

Heritage Lottery Fund



**Lottery Consultation:  
Past performance and future  
potential**

**Response by the  
Heritage Lottery Fund**

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## Section 1: Overview of Achievements

### 1.1 INTRODUCTION

In 1994 many of our major museums were tired and uninspiring, important species and habitats were declining, public parks were neglected, and many of our finest historic buildings were at risk. And for many groups in society – especially young people and Black and Ethnic Minorities – heritage seemed exclusive and unwelcoming. More than a decade of funding from the Heritage Lottery Fund has begun to change all that. But there is still more to be done.

In eleven years the Heritage Lottery Fund (HLF) has developed a **distinctive and progressive approach** to heritage, driven by the nature of our funding from lottery players. As the only UK-wide specialist covering the whole heritage sector, we have put people at its heart, urging change towards a more inclusive and democratic vision. The Think Tank Demos says that the single greatest achievement of HLF has been:

‘To shift the idea of the value and importance of heritage away from being something that is exclusively determined by experts on behalf of society, to one that recognises the importance of widespread participation in identifying and caring for what is valued collectively. The work of HLF has broadened the social base of the enjoyment of heritage so that there is now an acknowledged diversity of contributions to the national story.’

#### **Heritage as a good cause**

Heritage was chosen as one of the original good causes for the Lottery because it had so much potential to transform people’s lives, and so little financial support. It covers everything from biodiversity, landscapes, buildings, museums, libraries and archives and archaeology, industrial, maritime and transport heritage to intangible heritage such as cultural traditions, language and oral history. In short,

it is anything we have inherited and want to pass on to the future – what is shared, and worth sustaining.

In 1994, only the National Heritage Memorial Fund covered the whole of heritage for the whole of the UK so it became the parent body for HLF. Over eleven years HLF has given £3.3 billion to some 16,600<sup>1</sup> projects of all sizes, ranging from thousands of small awards to community groups to major capital projects such as the creation of the Great Court at the British Museum, or the acquisition of the 72,000-acre Highlands wilderness of Mar Lodge Estate in Scotland. HLF does not set limits on heritage, but asks applicants to tell us what is important to them or their community and why they value it.

## **1.2 CONSERVING OUR HERITAGE**

### **Museums, libraries and archives**

Major museums in cities such as London, Edinburgh, Swansea, Belfast, Norwich, Liverpool and Manchester, as well as hundreds of smaller ones across the UK, have been transformed with over £1 billion awarded to museums and galleries. That funding has helped to refurbish buildings, acquire objects and create over 150 new education posts and 100 new spaces for learning. Over £200 million has helped libraries, archives and other organisations to collect, conserve and open up the written, spoken and film heritage, including enough film heritage to go around the equator seven times.

#### **Museum of Scotland**

##### **Award £6,750,000**

The Museum of Scotland tells the story of Scotland's past, culture and achievements, and houses more than 10,000 of the nation's rarest and most precious treasures. Our grant enabled the creation of new displays in four stunning galleries, providing both a striking physical addition to Edinburgh's

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<sup>1</sup> Funding figures given are as at March 2005.

cityscape and a cultural landmark for Scottish identity. In its first year the Museum of Scotland, together with the adjoining Royal Museum, attracted over 840,000 visitors and won a number of prestigious awards.

### **Regeneration**

HLF is one of the biggest regeneration funds in the country.<sup>2</sup> Over £2.1 billion<sup>3</sup> has gone to projects that have regenerated places including parks, historic cities, towns and villages and individual buildings. From the Merchant City in Glasgow to Bodmin in rural Cornwall, HLF grants have revitalised 468 run-down areas, generating confidence for both businesses and communities.

### **Lisburn Townscape Heritage Initiative and Castle Gardens**

#### **Award £700,000 and £2,213,000**

Lisburn's historic quarter is being revitalised thanks to our contribution to a townscape regeneration scheme designed to bring neglected properties back into use and make the area more attractive and vibrant for residents and businesses. Twelve flagship properties have been earmarked for restoration, along with the Castle Gardens which are at the heart of the area and are pivotal to its successful regeneration.

Over eight thousand historic buildings have been repaired, from tiny crofts in the Scottish Highlands to great historic houses such as Hardwick Hall, one of England's finest Elizabethan buildings. Urban icons such as the Hackney Empire or St George's Hall, Liverpool can now continue to play an important role for generations to come. We have also given £240 million to 1800 places of worship of all faiths across the country.

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<sup>2</sup> Regeneration and Renewal, *A-Z of Funding*, 2003-2004 ranked HLF the biggest physical regeneration spending stream and eighth in the top ten biggest regeneration funds overall.

<sup>3</sup> HLF, *New Life*, 2004.

**De La Warr Pavilion, Bexhill-on-Sea****Award £2,300,000**

The De La Warr Pavilion is one of the world's finest examples of 1930s modernist architecture, yet until recently it was a crumbling and faded relic of the seaside revival of the period. Built of steel, concrete and glass, its simple, striking appearance was designed to dominate the seafront. Now, after a 20-year campaign by local people and help from HLF, the building is once again a striking landmark and provides an elegant venue for an exciting programme of exhibitions and events.

**Parks**

HLF has provided the first significant injection of funding into our public parks and other green spaces for over a century. Our pioneering survey of public parks<sup>4</sup> showed that by the mid-1990s they were in such poor condition that some were in danger of being partly sold off to fund improvements. Most people did not have access to a high-quality park, and basic visitor facilities were being lost at an alarming rate. Some 268 public parks, squares, gardens, promenades and historic cemeteries across the UK have been transformed with HLF funding of over £390 million. As a result, they are now safer, better used and more welcoming. Community involvement has increased dramatically and there is a new generation of skilled park staff.

**Jephson Gardens, Leamington Spa****Award £3,180,000**

Jephson Gardens opposite the Royal Pump Rooms in Leamington Spa is one of Britain's finest urban parks, with seven listed historic buildings. Our grant has enhanced the gardens as a relaxing open space for the local community, improved access for the disabled, and upgraded play areas. A new restaurant

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<sup>4</sup> Urban Parks Forum, *Public Park Assessment: a survey of local authority owned parks focussing on parks of historic interest*, 2001.

and temperate house provide better facilities for visitors, community groups, performances and events. School and college students now regularly use the gardens as part of their studies, and everyone can learn more about the park's history through new signage and information boards.

'It is to the great credit of the Heritage Lottery Fund, through their foresight and expertise, that there are now so many excellent examples of how public parks can contribute to the transformation of our towns and cities.'

Alan Barber, Commissioner, Cabe Space

### **Industrial heritage**

Industrial, maritime and transport heritage attracts support from thousands of dedicated volunteers, yet there are few sources of public funding to help them. Forty-two locomotives, 98 mining heritage projects, 51 ships, 72 river and canal projects and 22 watermills are among the many vehicles and sites that have been revived with £458 million, securing crucial parts of the UK's working-class history. Major awards have transformed World Heritage sites such as Blaenafon in Wales, Ironbridge in England and New Lanark in Scotland.

'Our history and national character as a proud maritime nation is reflected and embodied in the ships that the Heritage Lottery Fund is helping to preserve. If we lose them, we lose something of ourselves. This investment in historic vessels and maritime heritage is hugely important and will ensure that a critical part of our national heritage is preserved for current and future generations.'

Admiral Sir Alan West GCB DSC ADC, First Sea Lord and Chief of Naval Staff

### **Big Pit**

#### **Award £5,278,000**

The former iron, steel and coal-mining town of Blaenafon has a new lease of life thanks to its rich industrial heritage which has won it World Heritage Site status.

HLF helped secure the future of the Big Pit Mining Museum, which plays an important role in telling the story of South Wales' industrial heritage.

Our grant enabled urgently-needed repairs to be carried out to many of the 19 listed buildings, and their transformation into a popular museum and visitor centre, where people can descend 300 feet and experience something of the daily lives of the 1,300 miners who worked there. As a result the Big Pit won the Gulbenkian Museum of the Year Award 2005. It is visited by 100,000 people every month and 54,000 schoolchildren every year.

### **Land and countryside**

The countryside is one of the UK's greatest assets but it is vulnerable. Over £300 million has helped care for what is most important and ensured that the countryside can be enjoyed by as many people as possible. Sixteen landscape partnerships have brought together local communities and landowners in places such as the Tweed Valley in Scotland, Sherwood Forest and the Cotswolds to safeguard the special qualities of some of our most distinctive landscapes and ensure more people can visit them. The Brecon Beacons, the Lake District, the Scottish Highlands, Northern Ireland and the Malverns are just some of the countryside areas that are benefiting from HLF funding. Around 1000 rural groups have discovered their own heritage as part of our Local Heritage Initiative.

### **Wetlands for Wales**

#### **Award £3,602,000**

Wetlands should be atmospheric places teeming with wildlife, attracting dramatic flocks of wildfowl in winter and providing a haven for otters, water voles and dragonflies. But over the years land drainage in North Wales resulted in extensive loss of wetlands and their wildlife. Our grant has enabled an ambitious large-scale project to restore the best sites.

'The project not only has major benefits for wildlife and landscape, but local communities gain through new employment and the development of a tourism resource.'

Wetlands for Wales Partnership

'HLF has helped many organisations to achieve something profoundly important – the survival and revival of the distinctiveness and diversity of our countryside. As blandness and uniformity threaten to engulf us, HLF's support is more important than ever.'

Fiona Reynolds, Director-General, The National Trust

### **Biodiversity**

Basking sharks, water voles, red kites and horseshoe bats are just some of the priority species that have benefited from the £200 million awarded to over 1000 biodiversity projects. Four hundred parcels of land have been bought for nature conservation, and together with other conservation projects, HLF has helped restore an area three times the size of the Isle of Wight. Thousands of volunteers have collected vital data about natural heritage, whilst our most important wildlife organisations, such as the RSPB, have bought new sites, and created new opportunities for people to have access to wildlife. Targeted programmes have now met 80% of the UK Biodiversity Action Plan (UKBAP) conservation and restoration targets for lowland heath and 66% for fenland.

### **Water vole recovery plan for North East Durham**

#### **Award £49,050**

In recent years the water vole has undergone a catastrophic decline in its population due to habitat degradation and attack by American mink. This project set out to locate the remaining water vole populations in North East Durham to ensure their habitats were improved and protected. Landowners, volunteers from businesses near water courses, fishing groups, farmers and members of the

public have all taken part in education and training programmes so that they can monitor the water voles and carry out habitat improvements.

'The project benefits much more than the water vole. By managing our streams, burns and wetlands in a water vole friendly way we will have more kingfishers and dragonflies, and a more attractive and natural landscape.'

James Cokill, Project Officer

### **1.3 BROADENING THE HORIZONS OF HERITAGE**

#### **Identity**

Our heritage has shaped our communities, the places where we live and our sense of who we are. Yet as academic Stuart Hall says,

'Heritage is a powerful mirror. Those who do not see themselves reflected in it are therefore excluded'.

Our funding has created opportunities for many people who had not done so before to explore and enjoy our heritage. We have:

- motivated young and old to explore their pasts;
- mobilised communities to appreciate and enhance their local environment;
- reached every corner of the UK;
- connected people and communities to their roots;
- and saved countless treasures for future generations.

Economic and social changes mean that communities across Britain can struggle to reconnect with their sense of identity and place. We have helped hundreds of different groups to research their history - including people with disabilities, women, Black and Ethnic Minorities, older people, former coalfield and rural communities. Some of our major heritage organisations such as the National

Trust have had the resources to uncover the 'hidden histories' behind some of our best known sites.

### **Improving access for everyone**

Whenever we visit a historic park, walk down the high street of an old market town, or appreciate local wildlife, we enjoy access to our heritage. But there are still too many barriers to participating in heritage. HLF has made historic buildings such as Anne Hathaway's Cottage more accessible through a 'virtual reality' tour and ensured countryside paths like those at Beinn Eighe in Wester Ross are usable by people in wheelchairs or pushing buggies.

Sometimes barriers are not physical, and HLF-funded projects are helping people who have not had a chance to before to get more involved in heritage. Projects that have trained people with disabilities to provide tours of heritage sites for others, or – as at Muckamore Abbey Hospital in Northern Ireland - helped people with learning disabilities to record their own memories, can be inspirational and empowering.

### **The Gateway Project, Wales**

#### **Awards totalling £407,000**

The Gateway project successfully pioneered a new approach to make historic gardens in Wales more accessible to people who would not usually have an opportunity to visit them. Our grant enabled new staff to develop a programme of guided visits and activities - such as herb planting or pot painting - for a wide range of groups, including elderly people, stroke sufferers and young people with special needs. Around 3000 people have benefited from the programme over a period of almost five years.

'Take some of the groups we work with, for example city kids who have never smelled lavender – to watch them respond to a garden is just magic!'

Jean Reader, Access and Learning Officer

### **Divis and Black Mountain**

**Award £1,330,000**

Our grant helped the National Trust to acquire the famous upland backdrop to Belfast enabling the people of the city and beyond to enjoy walking a mountain landscape – providing spectacular views of the city - that had been in private ownership for decades. Working with the local community and over 200 volunteers, the Trust will protect the natural habitat as well as enabling more people to enjoy the landscape and views through the construction of a ‘floating path’ to the summit.

‘No other mainstream organisation has done so much to promote and deliver equality that makes such a difference to disabled people’s quality of life.’

Vision Sense: Disability, Equality and Inclusion Conference North East, 2005

### **Children and young people**

Young people are the curators, trustees, conservators, enthusiasts and audience of today and of the future. Eleven years ago there were few opportunities for young people to become involved in heritage and little money to make this happen. Today children and young people have benefited from HLF’s support for formal and informal learning, family activities and new skills development. Eighty-five playgrounds in parks have been refurbished or created, whilst children’s own heritage – such as Bethnal Green Museum of Childhood - has been restored and opened up for everyone.

### **Young consultants**

**Award £90,000**

Consultancy was the name of the game for a group of 8-12 year olds who made recommendations to museums and galleries on how to make their service more child-friendly. The children were commissioned to offer advice to collections across the country, from Sutton House in Hackney, to the Ulster Folk and

Transport Museum and the Children's Gallery at Manchester Art Gallery. The scheme has enabled them to get an early taste of the planning and decision-making involved in creating museums and galleries that are welcoming to everyone, encouraged them to enjoy team work, and given them a chance to find out more about the UK's history.

Our Young Roots scheme, delivered with the National Youth Agency in England, provides up to £5 million every year to enable youth clubs and societies to run heritage projects, inspired and directed by young people themselves. By connecting youth groups and heritage organisations, the 333 Young Roots projects funded since 2001 have made heritage relevant to a new generation.

'You can't bring in the new and forget the old. You don't know about the future if there is no past to see where you are coming from.'

Rania (17), Thames Gateway Youth Consultation 2004-2005

### **Lyric Hammersmith Slave/Teacher project**

#### **Award £8,900**

Slave/Teacher was a collaborative project run by the Lyric Hammersmith, with partners including the National Archives and young people from Black British or mixed race backgrounds. The group of young people investigated the history of the slave trade using original documents and worked with a professional writer to bring the stories they had researched to life. The result was a powerful piece of theatre devised and performed by the young people themselves.

'Slave/teacher has been regarded as a hugely successful and important project and with Heritage Lottery Fund's support we have been able to invest more in the project, which has helped to increase the participants' knowledge and skills.'

Lyric Hammersmith

## **Learning**

Every one of our 16,600 projects has created the chance for somebody somewhere in the UK to learn about their heritage. Helping people learn about heritage is at the heart of everything we do, and our broad view of learning includes children (in school and out), families and adults. Thousands of children and their teachers have used heritage sites to learn about science, geography, maths, literacy and citizenship. Nothing promotes a love of learning more than a passionate teacher and our funding has created more than 600 new education posts, as well as around 300 spaces for learning, both indoor and outdoor.

### **New Lanark World Heritage Site**

#### **Award £2,435,000**

Robert Owen, the visionary 19<sup>th</sup>-century industrialist, knew that inspirational education spaces encourage learning. Owen created a model community at New Lanark, which by 1820 was the largest cotton manufacturing centre in the country. Young children were not allowed to work in the mills, but instead attended progressive schools established by Owen in a building known as the Institute for the Formation of Character. Our grant has restored his flexible and light classrooms, along with other important buildings in this industrial complex, to bring to life the story of the families who lived and worked in his community for today's schoolchildren and other visitors.

### **Rye Meads**

#### **Award £600,000**

Rye Meads is a series of lagoons, grazing marshland, reedbeds and wetlands in the Lea Valley, Hertfordshire. Our grant made possible a major conservation and education programme which aimed to maximise the site's significant ecological value, at the same time creating a fantastic educational resource for people of all ages. A new education centre provides a base for schoolchildren and adults to

find out about local bird and wildlife, while hides and nature trails provide visitors with perfect viewing areas and places for activities such as pond dipping.

'The Heritage Lottery Fund has made a vital contribution to preserving our past and making it accessible to children and learners of all ages.'

David Bell, HM Chief Inspector of Schools

## **Volunteers**

Many historic sites, collections and landscapes around the UK depend on volunteers. Our awards have generated over a million hours of volunteer time for wildlife projects<sup>5</sup>. Volunteers need skills, and across the country, volunteers of all ages are learning to record species, lay hedges, excavate archaeological sites or lead tours for visitors. And we accept volunteer labour as match funding, making it easier for voluntary groups to apply to us.

### ***Softwing to the sea***

#### **Award £31,200**

A dedicated team of Cornish Maritime Trust volunteers has restored *Softwing*, a gaff-rigged Falmouth Oyster Dredger built in 1899, back to working condition. The team regularly skipper the *Softwing* in regattas and welcome people on board when she is moored at the National Maritime Museum in Falmouth. In 2005, they won a 'Heritage Heroes' award in a scheme set up by HLF to celebrate the contribution of volunteers to keeping alive the UK's heritage legacy.

## **Skills**

In 2005 we launched a new initiative to tackle the huge problem of heritage skills. Our research uncovered a major shortage of both the craft skills needed to care for heritage and the 'people skills' needed to welcome visitors or work with

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<sup>5</sup> UK Wildlife Trusts.

communities.<sup>6</sup> One solution was to ask all of our bigger projects to build training into their project at the outset, and thatching, stone masonry, and dry stone walling are just some of the skills that have been kept alive as part of our projects. From providing on-site training to carpenters, bricklayers and local construction students as part of an ancient tithe barn restoration at Waxham in Norfolk, to the hundreds of volunteers from all over the country who have received training from the British Aircraft Preservation Council to keep historic aircraft in good condition, our funding is beginning to make inroads into the skills shortage. But more is needed. The new £6 million bursary scheme will encourage heritage organisations to get together with others to create more training opportunities.

#### **1.4 ADDITIONAL FUNDING MAKING A DIFFERENCE**

Without Lottery funding most, if not all, of this simply would not have happened. In 1994 there was no major government funding source for the UK's distinctive historic parks. There was some funding to repair outstanding historic buildings, but no real support to find new uses that would sustain them; and there was no support for involving communities in caring for places. There was little or no public funding for historic ships, locomotives, planes or buses, unless they were part of a museum collection. Local record offices, like museums and parks, were often seen as low priority for local authorities with multiple demands on limited resources. The UK Biodiversity Action Plan had begun to identify important species at risk, but there were inadequate resources to deal with them. The need for additional funding was clearly recognised in the decision to identify heritage as one of the original good causes.

HLF works alongside other agencies who deal with the natural environment, the historic environment, the countryside, museums and architecture across the UK.

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<sup>6</sup> HLF, *Sustaining our Living Heritage: Skills and Training for the Heritage Sector*, 2000.

Many of these channel government or European funding for heritage but those funds are usually focused on the most important places and collections. In some areas HLF is the only or by far the largest funder; in others such as land and biodiversity, it complements funding with different objectives such as the agricultural subsidy regime.

Furthermore, HLF has shifted the fundamental concept of heritage from being something that is exclusively defined by experts on behalf of society to one that recognises the importance of protecting a wide range of heritage and also of getting more people involved in identifying and caring for what is valued collectively. Our investment in the heritage of the UK has not only transformed the landscape in terms of material conservation; it has dramatically shifted the way in which heritage is defined and understood. As a result our programmes and approach are very different from those of other bodies.

'It needs to be [a broad definition of heritage] because one person's definition of heritage is going to be different from another person's. And HLF have to think about everybody.'

Citizens' Jury participant, June 2005

***SS Great Britain***

**Award £8,855,000**

*SS Great Britain* is a unique survivor of the earliest iron ships, sited in Bristol at the first purpose-built steam ship works in the world. As the only source of major funding for historic ships, HLF's support has repaired and protected the ship's historic fabric and enhanced the surrounding dock and buildings. The experience for visitors of all ages has been dramatically improved, with full disabled access for the first time, enabling everyone to learn about the ship's history, construction and life on board.

## Section 2: Fair Access to HLF Funding

### Local decision-taking

In 1999 HLF set up offices in Scotland, Wales and Northern Ireland, and in 2002 offices in English Regions in order to bring about our aim to achieve a more equitable spread of our grants across the UK. As a result, some **58% of funding is now decided locally**.

### Deprived areas

Across the UK, **40% of our funding has gone to projects in the 25% most deprived local authority areas**<sup>7</sup>.

### Chatham Historic Dockyard

#### Award £12.8 million

Chatham Dockyard closed in 1984, but following a series of HLF awards it has been revived as a centre for tourism of outstanding heritage importance, contributing to the regeneration of the 80-acre site, creating local jobs and ensuring that the most complete example of an eighteenth-century dockyard in the UK is preserved for the enjoyment of visitors. As a result the site brings an additional £20 million a year to the local economy.<sup>8</sup>

### Smaller awards

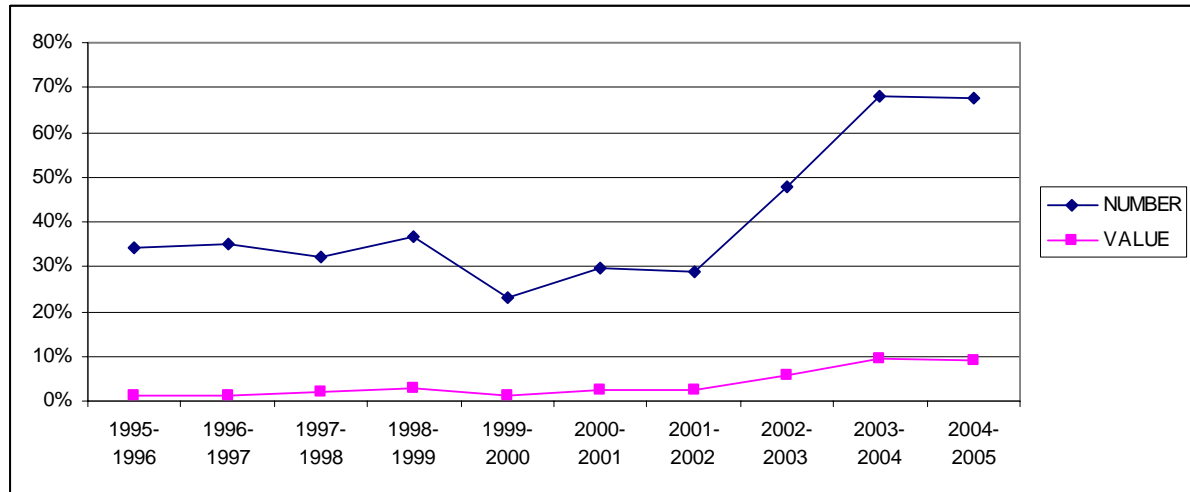
Smaller awards have also proved to be an effective way of increasing the spread of funding across the UK. In 2000 we made these awards easier to get, and since then there has been a dramatic increase in smaller awards. Before 2002,

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<sup>7</sup> This figure is based on the ONS guidelines in England, the Northern Ireland Deprivation Index 2003, the Scottish Deprivation Index 2003 and Welsh National Assembly definitions. Of the 434 local authorities in the UK, some 40% of all our funding has gone to the most deprived 102. Across the four home countries these 102 authorities are split as follows: England (81), Scotland (8), Wales (6) and Northern Ireland (7).

<sup>8</sup> Southern Tourist Board estimate cited in HLF, *Practical Partnership: involving young people in heritage*, 2004.

30% of all commitments were for less than £50,000, but **by 2004-05 the proportion of grants under £50,000 had risen to nearly 70%.**



**Chart 1: Number and value of HLF awards under £50,000 as % of total for each year**

### **Geographical distribution**

Some areas have had fewer awards than others. Many of these are deprived areas such as former coalfields, which do have important heritage but lack the capacity to develop projects. We put development staff in place to help applicants from these areas. Now success rates in our development areas are overall higher than success rates generally. **Every local authority in the UK has now had an award from HLF.**

### **First-time applicants**

In the last three years we have made awards to more than 3,300 different applicants. In more than half of these cases, the applicants were receiving an award from HLF for the first time.

### **Social and ethnic groups**

We have funded organisations that represent a wide range of social groups including Mencap, Scope, Age Concern, Young Farmers' Clubs, Save the Children, the Women's Institute and many cultural organisations. **Around 40-50% of all funding since 2002 has gone to community and voluntary sector**

**organisations.** Hundreds of projects have been lead by or have directly benefited Black and Ethnic Minority communities.

### **Northamptonshire Black History**

#### **Award £365,000**

Thirteen community-based organisations in Northamptonshire worked together to record and promote the history of Black people in the region from the earliest discovered record – that of Peter the Saracen at Northampton Castle in the early 13<sup>th</sup> century – to the present day. As a partnership between the Wellingborough Race Equality Council, the local library service, museum and art gallery and university, the project won the prestigious Libraries Changing Lives Award in 2005.

### Section 3: Attracting Additional Investment

**HLF funding of £3.3 billion has attracted £2.6 billion in partnership funding** from a whole range of other bodies, including Regional Development Agencies, the European Union, the private sector, charities, and central government sources. That means that HLF projects will bring a £5.9 billion investment in the UK's heritage.

'Contributions to the project have been very generous and supporters like the Heritage Lottery Fund have shown a commitment and confidence in the project that the new museum has justified. The support we received has enabled the Museum of Scotland to become part of an international celebration of all things Scottish'.

Mark Jones, Director of the National Museums of Scotland, 1992-2001

Our grants have paved the way for several major programmes of government investment. We were the first funder to see the potential benefits of supporting parks, which are now at the centre of the Office of the Deputy Prime Minister's agenda for cleaner, safer, greener places. From 1994 to 2005 we invested over £271 million in projects in those English regional museum services which are now the Hubs of Renaissance in the Regions; **our investment provided the essential infrastructure and capacity which made possible the developments receiving over £100 million** in additional revenue funding from Government to make the visitor experience more enjoyable and appealing for all.

## Section 4: Social and Economic Impacts

### 4.1 SUSTAINABLE DEVELOPMENT

Heritage – in its own right – makes a major contribution to sustainable development. For HLF, social, economic, environmental and heritage benefits are all considered together when we assess projects. In practice, this means championing community involvement in major regeneration initiatives such as restoring our historic town centres and bringing our canals back into use, and in smaller local heritage projects where communities come together to save what is important to them. And caring for our heritage contributes to sustaining natural resources. New construction is one of the largest producers of waste in the UK.<sup>9</sup> Re-using historic buildings is an excellent way of both preserving what matters to people and reducing consumption and waste.

'If it was just left, most of that community would have disappeared by now and moved out and you'd just have a lot of derelict houses... Now they're a community, with one or two generations still living there.'

Citizen's Jury participant, commenting on Blaenafon World Heritage Site, South Wales

### 4.2 SOCIAL IMPACTS

#### Individual experiences

We asked people who took part in Local Heritage Initiative projects about their experiences. They told us that they had gained greater confidence and learnt new skills; they also enjoyed working as part of a team and made new friends<sup>10</sup>. Forty per cent had never been involved in a heritage project, and 90% of projects

<sup>9</sup> Environment Agency (<http://www.environment-agency.gov.uk>), Waste – an overview, 2005.

<sup>10</sup> Gilmore, Hankey, Kirk, *Evaluating aspects of the Local Heritage Initiative*, 2003.

were carried out by first-time applicants. The organisations that took part also learnt how best to motivate communities.

The young people who took part in the pilot for our Young Roots programme were able to share their new-found expertise with friends, family and the wider community, and as a result became more confident and had greater self-esteem<sup>11</sup>. Eighty-nine per cent of the projects showed that young people's attitudes to heritage had changed, and over half the project workers revised their own scepticism about young people's attitudes to heritage.

'Young people who would otherwise see themselves as having no future discover[ed] new skills and interests and more about their background.'  
Citizens' Jury Participant commenting on On Common Ground Project, South Wales, June 2005

### **Communities**

Heritage can bring communities together. Sixty per cent of the projects in our Your Heritage programme (grants up to £50,000) involved volunteers. A third involved volunteers who were unemployed, and 15% people from BME communities. Two thirds of projects said that they had involved both different parts of the local community and people of different ages working together.<sup>12</sup>

#### **Lister Park, Bradford**

##### **Award £3,200,500**

Much improved recreational, leisure and cultural opportunities are now available to the residents of a densely populated and deprived area of Bradford, thanks to the HLF grant which made possible the restoration of Bradford's best known historic park. Based on a strong partnership with the local community, the City Council's project included restoration of the bandstand and boating lake and the

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<sup>11</sup> Copeland, T & Hayton Associates, *Young Roots – evaluation of the pilot phase*, 2003.

<sup>12</sup> Ipsos telephone survey for HLF, September-October 2004

creation of a splendid Mughal garden that reflects the heritage of the local Pakistani community. The Mughal Garden enhances a previously neglected space near Cartwright Hall Gallery and Museum and now attracts couples of all backgrounds as a romantic setting for wedding photographs.

### **Health and well-being**

Heritage can contribute to health – whether it is the health of communities or individual physical health. Where we live matters to us – living in a place that is well-cared for, distinctive and that we are proud of can have an effect on our life expectancy; at the same time, nature can have an ‘immunising’ effect by protecting us from future stresses and helping us to concentrate and think more clearly.<sup>13</sup> By supporting parks, wildlife and countryside, and by improving the quality of towns and cities, we are making an important contribution to better health and well-being.

### **Public value of heritage**

Public surveys confirm that people value heritage, especially those who live in areas where it is distinctive and renowned, such as Liverpool, London or Glasgow. If asked directly about their views on heritage, people sometimes struggle to see its relevance to their lives, yet when prompted with examples of what heritage might include, they attach great value to it.

We have tried a number of ways of asking people for their views about heritage. Working with the Think Tank Demos, we are developing a model for the ‘public value’ of heritage and have begun to test this using Citizens’ Juries to evaluate completed HLF-funded projects. This research work with the public has shown how heritage matters to people. They told us:

- It contributes to **knowledge** – it helps us learn about ourselves, our history and the places around us.

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<sup>13</sup> Department of Health, *Social capital, place and health*, 2004.

- Heritage delivers a sense of **identity** on a personal, community, regional or national level.
- It is important for our children. It is a **bequest** that we want to hand on for future generations.
- It is what makes places special - it contributes **distinctiveness** which is in turn closely linked to local and cultural identity.

'[Heritage matters for]...education and learning, taking pride in our past and establishing or reinforcing a sense of community and national identity'

*Citizens' Jury participant, June 2005*

**And people are clear about a wide range of benefits arising from heritage projects funded by HLF:**

- **Economic benefits:** heritage projects contribute strongly to regeneration and economic growth, creating a 'ripple effect' of well-being across a host of areas from employment to enjoyment and pride.
- **Benefits to the local area and the environment:** heritage projects improve the profile and reputation of an area, lead to a safer and improved environment, reduce anti-social behaviour and improve leisure opportunities.
- **Community benefits:** heritage projects help communities by creating greater public spirit, mutual understanding and pride in the local area. This applies particularly to projects which celebrate and commemorate the history of ordinary people.
- **And benefits to individuals:** taking part in heritage projects helps people to enhance their learning, skills and confidence.

'The projects all unite communities with a reason to be proud of those that have gone before them'

*Citizens' Jury participant, June 2005*

**This is backed up by quantitative research into people's views on heritage places and activities. Heritage is a national pastime and pleasure:**

- 85% of people surveyed felt that the quality of public space and the built environment has a direct impact on their lives and the way they feel.<sup>14</sup>
- 82% of people think it is important for their local town or city to have its own museum or art gallery.<sup>15</sup>
- More people visit museums, cathedrals, historic buildings and parks than go to live sporting events or zoos and theme parks.<sup>16</sup>
- There are over a billion day visits to the countryside each year.<sup>17</sup>

### **4.3 ECONOMIC IMPACTS**

The long-term economic benefits of HLF funding fall into two main categories – those associated with tourism and recreational spend; and the positive impact of HLF projects on the business environment of an area, through better public spaces, refurbishing and re-using redundant buildings and providing new cultural facilities.

#### **Tourism**

Heritage attractions play a critical role in the UK's tourism industry, contributing significantly to the £26.5 billion generated by UK residents within the UK and the £11.7 billion generated by overseas visitors<sup>18</sup>. Castles, churches, monuments or historic houses are the top destinations for over two-thirds of UK visitors from emerging economies such as Russia and China.<sup>19</sup> We have funded eight out of the top ten of the UK's most visited museums including the British Museum, the

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<sup>14</sup> Report for Cabe, 2004.

<sup>15</sup> MORI survey for MLA, 2004.

<sup>16</sup> English Heritage, *Heritage Counts: the state of England's historic environment 2003*.

<sup>17</sup> Great Britain Day Visits survey, cited in English Heritage, *Heritage Counts: the state of England's historic environment, 2005*.

<sup>18</sup> VisitBritain, cited in English Heritage, 2003.

<sup>19</sup> VisitBritain emerging markets survey, cited in English Heritage, *Heritage Counts: the state of England's historic environment 2005*.

National Gallery, the Science Museum, York Minster, Tate Britain, the Lowry and the National Railway Museum. We have also funded six out of the top 10 most popular visitor attractions in the UK including the Tower of London, Edinburgh Castle, Kew Gardens and Stonehenge. **All of the top ten free heritage attractions have received funding from us.**

### **World Museum Liverpool**

**Award £30,939,000**

The European Capital of Culture 2008 now boasts a stunning redevelopment of Liverpool Museum with new galleries devoted to the most diverse collection of artefacts from World cultures outside London. The museum has expanded to twice its size. As well as showing off magnificent art and artefacts from Asia, Oceania, the Americas and Africa, the development includes a natural history collection, the reinstatement of a much-loved aquarium and an interactive Bug House, enabling children to explore how insects live, as well as viewing real-life creepy crawlies. The recently opened museum is the final stage of a major programme of redevelopment across the National Museums in Liverpool.

One of HLF's biggest transformational projects has been the £25 million contribution to the restoration of the Kennet & Avon canal. British Waterways' economic impact study<sup>20</sup> looked at the impact of the £29 million restoration project: there was a net increase in income to the local economy from tourism of £5 million per year; the waterway-based tourism economy is now worth an annual £26 million. Other projects likely to have generated major visitor-related economic impacts for their local areas (or will do so in the future) include Kelvingrove in Glasgow, Manchester City Art Gallery, Somerset House in London, the National Museums in Liverpool, the Imperial War Museum Duxford, the National Railway Museum at Shildon, the Discovery museum in Newcastle

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<sup>20</sup> Ecotec, 2002, for British Waterways. *The economic impact of the restoration of the Kennet & Avon Canal.*

and the Big Pit mining museum in South Wales. In Scotland, Jura<sup>21</sup> found that HLF projects had created around 800 full-time equivalent jobs relating to tourism.

Rural regeneration is also vital. In total £836 million of our funding has gone to rural areas.<sup>22</sup> HLF has supported a number of projects along Hadrian's Wall, including the creation of a long distance footpath. Eight hundred walkers use the path each month, spending on average £180 each which helps local farm-based businesses along the route<sup>23</sup>. The £25 million we have invested in Landscape Partnerships has supported communities in rural areas to preserve the distinctive character of their local landscape, at the same time making sure more people are able to enjoy the countryside and attracting new business from increased tourism. Over 1,000 Local Heritage Initiative projects worth £16 million have been led by local communities researching, looking after and celebrating the history and character of their village and its surroundings.<sup>24</sup>

### **Property markets**

A high-quality, vibrant high street with well-maintained buildings not only encourages tourism, it attracts inward investment. Research into our major grants and our townscape programmes<sup>25</sup> shows that these projects have been successful in raising business confidence in run-down areas. They also found that there were two key factors for success: investment (by HLF and others) needs to be sufficient to address the scale of the local economic need, and investment tends to be more successful where it has been concentrated within a clearly defined area.

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<sup>21</sup>Jura, 2003. *The impact of the Heritage Lottery Fund in Scotland*.

<sup>22</sup> Using the Commission for Rural Communities definition of rural areas. English Heritage, *Heritage Counts 2005*.

<sup>23</sup> Business survey cited in HLF, *New Life*, 2004

<sup>24</sup> Interface, for the Countryside Agency, *The economic and environmental impact of Local Heritage Initiative*, 2005.

<sup>25</sup> Grover and Reeves, Oxford Brookes, *Townscape Heritage initiative evaluation – summary report*, 2003.

## **Overall impact**

HLF has redirected resources to certain sectors and areas, in particular the most deprived parts of the country. Funding to the 10% most deprived areas in the UK has amounted to £825 million of new investment in these poorest areas in the last eleven years, creating around 10,000 person years of employment.

HLF funding has also shifted expenditure into leisure, culture, construction and land management. The projects we have supported have created new demand and vital support for many hundreds of local businesses specialising in building crafts and skills which might otherwise have struggled to survive. Spending on repairs to historic buildings is more likely to generate local employment and use local materials than spending on new construction.

### **Mowbray Gardens, Sunderland**

#### **Award £9,963,000**

In the 19th century Sunderland's Mowbray Gardens, Winter Gardens and Museum and Art Gallery were inspiring symbols of the city's modernity and industrial achievements. But by the 1990s their former glory was hard to detect, and the area was increasingly threatening and unappealing.

Our grant has transformed the park, gardens and museum as part of a broader regeneration initiative that made Mowbray Gardens one of the most visited attractions outside London in its first year of opening. It has also created a vibrant new focal point for community and leisure activities. Reviving the Winter Garden, where 1,500 exotic plants bloom beside cascading water features in a glass rotunda, has provided a green haven just a stone's throw from the city centre. Multi-level visitor pathways allow everyone to enjoy the experience. And a programme of activities with schools, linking the history of the park with the National Curriculum, has attracted around 8,000 school visits since July 2001.

## Section 5: Lessons Learnt

In awarding over £3 billion in grants we have overseen an eleven-year period of substantial investment in heritage unparalleled since the 19<sup>th</sup> century. We have created new opportunities for people who had not done so before to explore and enjoy heritage; and we have started a national debate on the role of heritage and identity in a vibrant, modern country.

In doing so we have become a mature and confident lottery distributor with a distinctive approach to heritage.

The **scale of our funding** has been essential to tackle the long-standing problems of some national icons such as Hadrian's Wall. Our **UK-wide focus** has made it possible to fund major capital projects in all four countries of the UK.

The **breadth of our remit** enables us to take an integrated view, cutting across the traditional, but artificial, boundaries between museums and parks, buildings and wildlife, landscapes and collections, creating a richer experience for people as a result. In practice we have done this through our pioneering approach to conservation management planning which means that the projects we fund take a broad, inclusive view of what is valuable and why.

We have committed to ensuring our funding is **widely accessible**, and making our processes as simple and fair as possible. None the less we have found that projects don't happen where there is no capacity to deliver them, and even with simpler processes, **some groups and communities need extra help**. Our advice and knowledge are at the service of all our applicants, whether they are a small local community group, a wildlife trust or an internationally important museum.

We have **encouraged innovation** and are proud to have been a major funder for many award-winning projects. Demanding **high standards of management** has improved the quality of care and maintenance. But **large projects take time**. Finding long-term solutions to hugely important but sensitive sites requires complex negotiation. Funding can concentrate people's ambition, but does not always deliver a project or deal with problems quickly.

**Working in partnership** is vital. Local authorities, central government, statutory agencies, the voluntary sector, corporate and charitable funders, and the many private individuals and local groups who care for places that matter to them all play a crucial role. Our applicants have built up a huge pool of expertise in making projects happen. It is important to ensure that that knowledge is shared, to show what can be achieved and to encourage others.

**Our own values and behaviour are important.** Throughout our operating period, we have retained **tight control of our running costs**; in 2004-2005 only 8.5% of our income was spent administering lottery funding. And as a lottery distributor we have built up an excellent record of **responsible investment**. Even though we have funded many adventurous projects, we have had no notable failures. By ensuring that our funding makes heritage relevant and welcoming to all sections of the community we have **fostered sustainability**.

'But things like this make me believe that, because I've seen them first hand, believe that they are good. It this is just a sample of what the Heritage Lottery does, then that's brilliant.'

Citizens' Jury participant commenting on funded projects, June 2005

### **Hadrian's Wall**

#### **Awards totalling £20,326,825**

Hadrian's Wall is one of Britain's most famous landmarks. We have funded 16 projects along its 135km length, from Wallsend in the east to Bowness-on-

Solway in the west - helping to conserve the wall, improve the national walk, and create exciting opportunities to learn about the Romans. These projects have also helped to re-launch much of the local economy – around 800 walkers a month now spend on average £180 each, supporting farm-based businesses along the route.

## **Section 6: Future Priorities**

### **6.1 OUR PRIORITIES**

We have pioneered a radical approach to heritage. As a result, heritage is reaching new audiences and heritage organisations are developing new skills and ways of working.

We believe that our basic framework, developed over eleven years, and our unique mix of funding for both people and heritage, remains sound. We will therefore stick to our guiding principles as expressed in our three strategic aims:

- To conserve the UK's diverse heritage for future generations to enjoy;
- To enable more people to be involved in and make decisions about their heritage;
- To enable people to learn about their own and others' heritage.

But this does not mean standing still.

#### **Conserving, sustaining and regenerating heritage**

Heritage is dynamic. As society changes, new aspects of heritage become important, producing different demands and opportunities. Twentieth-century heritage is beginning to need proper care to safeguard its future. Farming practice and subsidy regimes are changing and so will the needs of our rural heritage. Economic pressures threaten the distinctive character of the high streets and market places of our historic towns. Only ten years ago consulting a rare map or document usually meant travelling to the archive housing it; now thousands of rare books, family history records, paintings and artefacts can be made available in digital form at everyone's desktop.

Caring for what we value is at the heart of sustainable development. Despite over a decade of lottery investment, major tasks - such as resolving the long-term future of Stonehenge – still cry out to be done. Without further action, species

and habitats will continue to decline. Ninety per cent of historic parks need more investment.<sup>26</sup> One in ten parish churches has closed since 1969 and many predict that this rate will double in the near future. Across the UK about 20,000 of our most important buildings are at risk<sup>27</sup>. Many communities lack a good museum, and almost 2000 schools in England still do not have opportunities to take part in education programmes in museums and galleries.<sup>28</sup>

Over the next ten years:

- Up to £1 billion extra is needed if we are to continue to improve habitats and protect species;<sup>29</sup>
- £1.2 billion would be needed to meet the backlog of work and ongoing repairs needs of 12,200 listed Anglican places of worship in England;<sup>30</sup>
- Around £5.6 billion would have to be found to repair all 'buildings at risk' across the UK;<sup>31</sup>
- £3.5 billion would bring our most important historic parks into good condition;<sup>32</sup>
- £10 million would create digital access to archives across the country;<sup>33</sup>
- £1.05 billion would improve neglected historic cemeteries;<sup>34</sup>
- and £700 million would restore our waterways and canals.<sup>35</sup>

Not all of this can be done with Lottery money - but the scale of the tasks remaining to be tackled is clear.

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<sup>26</sup> Urban Parks Forum, 2001

<sup>27</sup> English Heritage Buildings at Risk Register.

<sup>28</sup> Regional Agency Strategic Commissioning programme funded by DfES and DCMS via MLA, May 2005.

<sup>29</sup> English Nature.

<sup>30</sup> Council for the Care of Churches.

<sup>31</sup> English Heritage Buildings at Risk Register.

<sup>32</sup> Urban Parks Forum, 2001.

<sup>33</sup> Archives Task Force, *Listening to the Past, Speaking to the Future*, 2004.

<sup>34</sup> Cemeteries study for HLF, based on 3,500 locally important cemeteries in the UK.

<sup>35</sup> IWAAC, *A Second Waterway Age: review of waterway restoration and development priorities*, 2001.

**Conservation will remain the engine that drives everything that we do to ensure we hand on our most valued heritage to future generations in good heart. This does not necessarily imply more and more multi-million pound projects, and we need to be imaginative about getting full value from lottery players' investment to date. But without continued substantial funding the benefits of many of our achievements will be lost and opportunities to safeguard our future heritage wasted.**

**Christ Church, Spitalfields**

**Award £5,984,000**

Christ Church was the first of the series of London churches designed by Nicholas Hawksmoor, and is a major landmark of the Spitalfields conservation area. By the 1960s it was almost derelict, and at risk of being lost altogether. Following help from HLF and a substantial restoration project, the building's striking architecture can once again be fully enjoyed and appreciated, and the church has a vibrant new life at the heart of the community.

'The result is spectacular. For the first time in over a century, it is possible to experience this great church more or less as it looked 275 years ago... the building is back in action as a house of prayer, a concert hall, a theatre and a place of congregation, light-filled and numinous - just as Hawksmoor intended.'

*The Guardian, September 2004*

**Involving people**

We want to create thousands of new opportunities to involve people in heritage, whether on archaeological digs, in looking after local parks or sharing community memories. There is a huge untapped market for new volunteers from all parts of society, but the biggest challenge of all is to make the connection between the

heritage that needs our help and the rest of our lives – with society, the economy and the environment.

**We will continue to make heritage more welcoming to everyone, ensuring that the richness of the UK’s heritage is properly reflected and included at every level. We will increase the number of opportunities for volunteering in heritage, strengthen support for volunteers through relevant training, and attract new volunteers – particularly young people and people from under-represented groups – to ensure that our heritage is sustained in good condition for the long term.**

### **Young people**

There are few other funding sources that specifically bring together heritage and young people and yet young people tell us that they value highly the skills and experience they derive from involvement in heritage projects.<sup>36</sup>

**We will help to deliver more practical opportunities for young people to learn about who they are and where they have come from, giving them the confidence to know their own heritage and respect that of others.**

### **Learning and skills**

Providing opportunities to learn about heritage was an early priority for us and will continue to be at the heart of the projects that we fund. There is also an acute lack of the special skills needed to maintain our heritage and support the economy as a whole.

**We want to equip more people with the knowledge and skills to care for the culture, places and knowledge that we have inherited and want to pass on to the future, in a dynamic and progressive heritage sector whose workforce fully reflects the diversity of our society.**

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<sup>36</sup> Copeland T., & Hayton Associates, 2003.

## 6.4 OUR VISION

Even if we retain our current share of good cause income, we will not be able to commit as much money to new awards as we do now. As new audiences join the heritage debate, the demand for funding to support the heritage legacy grows steadily. Demonstrably, our present share of funding has left vital tasks still undone: this fact must guide government thinking about the future allocation to heritage.

We therefore need at least the same share of lottery funding to help create a future in which:

- More of our greatest buildings, landscapes and places are cared for, loved and there to be enjoyed;
- everyone has the opportunity to discover their own heritage and that of others;
- the number of well-maintained and secure parks continues to grow, and everyone has opportunities to learn about our natural heritage;
- more neighbourhoods are revitalised as places to be proud of - rich in heritage and memories – that act as a springboard for developing modern communities;
- every schoolchild can take part in exciting activities outside the classroom to help them learn about our diverse heritage;
- everyone has affordable opportunities to enjoy our museums, galleries and the greatest treasures of Britain's heritage;
- and more communities have access to funding and skills to help preserve and share their traditions, stories and language with others.

We believe heritage defines Britain as a modern country and provides the foundation for our sense of identity as citizens, communities and nations. Our

approach is progressive and democratic; heritage is a public asset that benefits everyone, and all sections of society are entitled to identify, care for and enjoy it. HLF's funding is transforming the way we think about heritage in today's world, contributing to citizenship, the environment, creativity, communities, healthy living and revitalised places.

**Our vision of heritage is as a legacy for our children that we can be proud of, making a positive contribution to national well-being. We have achieved a huge amount with lottery players' money but we have only just begun to tap the potential contribution that heritage can make to a modern nation. The task of enabling heritage to fulfil its social, economic and environmental potential will require a substantial strand of dedicated funding for the decade to come.**