Place in Time (OPiT) Working Groups – Built Heritage Investment Group (Scotland).
- SURF’s Heritage and Creativity Alliance (Scotland).

Moving forward, internal staff recognised a need to establish a clearer rationale for which advisory and partnership groups to connect with and how this strategic place partnership working contributes to progress against the Heritage Fund’s place priorities.

‘The Heritage Fund has made a move towards coordinated investment in places but lacks a clear narrative to communicate this.’ (Internal Stakeholder)

Staff from the Heritage Fund highlighted several further challenges and considerations that need to be addressed as part of the development and delivery of a place-based approach. These were largely reaffirmed in feedback from external stakeholders and projects and included:

- The knowledge and confidence of staff to engage in non-heritage contexts.
- A lack of awareness or access to internal learning from targeted programmes of relevance to place-based working.
- Clarity of which role to adopt in supporting places and having the skills and experience to deliver these roles effectively.
- Evidencing the impact of the Heritage Fund’s role in supporting effective place-based approaches.

‘Historically the challenges have been around the Heritage Fund being too much of a reactive project-based funder, however there is recognition that we can’t be proactive everywhere.’ (Internal Stakeholder)

‘We need to move away from a ‘production line mentality’ towards a ‘relationship-based approach.’ (Internal Stakeholder)

Given the recognised limits to the capacity of the Heritage Fund to work in a place-based way and take on different roles within ‘priority places’, staff acknowledged that this would mean some areas would not receive support. **How to activate or engage first time applicants was one of the acknowledged challenges raised during consultations, both from staff and external stakeholders.**

‘The Areas of Focus has been a shift. What is unclear now is how many investments/areas can be accommodated in a place-based approach across the UK. This may mean more areas miss out.’ (Internal Stakeholder)

‘The Heritage Fund needs to have the confidence to withdraw from areas if this is needed to protect public funding/future investment.’ (Internal Stakeholder)

'This shouldn't be a deficit model of simply investing in areas of disadvantage but also about areas that have potential too.' (Internal Stakeholder)

'The Heritage Fund has a history of effective place-based interventions... moving forward, as there are a number of place-based government funds currently in operation and planned, there is a need for each funder to take steps to ensure that national approaches and targeting mesh successfully with local decision making, principally to ensure each fund is complementary and not contradictory or in competition.' (External Stakeholder)

#### 4.3.4 Provocations

As the research developed, a series of 'provocations' were used to stimulate debate and discussion with the Heritage Fund staff via the Place Steering Group meeting and the Options Workshop that took place in October 2021. A summary of the provocation themes is provided below in Figure 3.9 below, and a full list of the provocations and related questions are included in [Appendix 4](#).

##### Overview of provocation themes

- Definition of place-based
- Grant Giver v Thought Leader
- Enable...encourage....enforce
- Quick wins v Longer-term investment
- Project v Place
- Capacity v Capability
- Proportionality
- Scale
- Plurality v Priority
- Measurement of Impact
- Open v Targeted Programmes
- Collaborative Funder v Single Funder
- Reactive v Proactive
- Strategic alignment v Going it alone

#### 4.3.5 The role of the Heritage Fund in inspiring and leading

The Heritage Fund's Corporate Strategy 2018-2021<sup>61</sup> outlines its role in inspiring and leading by:

- Building strategic partnerships and collaborations.
- Inspiring and supporting innovation.
- Championing the capacity and resilience of the heritage sector.
- Advocating for the value of heritage to society.
- Sharing learning and best practice.

This role was recognised and supported by all stakeholder groups (staff, external partners, and projects) and highlighted as central to the work of the Heritage Fund in influencing system change to support the resourced projects to work in a place-based way.

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<sup>61</sup> [Heritage Fund website: https://www.heritagefund.org.uk/](https://www.heritagefund.org.uk/)

## External Stakeholders

'The Heritage Fund can play a role in facilitation and enabling areas to develop a clear and holistic vision for a place.'

'The Heritage Fund has a strong brand and can help to bring different sectors together around place, in particular given the incentive of being able to invest.'

'The Heritage Fund is a key leader in the field, not just a funder.'

'Definitely interested in collaboration on capacity development with the Heritage Fund (and others) on this.'

'Needs endorsed at national level but applied at regional level.'

Internal consultations highlighted a degree of caution about the Heritage Fund taking on a stronger role in relation to inspiring and leading. This appeared in part to be attributed to a fear of 'treading on toes' of key strategic partners either providing a sector development and support role or leading work around place-based delivery.

Yet at the same time there was recognition within the Heritage Fund that staff had considerable knowledge and experience to support advocacy work, share learning and best practice and inspire and support innovation. One of the challenges highlighted through consultations with the difficulty of accessing this knowledge and a perceived weakness in Heritage Fund's website and internal knowledge management systems which made it difficult to navigate to key information or identify learning in a way that could inform and inspire practice.

**External stakeholders also acknowledged and welcomed the contribution of Heritage Fund to inspiring and leading the sector** but sought further clarity on its role in improving places and its place-based objectives.

'We are unclear as to what the Heritage Fund's place-based objectives are and so feel unable to answer this question.' (External Stakeholder)

It is evident that stakeholders see considerable potential for the Heritage Fund to advance and strengthen its role in inspiring and leading. Given the characteristics of effective place-based working, and a desire for funded projects to adopt a more holistic and integrated approach, the process of building and maintaining strategic partnerships and collaborations can underpin efforts to coordinate the work of the Heritage Fund along with other sector leaders and strategic partners outside of the sector.

## **Options**

- **The Heritage Fund could take steps to articulate itself more clearly in relation to priorities and best practice to fulfil its role in inspiring, leading and resourcing the heritage sector on place.**
- **The Heritage Fund could review its processes around identifying and supporting places that are a priority for investment (e.g., Areas of Focus). This could include the development of a new approach that reflects both need and potential; an approach that embeds intelligence and insight into the process as well as data; and an approach that has a clear exit as well as entry strategy for the places being supported.**
- **The Heritage Fund could explore the potential to share the ‘My Places’ dashboard information with strategic partners and applicants and support them in the use of this data. The sharing of such information will support several of the options set out in this section – providing greater information and intelligence about the Heritage Fund’s place-based investments, the specific projects happening in particular places, and the local context of places.**
- **The Heritage Fund could consider different ways in which it could support places to support capacity building. This could include providing financial support to encourage bottom-up capacity building in specific places and/or commissioning direct investment (e.g., supporting the establishment of local development roles) to help accelerate the capacity building processes.**
- **The Heritage Fund could explore with strategic partners the ways in which a joined-up approach to capacity building could be developed. This has the potential to be a more efficient and effective way of supporting capacity development in areas of need and areas of potential.**

## 5. Options for the Heritage Fund to advance its place priorities

### Summary

#### **Introducing a tiered place-based approach**

- Resources need to be focused in a way that recognises potentially competing demands for financial and non-financial support across a range of places. This would represent a change in strategy at a UK level for the Heritage Fund.
- The consultant team proposes that the Heritage Fund adopts a tiered model to direct its future place-based work, recognising its role as an influencer, investor, and place partner.
- As a key investor, the Heritage Fund should embrace opportunities to seed innovation and adopt a test and learn approach to generate learning and practice that can help to inspire, inform, and engage both current and prospective applicants.

#### **Developing a new investment model**

- The current model of operating an open programme alongside targeted work in the thirteen Area of Focus is potentially restrictive in terms of inspiring innovation, building capacity, developing partnerships, and leveraging the leadership role of the Heritage Fund.
- A new investment model is required that recognises the important space between the open programme and strategic initiatives related to place and the potential for the Heritage Fund to support and encourage projects to raise their ambition, adopt the principles of effective place-based working and develop a clear vision for change.
- Projects and places supported through the open programme may merit more targeted support where these align with priority places identified by partners or where they would benefit from the Heritage Fund facilitating or resourcing capacity building activity.

This section of the report draws on the research base to outline options that are open to the Heritage Fund to advance its place priorities through its investment, both financial and non-financial, in the short, medium, and longer-term.

### 5.1 Introducing a tiered place-based approach

Within the current SFF the Heritage Fund uses a per capita allocation of budgets for all funding not reserved for strategic interventions or UK-wide competition. This split between per capital allocation and those funds reserved is around 80%/20%. This means most of the Heritage Fund's investment in places and the strategic objective is achieved through project funding and the place outcomes they set out to achieve and are assessed on.

Funding decisions up to £5 million are delegated to committees in Scotland, Northern Ireland, Wales and three geographical areas in England (North; Midlands & East; and London & South). This ensures that the decision-making process is closer to the ground in terms of understanding the needs and potential of places and communities. However, delegated decision making does not necessarily lead to the projects that are more strongly aligned to adopting place-based approaches.

In addition, as outlined in this research one of the key challenges facing the Heritage Fund is balancing future resource demands with available capacity to support the advancement of place priorities. Coupled with this is a need to adopt an approach that is clear, transparent, and underpinned by a defensible rationale.

**Resources need to be focused in a way that recognises potentially competing demands for financial and non-financial support across a range of places.** This would represent a change in strategy at a UK level for the Heritage Fund. As we have seen from the feedback from staff and external stakeholders, the Heritage Fund is already engaged in a range of partnerships and working groups at national, regional, and local levels. The Heritage Fund has already set out the priority outcomes that have been selected to help support the wider UK economic and social recovery from Covid-19<sup>62</sup> and resources continue to be directed towards the thirteen Areas of Focus.

Taken together, this provides the architecture for supporting a place-based approach, enabling the Heritage Fund to advance its place priorities through a range of financial and non-financial approaches. The approach to date has been too high level and lacking sufficient flexibility to account for the diversity of need and potential across the UK. The consultant team proposes that the Heritage Fund adopts a tiered model to direct its future place-based work as outlined in Figure 4.1 over page, **recognising Heritage Fund's role as an influencer, investor, and place partner.**

These tiers are not fixed and in line with a desire for the Heritage Fund to adopt a more proactive and intentional approach, flexibility should be retained to adapt the different aspects of roles undertaken in each tier to best support the achievement of short, medium, and longer-term objectives. Importantly the approach ensures that the universality of offer is not compromised.

As the largest dedicated grant funder of the UK's heritage, the Heritage Fund can influence and support a range of projects that contribute towards its priority outcomes. As evident through the learning from previous targeted programmes, a process of aligning or pooling funding with other strategic partners has the potential to embed more strongly the characteristics of an effective place-based approach within communities. It can also help to unlock non-heritage investment, raise the profile of heritage as part of wider economic and social regeneration and build capacity and skills at a place level.

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<sup>62</sup> The Heritage Fund (2021) - 'Priorities for National Lottery Grants for Heritage: 2021-2022'.

## **Proposed tiered place-based approach**

### **Place Influencer**

- Leadership and inspiration role
- Place based learning network
- Brokering relationships
- Hardwiring place-based approach into campaign work, guidance and application material.

### **Place Investor**

- Aligning and/or pooling funding with other strategic partners
- Supporting capacity building and development
- Seeding innovation and adopting test and learn model
- Actively reviewing progress.

### **Place Partner**

- Active role in priority areas (place making)
- Working collaboratively with place partners (national & local)
- Influencing system change and building legacy.

The **Place influencer** role recognises that the Heritage Fund has already established productive strategic links with a range of partners across the UK. Evident through the internal and external stakeholder consultations, there is a clear desire for Heritage Fund to extend and strengthen its leadership and inspiration role through its engagement and policy work.

This role recognises the strong brand of the Heritage Fund and its potential to protect, support and sustain the heritage sector through a combination of information and intelligence sharing, advocacy, brokerage and the dissemination of learning and insight. The Heritage Fund is well positioned to leverage ‘soft power’ (at a nation, regional and local level) to affect system change in places, to raise aspirations, nurture innovation and better articulate and demonstrate how heritage helps people and places to thrive. The successful delivery of this role has the potential to influence policy development and alignment at a UK-wide and nation level, to lever-in wider investment to support the sector and create the necessary conditions to both sustain the impact of funded projects and realise the sector’s potential in contributing to a range of economic and social outcomes for communities.

The **Place investor** role builds on the existing work of the Heritage Fund to connect with a range of strategic partners to collaborate and coordinate around their own place investment. As a key investor, the Heritage Fund should embrace opportunities to seed innovation and adopt a test and learn approach to generate learning and practice that can help to inspire, inform, and engage both current and prospective applicants.

The **Place partner** role accepts that the Heritage Fund is unable to take on an ‘active role’ in every place or community supported by its investment. By active role, we mean directing capacity over and above existing monitoring and grant compliance arrangements. Internal and external consultations and feedback from a sample of projects has highlighted the value of the Heritage Fund taking on a stronger role in places, making connections, building capacity and skills, acting as an advocate for the heritage sector, sharing insight and data. Such actions can support efforts to influence and drive system change, helping to develop legacy and underpin work to sustain the impact of the Heritage Fund’s investment over the longer-term.

The Heritage Fund is already operating in this way within the thirteen Areas of Focus and has undertaken similarly active roles within previous targeted programmes. There is work for the Heritage Fund to do on how best to identify which places and/or projects warrant this more active role and for how long this role can be committed to. This is likely to be directed by the level of the Heritage Fund's investment but also other considerations such as the strength of local leadership and experience of delivering a place-based approach. For some projects, there is likely to be merit in the Heritage Fund taking on this role in the initial design and delivery phase, for others as part of legacy planning. It is important that clear parameters are established around the factors that would govern when the Heritage Fund steps back from having an active role, either because a strong local partnership has been established to effectively govern the place-based approach or because this is unlikely to emerge within an agreed timeframe.

The menu of options presented in the later section of this report aims to further develop this tiered place-based approach to govern the work of the Heritage Fund over the short, medium, and longer-term.

## 5.2 Developing a new investment model

The Heritage Fund invests in a broad range of projects that connect people and communities to the national, regional, and local heritage of the UK. In response to a desire for maximum flexibility expressed by customers and stakeholders,<sup>63</sup> the **Heritage Fund has streamlined its grant making portfolio delivering the majority of its funding through an open programme**. This programme is providing different levels of funding to heritage of all shapes and sizes, with grants ranging from £3,000 to £5 million.

Feedback from Heritage Fund staff has highlighted different views on the respective merits of an open programme when compared with the previous targeted programme model. What is evident from external stakeholders and the feedback from projects is a lack of clarity of the Heritage Fund's investment approach and how this sits with objectives around place-based working. It is the view of the consultant team that the current model of operating an open programme alongside targeted work in the thirteen Area of Focus is potentially restrictive in terms of inspiring innovation, building capacity, developing partnerships, and leveraging the leadership role of the Heritage Fund. **A new investment model is required that recognises the important space between the open programme and strategic initiatives related to place and the potential for the Heritage Fund to support capacity building, encourage projects to raise their ambition, adopt the principles of effective place-based working and develop a clear vision for change.**

A new investment model, outlined in Figure 5.1 over page, retains the accessibility and flexibility of operating an open programme, but also enables the Heritage Fund to more strongly realise opportunities to align funding or co-invest with strategic partners supporting place-based work. The model also recognises the need for targeted support to develop capacity, skills, leadership, and confidence in areas with historically low levels of investment but with heritage assets and potential. This model is intentionally not static.

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<sup>63</sup> The Heritage Fund (2019)- 'Inspiring, leading and resourcing the UK's heritage: Strategic Funding Framework 2019–2024'.

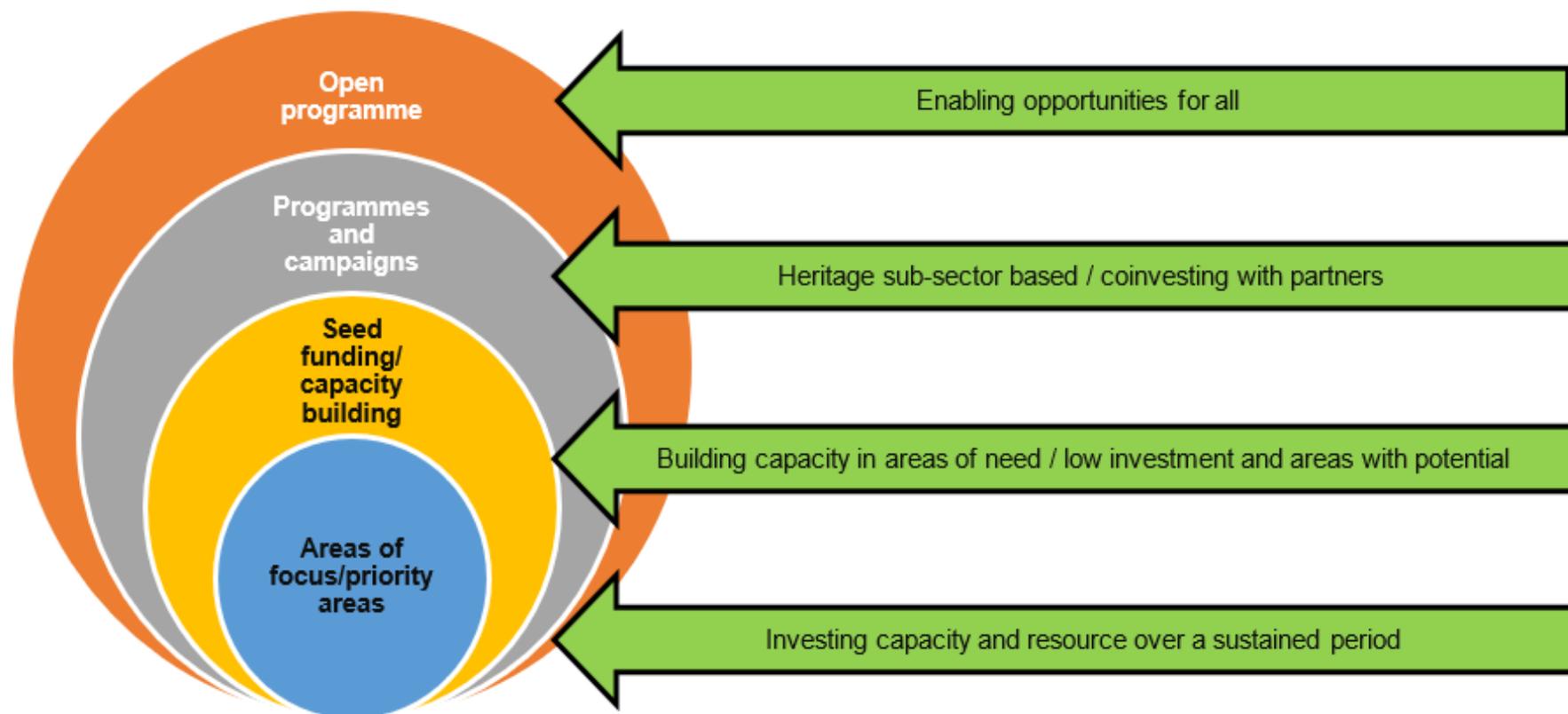
Projects and places supported through the open programme may merit more targeted support (financial and non-financial) where these align with priority places identified by partners or where they would benefit from the Heritage Fund facilitating or resourcing capacity building activity, for example such as developing a vision or convening a place partnership. Fundamentally the model can help to identify places that may be considered as a future Area of Focus. It should also be used to transition existing Areas of Focus back into the open programme.

The Heritage Fund will need to consider what level of resource (financial and non-financial) should be directed towards each aspect of the model. This should be governed by the Heritage Fund's remit as an ALB and distributor of Lottery Funds as well as aligning with the objectives and actions outlined in its recent review of equality, diversity, and inclusion (EDI).<sup>64</sup>

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<sup>64</sup> The Heritage Fund (2021)- 'Equality, Diversity and Inclusion Review report'.

Figure 5.1: Proposed investment model



## 5.3 Menu of options

Building on the approach and investment model considerations set out thus far in this section, a menu of options are outlined below for the Heritage Fund to consider to further develop its approach to its strategic priorities around place and its approach to place-based investment. The options presented outline the key issue under consideration, the action suggested by the consultant team, and the proposed timescale for implementation.

On timescale, short-term is used to indicate the next twelve months (i.e., to the end of 2022); medium-term is used to indicate the remainder of the current Strategic Funding Framework to 2024; and long-term is used to indicate the next Strategic Funding Framework and beyond (2024 to 2029 and beyond).

### **1. Confirming/agreeing what is meant by place-based approaches and place-based investment/funding for the Heritage Fund and ensuring there is clarity on this across the organisation**

- Action: Based on the findings from this research, the Heritage Fund could clarify within the organisation what place-based approaches and place-based investment/funding means for the Heritage Fund. This could be done as part of the ongoing development of Place Frameworks by the Heritage Fund.
- Timescale: Short-term.

### **2. Setting out the principles/expectations around place-based approaches (what does Heritage Fund mean by place-based)**

- Action: The Heritage Fund could clearly set out – for use in both internal and external communications – the principles and expectations around place-based approaches.
- Timescale: Short-term.

### **3. Communicating the Heritage Fund’s role and strategic priorities around place (and supporting place-based approaches)**

- Action: The Heritage Fund could clearly communicate externally – to applicants, partners, and stakeholders – what place-based approaches and place-based investment/funding means for the Heritage Fund.
- Timescale: Short-term – but following on from (1) and (2) above.

### **4. Amending application process and guidance**

- Action: The Heritage Fund could amend application processes and guidance to more clearly reflect (1) and (2) above. This should include agreeing and clarifying the different expectations for different sizes of projects on this – i.e., the extent to which a small scale (e.g., £3,000-£10,000) project would be expected to adopt a place-based approach, compared to a larger project (e.g., £250,000 to £5M). In addition, the Heritage Fund should consider developing a series of guidance resources and toolkits to sit alongside its enquiry and application processes to support prospective applicants in designing their project in line with what is known about working effectively in a place-based way.
- Timescale: Medium- to long-term – following on from (1) and (2) above.

## 5. Amending assessment process and criteria

- Action: The Heritage Fund could amend its assessment guidance and processes to more clearly reflect (1) and (2) above. In order to ensure consistency in its approach to assessing project outcomes, the Heritage Fund should update the guidance on this to reflect what place-based approaches and place-based investment/funding means for the Heritage Fund.
- Timescale: Medium- to long-term – following on from (1) and (2) above.

## 6. Fulfilling Heritage Fund's role in inspiring, leading and resourcing the heritage sector on place

- Action: The Heritage Fund could take steps to strengthen and articulate itself more clearly to fulfil its role in inspiring, leading and resourcing the heritage sector on place. In addition to actioning options (1), (2), and (3) above, this could also include:
  - (a) Developing a greater profile/presence for place on the Heritage Fund's website – both in terms of specific information for applicants but also more general insight, intelligence, and information about 'heritage and place' to fulfil the Heritage Fund's leading and inspiring ambitions including case study examples of effective place-based projects funded through the open programme.
  - (b) Ongoing programme of activities and events on the Heritage Fund's place-based priorities – building on ongoing work such as the recent (October 2021) LGA webinar examples.
  - (c) Based on the issues for the data analysis aspects of this research around identifying place-based projects supported by the Heritage Fund, steps could be taken (following the implementation of options (1) to (5) above) to enable Heritage Fund to more clearly identify projects that are (or are not) place-based. This will provide greater clarity and understanding for the Heritage Fund about the scale of its place-based investment, the characteristics of place-based projects, and more easily enable examples of the impact of place-based projects and approaches to be identified and promoted.
  - (d) Consultations highlighted the potential role the Heritage Fund could play in seed funding projects and supporting areas with potential to develop a clear vision and convene a multi-agency partnership. This approach also links to the capacity building issue below (option 8) and the potential for a collaborative approach to capacity building (option 14).
- Timescale: Short- to medium term and ongoing (next 12 to 24 months and beyond).

## 7. Potential for reviewing the identification of places to be prioritised by Heritage Fund

- Action: The Heritage Fund could review its processes around identifying and supporting places that are a priority for investment (e.g., Areas of Focus). This could include the development of a new approach that reflects both need and potential; an approach that embeds intelligence and insight into the process as well as data; and an approach that has a clear exit as well as entry strategy for the places being supported.
- Timescale: Medium-term to longer-term.

## **8. Supporting capacity building – generally; in areas of need; in areas of potential**

- Action: Based on the findings from this research, as well as the wider evidence base drawing on other evaluations and research carried out for the Heritage Fund, the Heritage Fund could provide support to places to support capacity building. This could include providing financial support to encourage bottom-up capacity building in specific places and/or commissioning direct investment (e.g., supporting the establishment of local development roles) to help accelerate the capacity building processes. These considerations around capacity building should take into consideration wider strategic partners activity in this area – see option (14) below. The specific areas to be targeted with capacity development support will link to the results that emerge from option (7) above.
- Timescale: Medium-term and ongoing.

## **9. Articulating/communicating the Heritage Fund’s role and approach to place-based funding to strategic partners**

- Action: This should be addressed by the implementation of options (3) and (6) above, and the ongoing role of the Heritage Fund in the range of advisory and partnership groups noted earlier in this report.
- Timescale: Short-term and ongoing.

## **10. Articulating/communicating the Heritage Fund’s role and approach to place-based investment/funding to applicants and projects**

- Action: The Heritage Fund could take steps to ensure that its role and approach to place-based investment is clearly articulated and effectively communicated to applicants/projects. This may be achieved, in the first instance, through the implementation of options (3), (4) and (6) outlined above.
- Timescale: Short-term and ongoing.

## **11. Consider sharing information and data (e.g., My Places, Heritage Index) with others – both strategic partners and applicants/projects**

- Action: The Heritage Fund could explore the potential to share the ‘My Places’ dashboard information and the Heritage Index with strategic partners and applicants. The sharing of such information will support several of the options set out in this section – providing greater information and intelligence about the Heritage Fund’s place-based investments, the specific projects happening in particular places, and the local context of places.
- Timescale: Short-term.

## **12. Potential for a place campaign and/or**

## **13. Potential for (re)introduction of place programmes**

- Action: There is not a ran action at the current time but there should be some consideration about this for the longer term (i.e. the next Strategic Funding Framework). However, the Heritage Fund does need to take action (in the short-term) to address the current 'gap' that exists in terms of external understandings of its position and specific priorities on 'place' that seems to exist for partners, stakeholders, and projects. This will be addressed by implementing/building on all the options above - (1) to (11).
- Timescale: Long-term for place campaigns/place programmes considerations; short-term for actions.

## **14. Potential for alignment around capacity building support with others**

- Action: The issues around capacity building (see option (8) above) are not specific to the Heritage Fund, but are a broader consideration – e.g., for the other DCMS ALBs and other national strategic partners. As such, the Heritage Fund should explore with strategic partners the ways in which a joined-up approach to capacity building could be developed. This has the potential to be a more efficient and effective way of supporting capacity development in areas of need and areas of potential.
- Timescale: Medium-term (linked to (7) and (8) above) and ongoing.

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Trends Business Research Ltd, NEF Consulting Ltd and Middlesex University (2016)- 'The role of culture, sport and heritage in place shaping'.

UK Cultural Cities Enquiry (2020)- 'Cultural Cities Recovery'.

## Appendix 2 Stakeholder consultations

### Heritage Fund consultations

- Amanda Feather, Head of Built Heritage and Regeneration Policy
- Anne Jenkins, Director England Midlands & East
- Anne Young, Director of Strategy, and Innovation
- Baroness Kay Andrews, Deputy Chair of The National Lottery Heritage Fund and Chair of the Wales Committee Board
- David Renwick, Director England North
- Diane Gray, Head of Engagement, Scotland
- Drew Bennellick, Head of Land and Nature Policy
- Isabel Hunt, Executive Director, Business Innovation, and Insight
- Jake Elliot, Head of Policy
- Liz Ellis, Policy Project Manager
- Madeleine Coupe, Policy and Public Affairs Manager
- Melissa Strauss, Interim Head of Museums, Libraries and Archives
- Oluwaseun Soyemi, Social Investment Manager
- Paul Mullan, Director Northern Ireland
- Rachel Cable, Wales Policy & Public Affairs Manager
- Ros Kerslake, CEO
- Stephen Barlow, Head of Engagement, Wales
- Stuart McLeod, Director England South
- Tom Walters, Head of Research, Data, and Insight
- Victoria Bradford-Keegan, FPA Development Director

### External stakeholder consultations

- Alison Turnbull, Director of Development and Partnership; Pauline Megson, Sustainable Place Manager; Amy Eastwood, Head of Grants; Historic Environment Scotland
- Robert Nicol, Chief Officer - Environment and Economy; Calum Lindsay, Policy Manager - Environment and Economy; Convention of Scottish Local Authorities
- Carole Reilly, Director of services, Locality
- Catherine Dewar, Regional Director (North West), Historic England
- Diane Ruddock, External Affairs Manager, National Trust NI
- Duncan Nicholson, Head of Funding – North East and Cumbria, Community Fund
- Euan Leitch, Chief Executive, SURF
- Gary Charlton, Senior Adviser Landscape & Heritage Team, Natural England
- Gwilym Hughes, Head of Cadw, Cadw
- Iain Greenway, Director, Historic Environment Division, Department for Communities
- Jennifer Watson, Team Leader, Resource and Capital Investment, Culture and Historic Environment Division, Scottish Government
- Lucy Casot, Chief Executive Officer, Museums Galleries Scotland
- Nicky Guy, Deputy Director, Culture & Sport, Welsh Government
- Owain Lloyd James, Head of Places Strategy, Historic England
- Paul Bristow, Director, Strategic Partnerships, Arts Council England

- Pete Rawcliffe, Head of People and Places (and colleagues - Nicholas Meny, Clive Mitchell, Caroline Fyfe, Laura Campbell, Paul Sizeland, Ceara Webster), Nature Scot
- Sarah Williams, Head of 2050 Vision, Natural Resources Wales

### **Project consultations**

- Guy Darragh, Head of Regeneration, Rossendale Borough Council
- Mhorag Saxon, Economic Development Officer, Rossendale Borough Council
- Luke Fisher, Destination Tweed Project Manager; Rachel Hunter, River Tweed Cultural Curator, Destination Tweed
- David May, Campbeltown Community Business
- Alison Gordon and Kieran Gilmore, Open House Festival
- Kimberley Vickers, General Manager, Lincoln Castle
- Richard Tuffrey, Principal Regeneration Officer (Design & Conservation), High Peak Borough Council
- Dr Karen Buchanan, Curator, Gairloch Heritage Museum

## Appendix 3 Data tables

**Table A3.1: Number of place-based applications by programme**

Programme	All	Place-based	Non-place-based	All (%)	Place-based (%)	Non-place-based
Sharing Heritage	3903	0	3903	17.4%	0.0%	18.6%
Our Heritage	5840	0	5840	26.1%	0.0%	27.8%
First World War	2339	0	2339	10.4%	0.0%	11.1%
Young Roots	1197	0	1197	5.3%	0.0%	5.7%
<b>National Lottery Grants for Heritage: Grants from £100,000 to £250,000</b>	<b>366</b>	<b>102</b>	<b>264</b>	<b>1.6%</b>	<b>7.4%</b>	<b>1.3%</b>
<b>National Lottery Grants for Heritage: Grants from £3,000 to £10,000</b>	<b>1077</b>	<b>285</b>	<b>792</b>	<b>4.8%</b>	<b>20.6%</b>	<b>3.8%</b>
<b>Heritage Grants</b>	<b>2033</b>	<b>64</b>	<b>1969</b>	<b>9.1%</b>	<b>4.6%</b>	<b>9.4%</b>
<b>National Lottery Grants for Heritage: Grants from £10,000 to £100,000</b>	<b>1658</b>	<b>267</b>	<b>1391</b>	<b>7.4%</b>	<b>19.3%</b>	<b>6.6%</b>
<b>Heritage Enterprise</b>	<b>196</b>	<b>196</b>	<b>0</b>	<b>0.9%</b>	<b>14.1%</b>	<b>0.0%</b>
<b>National Lottery Grants for Heritage: Grants from £250,000 to £5,000,000</b>	<b>126</b>	<b>105</b>	<b>21</b>	<b>0.6%</b>	<b>7.6%</b>	<b>0.1%</b>
Grants for Places of Worship	1633	0	1633	7.3%	0.0%	7.8%
Kick the Dust	67	0	67	0.3%	0.0%	0.3%
Resilient Heritage Over10k	474	0	474	2.1%	0.0%	2.3%
<b>Landscape Partnership</b>	<b>101</b>	<b>101</b>	<b>0</b>	<b>0.5%</b>	<b>7.3%</b>	<b>0.0%</b>
Skills for the Future	206	0	206	0.9%	0.0%	1.0%
Collecting Cultures	56	0	56	0.2%	0.0%	0.3%
Transition Funding	146	0	146	0.7%	0.0%	0.7%
Start Up Grants	310	0	310	1.4%	0.0%	1.5%
Catalyst: Small Grants	141	0	141	0.6%	0.0%	0.7%
Heritage Endowments	40	0	40	0.2%	0.0%	0.2%
Resilient Heritage Under10k	187	0	187	0.8%	0.0%	0.9%
Catalyst: Endowments	28	0	28	0.1%	0.0%	0.1%
<b>Parks for People</b>	<b>131</b>	<b>131</b>	<b>0</b>	<b>0.6%</b>	<b>9.5%</b>	<b>0.0%</b>
<b>Townscape Heritage</b>	<b>125</b>	<b>125</b>	<b>0</b>	<b>0.6%</b>	<b>9.0%</b>	<b>0.0%</b>
Catalyst Umbrella Grants	18	0	18	0.1%	0.0%	0.1%
Your Heritage	5	0	5	0.0%	0.0%	0.0%
<b>Heritage Enterprise (SFF)</b>	<b>10</b>	<b>10</b>	<b>0</b>	<b>0.0%</b>	<b>0.7%</b>	<b>0.0%</b>
<b>TOTAL</b>	<b>22413</b>	<b>1386</b>	<b>21027</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021. (Note: Heritage Grants identified as place-based are actually Great Place Scheme projects.)

**Table A3.2: Number of place-based applications by year**

Year	All	Place-based	Non-place-based	All	Place-based	Non-place-based
2013-14	3285	108	3177	15%	8%	15%
2014-15	3155	105	3050	14%	8%	15%
2015-16	2788	91	2697	12%	7%	13%
2016-17	3281	133	3148	15%	10%	15%
2017-18	3136	132	3004	14%	10%	14%
2018-19	3530	48	3482	16%	3%	17%
2019-20	1725	583	1142	8%	42%	5%
2020-21	1180	35	1145	5%	3%	5%
2021-22	333	151	182	1%	11%	1%
TOTAL	22413	1386	21027	100%	100%	100%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.3: Place-based applications as proportion of all applications by year**

Year	Place-based	Non-place-based	Total
2013-14	3%	97%	100%
2014-15	3%	97%	100%
2015-16	3%	97%	100%
2016-17	4%	96%	100%
2017-18	4%	96%	100%
2018-19	1%	99%	100%
2019-20	34%	66%	100%
2020-21	3%	97%	100%
2021-22	45%	55%	100%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.4: Number of place-based applications by heritage area (ranked)**

Heritage Area	All	Place-based	Non-place-based	All (%)	Place-based (%)	Non-place-based (%)
Historic buildings and monuments	5038	416	4622	22.5%	<b>30.0%</b>	22.0%
Community heritage	5823	334	5489	26.0%	<b>24.1%</b>	26.1%
Land and biodiversity	1840	225	1615	8.2%	<b>16.2%</b>	7.7%
Cultures and Memories	461	82	379	2.1%	<b>5.9%</b>	1.8%
Semi-natural and natural landscapes, habitats, and species	312	81	231	1.4%	<b>5.8%</b>	1.1%
Places of Worship	202	60	142	0.9%	<b>4.3%</b>	0.7%
Industrial maritime and transport	891	49	938	4.0%	<b>3.5%</b>	4.0%
Museums libraries archives and collections	2722	56	2570	12.1%	<b>4.0%</b>	12.7%
Other	97	29	68	0.4%	<b>2.1%</b>	0.3%
Intangible heritage	4659	22	4637	20.8%	<b>1.6%</b>	22.1%
Public Parks	27	11	16	0.1%	<b>0.8%</b>	0.1%
Monuments / Memorials	24	9	15	0.1%	<b>0.6%</b>	0.1%
Non-heritage	267	6	261	1.2%	<b>0.4%</b>	1.2%
Archaeology	26	3	23	0.1%	<b>0.2%</b>	0.1%
Pay-to-enter parks and gardens	8	1	7	0.0%	<b>0.1%</b>	0.0%
Marine	13	2	11	0.1%	<b>0.1%</b>	0.1%
Geodiversity	1	0	1	0.0%	<b>0.0%</b>	0.0%
Cemetery	2	0	2	0.0%	<b>0.0%</b>	0.0%
<b>TOTAL</b>	<b>22413</b>	<b>1386</b>	<b>21027</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021. (Note: some heritage area categories have been merged where it is clear they relate to the same heritage area – i.e., ‘Historic buildings and monuments’ with ‘Historic Buildings’; ‘Museums libraries archives and collections’ with ‘Museums’ and ‘Libraries’ and ‘Archives’; and ‘Industrial maritime and transport’ with ‘Industrial, Maritime and Transport’.)

**Table A3.5: Number of place-based applications by organisation type**

Organisation Type	All	Place-based	Non-place-based	All (%)	Place-Based (%)	Non-place-based (%)
Registered Charity	4811	455	4356	23.5%	<b>33.2%</b>	22.8%
Non-public sector: Community or voluntary group	4974	75	4899	24.3%	5.5%	25.6%
Registered Company or Community Interest Company (CIC)	1058	121	937	5.2%	8.8%	4.9%
Other organisation	137	1	136	0.7%	0.1%	0.7%
Local Authority	2092	384	1708	10.2%	<b>28.0%</b>	8.9%
Private owner of heritage	52	15	37	0.3%	1.1%	0.2%
Other public sector	1215	34	1181	5.9%	2.5%	6.2%
Community or Voluntary group	517	88	429	2.5%	6.4%	2.2%
Non-public sector: Other	2221	55	2166	10.8%	4.0%	11.3%
Faith based or church organisation	545	85	460	2.7%	6.2%	2.4%
Non-public sector: Faith based or church organisation	2198	0	2198	10.7%	0.0%	11.5%
Other public sector organisation	237	29	208	1.2%	2.1%	1.1%
Registered or Recognised charity	149	1	148	0.7%	0.1%	0.8%
Other	131	20	111	0.6%	1.5%	0.6%
Non-public sector: Commercial organisation	44	3	41	0.2%	0.2%	0.2%
Public Sector Body	60	5	55	0.3%	0.4%	0.3%
Non-public sector: Private Individual	40	0	40	0.2%	0.0%	0.2%
Commercial organisation	4	1	3	0.0%	0.1%	0.0%
TOTAL	20485	1372	19113	100%	100%	100%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021 (Note: some records did not record the organisation type).

**Table A3.6: Number of place-based applications by region/nation (ranked)**

Region/Nation	All	Place-based	Non-place-based	All (%)	Place-based (%)	Non-place-based (%)
South West	2253	182	2071	10%	<b>13%</b>	10%
North West	2500	145	2355	11%	<b>10%</b>	11%
South East	2227	136	2091	10%	<b>10%</b>	10%
Scotland	2478	145	2333	11%	<b>10%</b>	11%
London	2559	104	2455	11%	<b>8%</b>	12%
Wales	1426	112	1314	6%	<b>8%</b>	6%
West Midlands	1908	110	1798	9%	<b>8%</b>	9%
East Midlands	1512	104	1408	7%	<b>8%</b>	7%
East of England	1854	103	1751	8%	<b>7%</b>	8%
North East	1277	87	1190	6%	<b>6%</b>	6%
Yorkshire and the Humber	1574	86	1488	7%	<b>6%</b>	7%
Northern Ireland	845	72	773	4%	<b>5%</b>	4%
TOTAL	22413	1386	21027	100%	<b>100%</b>	100%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.7: Percent all applications split by type of application by region/nation (ranked)**

Region/Nation	Place-based	Non-place-based
Northern Ireland	8.5%	91.5%
South West	8.1%	91.9%
Wales	7.9%	92.1%
East Midlands	6.9%	93.1%
North East	6.8%	93.2%
South East	6.1%	93.9%
Scotland	5.9%	94.1%
North West	5.8%	94.2%
West Midlands	5.8%	94.2%
East of England	5.6%	94.4%
Yorkshire and the Humber	5.5%	94.5%
London	4.1%	95.9%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.8: Number of place-based applications by IMD Quintiles**

IMD Quintiles	All	Place-based	Non-place-based	All (%)	Place-based (%)	Non-place-based (%)
0	5	1	4	0%	0%	0%
1	6020	339	5681	27%	24%	27%
2	4595	300	4295	21%	22%	20%
3	4422	289	4133	20%	21%	20%
4	3109	195	2914	14%	14%	14%
5	2874	197	2677	13%	14%	13%
#N/A	1388	65	1323	6%	5%	6%
TOTAL	22413	1386	21027	100%	100%	100%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.9: Success rate of place-based applications overall**

Result	All	Place-based	Non-place-based	All (%)	Place-based (%)	Non-place-based (%)
Successful	12340	711	11629	55%	52%	56%
Unsuccessful	9904	657	9247	45%	48%	44%
TOTAL	22244	1368	20876			

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.10: Success rate of place-based applications by year**

Year	Successful (all)	Unsuccessful (all)	Number (all)	Successful (place-based)	Unsuccessful (place-based)	Number (place-based)
2013-14	57%	43%	3248	42%	58%	106
2014-15	57%	43%	3130	44%	56%	104
2015-16	54%	46%	2766	53%	47%	86
2016-17	54%	46%	3254	44%	56%	131
2017-18	48%	52%	3114	38%	62%	132
2018-19	47%	53%	3514	33%	67%	45
2019-20	60%	40%	1712	61%	39%	579
2020-21	92%	8%	1173	71%	29%	34
2021-22	55%	45%	333	50%	50%	151
TOTAL			22244			1368

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021 (Note: 169 records excluded from this table)

**Table A3.11: Average value of place-based awards by year**

Year	Average value (all)	Average value (place-based)
2013-14	£229,360	£2,081,961
2014-15	£217,329	£2,266,083
2015-16	£239,884	£2,107,128
2016-17	£214,103	£1,964,218
2017-18	£181,523	£1,450,334
2018-19	£80,461	£1,106,316
2019-20	£104,381	£183,367
2020-21	£56,026	£203,158
2021-22	£59,566	£76,236

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.12: Average cost of place-based projects funded by Heritage Fund by year**

Year	Average cost funded (all)	Average cost funded (place-based)
2013-14	81%	66%
2014-15	82%	62%
2015-16	81%	64%
2016-17	83%	66%
2017-18	82%	70%
2018-19	84%	61%
2019-20	82%	75%
2020-21	98%	93%
2021-22	87%	82%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.13: Success rate of place-based applications by region/nation (ranked)**

Region/Nation	Successful (all)	Unsuccessful (all)	Number (all)	Successful (place-based)	Unsuccessful (place-based)	Number (place-based)
East Midlands	59%	41%	1501	<b>62%</b>	38%	102
London	53%	47%	2550	<b>61%</b>	39%	104
South West	58%	42%	2234	<b>58%</b>	42%	181
Northern Ireland	55%	45%	828	<b>57%</b>	43%	70
Yorkshire and the Humber	54%	46%	1560	<b>56%</b>	44%	85
East of England	58%	42%	1844	<b>53%</b>	47%	101
West Midlands	56%	44%	1895	<b>52%</b>	48%	109
Wales	54%	46%	1409	<b>50%</b>	50%	109
North East	56%	44%	1265	<b>47%</b>	53%	86
Scotland	52%	48%	2459	<b>46%</b>	54%	142
South East	57%	43%	2215	<b>44%</b>	56%	135
North West	56%	44%	2484	<b>42%</b>	58%	144

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.14: Average value of place-based awards by region (ranked)**

Region/Nation	Average value (all)	Average value (place-based)
London	£ 252,381	£ <b>1,209,006</b>
North East	£ 186,291	£ <b>1,105,798</b>
South East	£ 183,948	£ <b>1,031,680</b>
Scotland	£ 172,851	£ <b>935,869</b>
Yorkshire and the Humber	£ 153,470	£ <b>867,408</b>
Northern Ireland	£ 161,019	£ <b>823,118</b>
West Midlands	£ 138,228	£ <b>809,960</b>
North West	£ 147,617	£ <b>782,199</b>
Wales	£ 183,866	£ <b>714,969</b>
East Midlands	£ 153,978	£ <b>582,075</b>
East of England	£ 166,203	£ <b>567,237</b>
South West	£ 156,200	£ <b>484,046</b>

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.15: Average cost of place-based projects funded by Heritage Fund by region/nation (ranked)**

Region/Nation	Average cost funded (all)	Average cost funded (place-based)
Scotland	77%	60%
South East	84%	69%
East of England	85%	70%
Wales	82%	71%
South West	77%	72%
East Midlands	84%	75%
West Midlands	86%	76%
North West	88%	76%
London	85%	77%
Northern Ireland	87%	77%
Yorkshire and the Humber	87%	78%
North East	86%	79%

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.16: Total and average value of place-based awards by heritage area (ranked)**

Heritage area	Value of successful awards – all	Average value - all	Value of successful awards - place-based	Average value – place-based
Land and biodiversity	£489,271,448	£508,598	<b>£271,259,641</b>	£2,260,497
Historic buildings and monuments	£810,388,867	£339,359	<b>£207,775,800</b>	£1,290,533
Community heritage	£141,451,953	£40,219	<b>£30,191,100</b>	£154,826
Industrial maritime and transport	£116,148,011	£242,480	<b>£12,674,600</b>	£551,070
Semi-natural and natural landscapes, habitats, and species	£27,648,400	£116,660	<b>£12,601,800</b>	£229,124
Intangible heritage	£95,175,255	£37,265	<b>£10,923,900</b>	£910,325
Museums libraries archives and collections	£414,189,500	£264,827	<b>£8,875,800</b>	£239,886
Other	£11,222,856	£183,981	<b>£7,454,956</b>	£465,935
Places of Worship	£9,288,200	£74,905	<b>£3,668,200</b>	£126,490
Cultures and Memories	£11,235,100	£36,958	<b>£2,264,600</b>	£46,216
Public Parks	£1,617,600	£77,029	<b>£926,600</b>	£132,371
Marine	£1,271,800	£105,983	<b>£249,800</b>	£124,900
Monuments / Memorials	£866,500	£78,773	<b>£159,100</b>	£53,033
Pay-to-enter parks and gardens	£727,600	£103,943	<b>£122,000</b>	£122,000
Archaeology	£972,600	£60,788	<b>£96,300</b>	£96,300
Cemetery	£127,400	£63,700	<b>£0</b>	
Geodiversity	£5,400	£5,400	<b>£0</b>	
Non-heritage	£2,399,800	£29,998	<b>£0</b>	

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021 (Note: some heritage area categories have been merged where it is clear they relate to the same heritage area – i.e., ‘Historic buildings and monuments’ with ‘Historic Buildings’; ‘Museums libraries archives and collections’ with ‘Museums’ and ‘Libraries’ and ‘Archives’; and ‘Industrial maritime and transport’ with ‘Industrial, Maritime and Transport’.)

**Table A3.17: Average cost of place-based projects funded by Heritage Fund by heritage area (ranked)**

Heritage area	Average cost funded – all	Average cost funded - place-based
Pay-to-enter parks and gardens	90%	<b>100%</b>
Cultures and Memories	92%	<b>86%</b>
Public Parks	89%	<b>83%</b>
Other	91%	<b>82%</b>
Community heritage	89%	<b>81%</b>
Industrial maritime and transport	85%	<b>76%</b>
Museums libraries archives and collections	83%	<b>76%</b>
Marine	88%	<b>75%</b>
Intangible heritage	89%	<b>73%</b>
Semi-natural and natural landscapes, habitats, and species	88%	<b>71%</b>
Land and biodiversity	78%	<b>70%</b>
Monuments / Memorials	90%	<b>70%</b>
Historic buildings and monuments	71%	<b>62%</b>
Places of Worship	83%	<b>60%</b>
Archaeology	83%	<b>21%</b>
Cemetery	94%	<b>N/A</b>
Geodiversity	100%	<b>N/A</b>
Non-heritage	88%	<b>N/A</b>

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021 (Note: some heritage area categories have been merged where it is clear they relate to the same heritage area – i.e., ‘Historic buildings and monuments’ with ‘Historic Buildings’; ‘Museums libraries archives and collections’ with ‘Museums’ and ‘Libraries’ and ‘Archives’; and ‘Industrial maritime and transport’ with ‘Industrial, Maritime and Transport’.)

**Table A3.18: Contribution of place-based applications to ‘local economy will be boosted’ outcome**

Outcome Score	Number	Percent
Low	185	15.0%
Medium	171	13.8%
High	25	2.0%
N/A	855	69.2%
<b>TOTAL</b>	<b>1236</b>	<b>100.0%</b>

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.19: Contribution of place-based applications to ‘local area will be a better place to live, work, visit’ outcome**

<b>Outcome Score</b>	<b>Number</b>	<b>Percent</b>
Low	245	17.8%
Medium	331	24.0%
High	69	5.0%
N/A	733	53.2%
<b>TOTAL</b>	<b>1378</b>	<b>100.0%</b>

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.20: Summary of the average value (and range of values) of successful place-based applications relative to the assessed contribution by Heritage Fund to the local area outcome**

<b>Assessment – local area outcome</b>	<b>Average (rounded)</b>	<b>Range (rounded)</b>	<b>Number of awards</b>
High	£460,000	£9,500-£4.4Million	55
Medium	£162,500	£3,100-£3Million	234
Low	£46,400	£3,300-£250,000	99

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

**Table A3.21: Summary of the average value (and range of values) of successful place-based applications relative to the assessed contribution by Heritage Fund to the economy outcome**

<b>Assessment – economy outcome</b>	<b>Average (rounded)</b>	<b>Range (rounded)</b>	<b>Number of awards</b>
High	£723,700	£13,000-£3Million	21
Medium	£300,700	£6,400-£4.4million	118
Low	£72,400	£4,900-£925,000	75

Source: Wavehill/DC Research analysis of The National Lottery Heritage Fund grant funding data, 2021

# Appendix 4 Summary of Provocations and Related Questions

## Definition of place-based

- Does Heritage Fund have a consistent, cross-organisation understanding/recognition of what is meant by place-based (funding)?
  - Is this communicated effectively internally?
  - Is this communicated effectively externally – with partners?
  - Is this communicated effectively externally – with applicants/projects?
- If not, how can this be developed and articulated in a way that provides clarity whilst still providing sufficient flexibility?
- Which aspects/elements/principles of 'place-based' approaches (from the literature) are the most relevant/important for Heritage Fund in providing place-based funding?

## Enable...encourage....enforce - what is Heritage Fund's role on place-based approaches for applications/projects

- Is Heritage Fund clear about its role in supporting place-based approaches and providing place-based funding – is it an enabling and encouraging role (where projects are encouraged/ supported to adopt a place-based approach) or an enforcement role (where all projects must adopt a place-based approach)?

## Project v Place

*(“All projects are place based and Heritage Fund is a place-based funder”)*

- Are all projects place-based? What implications does this have for Heritage Fund's approach? Is Heritage Fund providing funding to projects or to places – what is the difference between them in terms of providing guidance and assessing applications?

## Proportionality (of place-based approaches) to different scales/sizes of projects

- Does Heritage Fund expect all projects/applicants to take a place-based approach to their project?
- Are all projects supported by Heritage Fund regarded as place-based projects?

## Plurality v Priority

- How does Heritage Fund balance its role as a universal funder with prioritising certain places – either as areas of need or areas of opportunity? And how does it identify the places to be prioritised and refresh/evolve this over time?
- If Heritage Fund prioritises certain places, it is by implication not prioritising other places – how can Heritage Fund ensure an approach that identifies priorities whilst maintaining the universality of its grant programmes?

## Open v Targeted Programmes

- How clear is the place-based funding approach of Heritage Fund in its current open programme approach to funding?
- How can the external (and internal) perceptions around the place-based approach of Heritage Fund in the absence of specific, strategic place programmes be enhanced/developed?
- Previous strategic place programmes accounted for a small proportion of overall funding – but highlighted Heritage Fund's priorities around place – how can this gap be addressed?

### **Reactive v Proactive**

- In the absence of strategic programmes (or campaigns) about place, to what extent can Heritage Fund be proactive about supporting/encouraging place-based approaches?
- Or does Heritage Fund need to rely on reacting/responding to what comes in from applicants?
- What actions can/should Heritage Fund take around this?

### **Grant Giver v Thought Leader**

- How does Heritage Fund ensure that it can develop its role as a 'thought leader' whilst maintaining its role as a grant giver/distributor?
- What is the role of Heritage Fund as a thought leader?

### **Quick wins v Longer-term investment**

- What is Heritage Fund's role in supporting longer-term place-based approaches via the provision of longer-term funding to places?
- Achieving impact on place is not a quick win – it can take time and requires notable funding and resource input. How can Heritage Fund support this?

### **Capacity v Capability**

- Heritage Fund – does Heritage Fund have the capacity to support/encourage place-based approaches and provide place-based funding universally? And if not, how does it decide who/where to prioritise?
- Places – what role can Heritage Fund take in supporting the development of capacity and capability in places to (i) develop sufficient capacity in (lagging behind) places and (ii) allow stronger place-based approaches to be developed generally?

### **Scale**

- Role at national level – what is the role of Heritage Fund at the national level – in what areas should Heritage Fund collaborate with other national strategic partners/funders?
- Role at places level – what is the role of Heritage Fund at the place level – is it as an enabler of, or as a partner in, place-based approaches.

### **Measurement of Impact**

- In terms of assessing impact and contribution around place – is Heritage Fund focusing on heritage impact or seeking to capture the wider social and economic impacts of projects? Or is it about the impacts of the projects on the place due to taking a place-based approach? Or is it about the specific role/contribution of Heritage Fund in helping to achieve the impacts?
- For many of these facets, how do we deal with the 'multiplicity' issue?
- On the added value of projects taking a place-based approach – would Heritage Fund know which projects are taking a place-based approach?
- How can Heritage Fund capture the early impacts of place-based approaches in areas of need when they are likely to be less tangible and take longer to develop?

### **Collaborative Funder v Single Funder**

- To what extent should Heritage Fund collaborate with, align resources with, or pool resources with other funders on place-based funding?
- There is clearly a strong appetite from national/strategic partners to work with Heritage Fund more collaboratively going forward – how can this be developed to the mutual benefit of those involved?

### **Strategic alignment v Going it alone**

- How does Heritage Fund balance strategic alignment with government priorities (e.g. Levelling Up) and the priorities of other national strategic partners with fulfilling its own vision, remit, and priorities for heritage? What implications does this have for Heritage Fund?

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