IVAR

Working in Place: Collaborative funding in practice
Learning from five case studies

Acknowledgements

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01.
Introduction

Place-based funding

By 'place-based funding' we mean targeted investment in defined geographic areas… That is, a package of support – which may comprise: multiple grants; particularly large investments; grants and additional activity (capacity building, networking, influencing work) – within a defined place.[1]

[1]IVAR (2016) *Working in Place*, London: IVAR

Introduction

In July 2015, we began a programme of research into place-based funding, which aimed to inform the development of the approaches used by UK trusts and foundations. The research has been driven by:

• Growing recognition amongst funders that the issues they wish to address – particularly in the most disadvantaged localities – are multi-faceted and that place-based funding might be one way of delivering a more holistic approach

• Wider debates and discussion about the role of independent funding in light of shifts in policy and the economy (for example, reductions in statutory funding, welfare changes, a move towards devolution/localism).

Our research to date has been in two phases:

1. **Phase 1 (July 2015/ September 2016)**, in which we engaged over 100 foundations and public funders across the UK in research, discussion and debate about place-based working. It led to the production of a place-based funding framework (see Appendix 1): a series of questions and checkpoints to guide funders in developing and designing a place-based approach. The report and framework are available at **www.ivar.org.uk**

2. **Phase 2 (October 2016/ July 2017)**, in which we built on the framework by carrying out five case studies to explore how independent funders could work effectively with local, regional and national public agencies in a given geographic area. This question emerged from Phase 1 as particularly relevant at the moment.

This report outlines findings from Phase 2 for independent and public funders involved or interested in developing place-based approaches. It draws on learning from five case studies which, together, gathered the experience and perspective of more than 55 individuals involved in place-based working.

02.
The case studies

Location of the case studies:

What the case studies share in common:

- They are all examples of independent and statutory funders working together
- Each example is an attempt to join-up services, funding or both in a locality
- A targeted investment has been made in a defined geographic area (though the exact focus and approach of this varies)

They differ in terms of:

- The way that money is given or used – of the five case studies, three are grant-making initiatives and two have used funding to build or support infrastructure or systems change
- The lead for work – independent funder (Dundee, PDI, Harrow), local authority (Bristol), voluntary organisation (York) – and the degree to which 'control' has been handed over or shared

The case studies

Our case studies were selected to provide a range in terms of location; style of approach; initiating body; and stage of development. They are all examples of independent funders working with local authorities or central government, albeit from different perspectives.

1. Bristol Impact Fund (2016+)
A Council initiative consolidating previously separate Council voluntary sector[2] grants streams. The fund was co-designed with the local voluntary sector. Independent funders were drawn into the allocations process, with a view to increasing alignment of funding strategies.
Scale of funding: £3.29m

2. Inclusion Plus – Dundee (2013-2016)[3]
A partnership approach to supporting young people at risk of exclusion from school in Dundee. Funded by the Robertson Trust, Big Lottery Fund and Dundee City Council. Initiated by the independent funder wishing to test a new funding model and voluntary organisations wanting to replicate their support offer in another area.
Scale of funding: £860,000 (approximately)

3. Partnership Drugs Initiative – Scotland (2001+)
An initiative funding support to children and young people affected by substance issues, aligned to local need and context. Set-up by Lloyds TSB Foundation for Scotland[4], funded in partnership with the Scottish Government and The Robertson Trust. PDI has been running for over 15 years.
Scale of funding: £1.7m per year (approximately)

4. York Pathways Pilot (2015-2017)[5]
A strategic level partnership in York aimed at improving the response to individuals experiencing 'mental distress' and joining up service delivery. The work was initiated by North Yorkshire Police and Together (national mental health charity) and funded by Lankelly Chase Foundation, North Yorkshire Police and York Council.
Scale of funding: £340,000 (approximately)

5. Young Harrow Foundation (2016-2019)
A new organisation established to enable a long-term approach to supporting services and funding for young people in Harrow. Funded by John Lyon's Charity and City Bridge Trust. Initiated by John Lyon's Charity who have undertaken similar work in Barnet and Brent previously. Young Harrow Foundation is based on John Lyon's Charity's new 'Young People's Foundation' model of support for voluntary sector organisations working with children and young people.
Scale of funding: £600,000 core funding grant

[2]We use the term 'voluntary sector' to describe organisations that variously described themselves as belonging to the: community sector; voluntary and community sector; social enterprise; third sector; non-profit sector; or civil society
[3]Some elements of the work have continued in a new 'Stage 2' of Inclusion Plus
[4]Lloyds TSB Foundation for Scotland changed its name to 'Corra Foundation' in 2017
[5]York Pathways received further funding for 2017/18 to continue its work to embed the project aims

03.
Key elements of collaborative funding in place

3.1 Independent funding as a source of support for developing new ways of working

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3   Key elements of collaborative funding in place

All the case studies demonstrate the advantages of cross-sector and collaborative working in terms of developing better understanding between funders and offering the potential for closer alignment. There is a value for all funders in knowing what their peers are doing and understanding the local 'funding jigsaw' even if they decide to go their own way. The following summarises the main learning points that emerged from the research.

Austerity was a driver for all of our case study examples – in terms of both responding to loss of local funding and trying to spend remaining money more effectively. In Harrow, two independent funders came together to support the rebuilding of infrastructure for youth services in light of funding cuts; in Bristol, the local authority was trying to work in a new way – as more of an enabler – with the voluntary sector in order to reduce disadvantage and tackle inequality.

In this context, many were focusing on bringing together services, funding streams or both to develop more integrated or joined-up approaches to provision: *'knowing the jigsaw – the funding ecology – how you fit and who else might fit in, formally or informally'*. There was a specific focus on making funding more representative locally and aligning it more closely to local need.

Participants acknowledged the imperative of finding new ways of investing in the voluntary and community sector in light of the changing operating environment. The collaborative funding initiatives in this study need to be seen in this wider context.

> *'In terms of the pressure the Council is facing, the coproduction fits well with the vision of the Council as an enabler with smaller VCOs at the front and centre of delivery… The VCS will be pivotal to the future as the Council moves forward into being an enabling authority.'*
> Bristol Impact Fund case study

Independent funding as a source of support for developing new ways of working

For those developing new partnerships or delivery models, one of the potential advantages of having the support of independent funders is that they may be willing to provide funding without requiring assurance of success or the accomplishment of specific or intended outcomes. Whilst this can enable a funded partnership to trial new and different strategic approaches to delivering a service, it still involves partners taking on considerable risk in terms of reputational damage and loss of trust if things do not go as planned. Staff at the Young Harrow Foundation have been able to invest time into developing relationships because of core funding from John Lyon's Charity and City Bridge Trust, but they
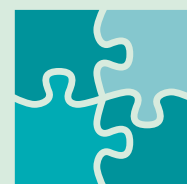
emphasised that they still needed to demonstrate success to members in order to maintain their trust and engagement.

Lankelly Chase Foundation provided a grant to York Pathways to build foundations and test the receptiveness for developing a systems change approach to supporting individuals experiencing mental distress in the city. The funding conditions made clear that outcomes could be changed or adapted during the grant terms, with the aim of enabling York Pathways to explore and build the relationships needed to establish the work. As an independent charitable funder, Lankelly Chase Foundation was seen as providing space and flexibility to think creatively in the development stages as well as an external perspective that helped shift mindsets and brought learning from other disciplines and initiatives.

We found that the space and flexibility provided by independent funding allows for experiential learning to take place and for building trust. In Dundee, the initial financial contribution made by the Council to Inclusion Plus[6] was relatively small, but participation enabled Council representatives to trial a new approach/project and develop new working relationships. The Council was then able to contribute more substantially to a further stage of the work.

'We strive to work in this way – with partners, to involve young people – but it's not easy and so the PDI brings a lot of value for us. Particularly in terms of quality and consistency'
Partnership Drugs Initiative case study

'Collaborative champions' or key individuals that can drive the work

The case studies demonstrate the importance of key individuals within a partnership who are 'passionate' and 'committed' and who can provide powerful social capital to partnerships through their own networks. Some common features/ characteristics regarding the kind of people each initiative found it helpful to work with, included:

- Able to 'look above the organisational horizon' and 'leave their organisations at the door'
- Understanding and knowing the place – its context, and the needs of service users
- Well-networked
- Able to focus on and drive towards the vision
- Decision-makers
- Passionate and committed
- Open to reflecting on how to do things differently

We note a similarity here with the idea of 'collaborative champions' which emerged as an essential ingredient to effective collaboration in IVAR's review of 10 years of work on the topic.[7] These 'champions' are individuals who *'scan the environment, recognise collaborative opportunities and have the skills and*

charisma to bring together appropriate partners … individuals like these, with their ability to see beyond – but not ignore – presenting problems, and who can promote the vision of what can be achieved together rather than separately'.[8]
However, finding these people can be tricky, particularly for funders who are new to a geographic area. In most of our case study examples, funders started with their existing relationships and links in order to build on successful working relationships. All of the initiatives have found that it is essential to work at multiple levels in order both to find the 'levers' of change and to help move from individual to institutional engagement. For each of the partnerships, finding the right people has not only been about identifying individuals who are able to make strategic decisions and act on them, but also about ensuring that the people around the table can provide a holistic and accurate picture of the issue.

'There have been differences – we have large and small organisations in the mix, grantees, everyone has their own organisational objectives but we work really well together. The whole point of the steering group and strategy group is to surface those questions and differences.'
Partnership Drugs Initiative case study

If these individuals leave, it can put the whole partnership at risk. Partnership structures therefore need to ensure wider institutional commitment both now and for the future, to ensure sustainability. In some of the case studies, funders had attempted to address this challenge by funding specific posts or institutions that could hold the work and drive partnership working. However, alongside this, those involved in the partnerships were thinking ahead about how to sustain the work once initial funding ended and highlighted the importance of embedding the work into wider institutional relationships.

Developing appropriate processes through co-design

Some of the case studies also demonstrate the value of involving the voluntary and community sector in design, to ensure that funding processes are appropriate and accessible for even the smallest organisation. Young Harrow Foundation responded to feedback from small organisations by ensuring that the small grants being made available, or opportunities to get involved in bidding for big grants, were commensurate to the time and resource an organisation gives up to bid for them. In Bristol, the Impact Fund designed a small grants process to *'ensure that the demands of the process were appropriate to the level of funding'.*

It isn't fair to expect someone in a small organisation to deliver as finished an application as someone with a PhD. [The process] also aims for proportionate monitoring and evaluation that allows people to take risks.
Bristol Impact Fund case study

However, there are challenges around how to involve the voluntary sector – our findings suggest that trusted infrastructure bodies can play an important role in running consultations and providing support, but that this needs to be appropriately resourced.

3.4 Clarity about roles and responsibilities

Partnership working was at the heart of all the case studies, as each attempted to join-up ways of working and funding streams and/or establish a collaborative approach to specific issues. The experience of managing multiple partners and developing collaborative working revealed the importance of establishing clarity about individual roles and responsibilities. Where this wasn't the case, it led to uncertainty about who was leading the work or how to voice differences in opinion (and who to).

In Dundee, it was hard to balance the desire to operate as a collaboration with the need for some leadership driving the work – the appointment of a lead partner by the funder was seen as being in conflict with the role of the Programme Board on which all partners sat. While it was recognised that any collaboration requires leadership, at times partners were unclear about who had ultimate sign-off or responsibility.

Some areas had found it beneficial to draw in independent facilitation or support – the York Pathways Team had received independent consultancy and commissioned a learning partner to support the work.

'I was actually asked to intervene and referee at points… it was a good reminder for me that third sector organisations have their agendas too – they are people with jobs, careers, funding to preserve. It was an eye opener for me.'
Inclusion Plus Dundee case study

3.5 Listening and responding to service user voices

The partnerships in the case studies are about more than strategic approaches to leverage funding and improve service delivery. They are also about providing the space and creativity to listen to service users, to do things differently and to provide services that are responsive to service user needs.

'The engagement and involvement of young people is so well done with the PDI. I love that and aspire to be able to do that. It's harder in my policy role to be able to but young people's involvement is so important. And PDI is working with exactly the children who are also affected by child protection – it is directly aligned with our work.'
Partnership Drugs Initiative case study

'Quite often the voice of young people is dealt with via professionals, not the voice of the young people. We as professionals need to be more interested in what young people are actually telling us.'
Young Harrow Foundation case study

The York Pathways case study demonstrates how place-based approaches can provide an opportunity for understanding how service users experience living in a locality and trying to access services, and for understanding what some of the barriers are. Working to support individuals experiencing mental distress, York Pathways has focused on developing a service-user led understanding of place with partners.

3.6 Investment of time and resources in building relationships and processes

Joint working and building the trust to take risks requires time and resources. Collaborative working may – in the long term – save money, but it requires investment upfront to build partnerships and establish new ways of working. Participants commented on the extreme pressure on their time in an environment of growing demand for services and increased competition for resources. As noted above, a contribution of independent funders can help to create the time and space to think creatively. The Young Harrow Foundation felt that receiving core funding had enabled it to invest in building networks in a way that may not otherwise have been possible: *'the networking has been easier when we've had core funding'.*

The Partnership Drugs Initiative is unusual among our case studies in that it has been operating since 2001. Running for over 15 years, it demonstrates the depth and quality of relationships that it is possible to develop over time and that these relationships can underpin the nuanced judgements and decision making often required. While working on a ten-year plus basis is not possible – or necessary – for all, not taking the time to build and embed relationships runs the risk of jeopardising place-based working.

3.7 Shared understanding about impact and reporting

All of the case studies are examples of different kinds of funders coming together in a particular geographical area – working to combine local and national funding; local authority funding and grants; independent funding (project and core grants); and/or central government funds,. While working with this range of stakeholders holds many benefits – as discussed so far and in detail in the

individual case studies – it can also mean working to different processes and reporting requirements. One particular challenge is that different funders often have different expecations and needs in terms of the impact they are seeking.

In the York Pathways and Inclusion Plus Dundee case studies, the independent funders involved (Lankelly Chase Foundation, The Robertson Trust, Big Lottery Fund), chose not to insist upon static or prescribed reporting. In contrast, where case study initiatives also received funding from statutory bodies, such as the police or a CCG, organisations needed to provide clear evidence of the difference achieved and targets met. For example, in Dundee we heard that The Robertson Trust was able to be relaxed about outcomes – more interested in learning during the programme – but that Dundee City Council needed to show 'value for money' in order to commit funding to the initiative.

In Bristol, Dundee and York, lead partners have sought to manage the varying needs of different funders in the future by working with all stakeholders to collectively agree what success looks like at the outset, as well as co-designing impact measures and evaluation plans.

3.8 Sustainability and exit built into the process

We noted earlier the importance of linking into local organisations and making institutional connections to try and sustain the initiative when the funder withdraws. This aspiration was at the heart of the Young Harrow Foundation, when John Lyon's Charity decided to build and fund infrastructure for the youth sector as many of the smaller organisations they fund had seen their sources of support and opportunities for bigger contracts disappearing. The Partnership Drugs Initiative also explicitly builds the aim of sustainability into its grantmaking approach – asking applicants whether they will they need funding beyond three years, what plans are in place for the end of the grant, and how PDI will be able to share the learning. In addition, the grantmaking process works in partnership with regional bodies (Alcohol and Drug Partnerships) to help ensure that work funded is based on real need and aligns with local strategy, thus enhancing the chance it might be funded by others in future.

'The business approach is to work in partnership with ADPs [regional Alcohol and Drug Partnerships] and using match funding to make the most of the funds available by getting the right people involved. It is a partnership approach with communities which is built into the structure because applicants have to demonstrate that they have spoken with communities and worked with them to develop the work. They need to evidence this to us in terms of having links with education, health, other voluntary organisations. The projects need to be part of a plan for the community. It's about both demonstrating need and listening to the people you'll be providing a service to.' Partnership Drugs Initiative case study

There is value for all funders in knowing what their peers are doing and understanding the local 'funding jigsaw', even if they decide to go their own way.

04.
Summary of learning from each area

4.1   Bristol Impact Fund

A Council initiative consolidating previously separate grants streams. The fund was co-designed with the local voluntary sector. Independent funders were drawn into the allocations process, with a view to increasing alignment of funding strategies.

- **Individual personalities are crucial** – for example, in Bristol two essential elements were the lead officers' willingness to take risks and the buy-in for the Fund from the CEO (at the time) and the previous and current Mayors. Participants reported that the lead officers were: *'very highly respected in the sector – very passionate, very driven – [they] get it from both sides (LA and VCS), which is a very difficult line to tread'.*

- **Local knowledge is crucial and national funding initiatives need to be tied into locally sustainable organisations:** *'If you get the people on the ground involved this takes out the money you'd otherwise need for marketing and community engagement. Funders need to tie their intervention into something that has a longitudinal focus, that will still be there 10 years down the line'.*

- **Time:** Time is an issue that came up repeatedly in interviews: *'time is needed to build effective partnerships ... you need to invest in the development of those relationships – it is not something you can do quickly'.*

- **Involving independent funders in local authority grant-making** was innovative and has increased the changes of alignment in a challenging funding environment. But it could involve a certain amount of risk for those funders. National funders also need to recognise local funders' autonomy – *'it has got to be a coalition of the willing'. 'They also need to understand the complexity of a city that is changing on a daily, yearly basis'.*

- **Funding voluntary sector infrastructure to provide independent support** has been essential, especially for smaller organisations and it can also help to support collaborative bids. But this can be challenging for the infrastructure body if some of its members then want to challenge grant-making decisions. Clarity about roles is key.

- **It is important to have systems that allow new and small organisations to apply.** One respondent was particularly critical of government initiatives that are supposedly meant for small charities but set the threshold far too high in terms of size, income and reserves.

- **Council officers underlined the value of an independent facilitator** at all stages of the process. They brought in an independent facilitator from Bristol University to provide a half day workshop, which worked through the issues, agreed who needed to be in the room, who didn't, and agreed a formal co-design process. They then secured an independent facilitator with significant national and international experience to support the co-design group throughout this process.

4.2   Inclusion Plus, Dundee

A partnership approach to supporting young people at risk of exclusion in Dundee. Funded by the Robertson Trust, Big Lottery Fund and Dundee City Council. Initiated by the independent funder wishing to test a new funding model and voluntary organisations wanting to replicate their model in another area.

- **Importance of local history and context** – it is not possible to 'drop' a model from one area into another: to be successful it needs to reflect the local need and context. A version of 'Inclusion Plus' was initially tried in Fife, then moved to Dundee where there were new partners and schools as well as a different history/context around 'exclusion'. However, as participants noted, Inclusion Plus did not adapt to or build on the context in Dundee which caused challenge to the delivery of work.

- **The decision to use a 'place-based' approach influences who you might need to work with** – Dundee was selected as the geographic locality in which to work because, as a city, it provided a 'lens' for looking at exclusion and the opportunity to scale the work city-wide. The partners required were, therefore, linked to that specific focus – education and schools.

- **Place is not always meaningful as a method of targeting** – the four schools selected for Inclusion Plus were chosen because they had high exclusion levels and were based in areas of high deprivation but, as participants pointed out, pupils did not necessarily live in the immediate vicinity of the schools.

- **Experiential learning is important and can help to build trust** – In Stage One of the work, the financial contribution made by Dundee City Council was relatively small. However, participation enabled Council representatives to trial a new approach/ project and develop new working relationships. Once relationships and trust were established, the Council was able to contribute more substantially to Stage Two.

- **Different funders have different 'impact' needs** – The Robertson Trust and Dundee City Council varied in terms of what they needed to be able to demonstrate by way of outcomes and impact. To overcome this, the second phase of the work has focused on developing a shared understanding of what success will look like at the outset, to which all partners will sign up.

- **Ownership is important** – we heard that, at times, it was not always clear who owned the partnership or the programme. The funders expected it to be led by the voluntary organisations, but were perhaps not aware of the degree to which they as funders influenced the delivery partners.

- **Clarity about roles is key** – ambiguity about roles and responsibility during the initiative sometimes led to situations where partners were unsure who to feed back to or whether they had the autonomy to do so.

- **Challenging and recognising one's assumptions can help manage power imbalances** – with hindsight, the lead funder said that it had assumed the voluntary sector partners (who they knew and had worked with before) would tell them what was needed and speak up about challenges: in practice, this was not always the case. It emphasises the importance of challenging one's assumptions even when working with partners with whom there is a long-term history/relationship.

4.3   Partnership Drugs Initiative, Scotland

An initiative funding support to children and young people affected by substance issues aligned to local need and context. Set-up by Lloyds TSB Foundation for Scotland, funded in partnership with the Scottish Government and The Robertson Trust. PDI has been running for over 15 years.

- **A national programme working locally** – PDI has found that to fund effectively at a local level it needs individuals with the skills and experience to provide insight into pertinence of 'place' for any given project. This is also one of the ways they have tried to reduce the risk that PDI is seen as 'parachuting in' – for example recruiting a project lead with a background (and therefore perceived legitimacy) in the area. In addition, PDI is guided by a steering group comprised of academics, voluntary and local public sector representatives and senior practitioners in social work and community health. It also works closely with relevant regional bodies (Alcohol and Drug Partnerships) to ensure that the Initiative can make an informed assessment about the relevance and role of place to a given project.

- **Managing and sharing power** – The lead organisation – Lloyds TSB Foundation Scotland – has established a culture of learning and partnership-working which is reflected in the structures of PDI. For example, there is a range of ways that different voices are engaged in strategy setting and decision-making, from young people to grantees, to experts in the field of substance issues.

  Considerable effort has been invested in drawing together a wide range of partners with different backgrounds and experience and developing working practices that try to ensure one voice doesn't dominate, such as having a steering group carefully chaired by someone skilled and respected by the group.

- **Sharing learning** – The Initiative is focused on sharing learning in order to develop policy and practice. Part of this means trying to act as a conduit for learning at a very local level to influence national thinking and policy. Everyone Has a Story was an action learning project, the findings from which are now beginning to be built into training for practitioners working in the fields of children and families and substance issues in Scotland.

- **Exit and sustainability** – PDI places an emphasis on helping funded projects think beyond the funding term and linking them to resources and support related to this. In earlier years of the Initiative, it focused on asking grantees to explain how they were going to sustain the work beyond their grant. However, this has now moved to a focus on sustaining learning and supporting projects to do this. For example, PDI provided two years' continuation funding to one project to enable them to train and embed their approach into the practice of local statutory agencies. The funding continued service provision for the additional two years, but also upskilled staff during that time. Grant applicants are now asked two questions about future planning – will they need funding beyond three years, what plans are in place for this, and how can PDI share the learning?

⁹https://www.ltsbfoundationforscotland.org.uk/wp-content/uploads/2015/10/Everyone-Has-a-Story-Overview-Report-1.pdf

4.4   York Pathways

A strategic level partnership in York aimed at improving the response to individuals experiencing 'mental distress'. The work was initiated by North Yorkshire Police and Together (national mental health charity) and funded by Lankelly Chase Foundation, North Yorkshire Police, and York Council.

- **Changing systems in place** – The initiative uses a focus on 'place' and the City of York as a way to encourage a holistic approach to supporting individuals experiencing mental distress and encourage/improve cross-sector working. While geographic boundaries can help to provide a focus and identify shared objectives, they can also be restrictive. Each of the agencies involved in York Pathways has its own reporting structures and monitoring requirements. Participants have discussed the idea of developing a set of common indicators and shared language that could be applied by all of the different agencies involved.

- **The kind of individuals that make it work** – The individuals involved in the York Pathways partnership shared a personal commitment to and passion for the work, which appeared to help motivate them to persevere through challenges. This passion and determination appears to be key to establishing the willingness on the part of individuals (and their organisations) to give time and energy to something that does not fit neatly with their day job. For York Pathways, it also meant finding individuals with the seniority to ensure their organisations would get behind them and the work of York Pathways.

- **Putting service users at the centre** – One of the key elements of York Pathways is its focus on partnering with service users to design and produce the initiative. This has leant the initiative legitimacy as they have been able to draw on the personal experiences of these individuals and identify where there are gaps in the system.

- **Time** – Change takes time, particularly when dealing with such complex issues and attempting to change behaviour as well as practice. This means spending time at the outset (or even before an initiative is underway) discussing and setting clear expecations with partners about the progress they can expect to see, over what timescale and how this can best be measured.

- **The role the independent funding can play** – The addition of an independent funder to the York Pathways funding partnership appeared to provide:
  — Space and flexibility to think creatively in the development stages
  — An external perspective that can help shift mindsets and bring learning from other disciplines and initiatives
  — Resource to put behind giving partners the opportunity to trial new ways of thinking, designing and implementing services together.

- **Managing funder expectations** – Having one funder in the partnership that was able to be flexible alongside others with more rigid reporting requirements caused some challenges. Also, the fact that service delivery outcomes were easier to define and measure meant there was sometimes a desire to focus more on these than the system outcomes, e.g. shifts in behaviour and ways of working together.

- **Relationships of trust lie at the heart of effective responses to multiple disadvantage** – People need to feel safe to ask difficult questions and challenge the status quo, not least because this will raise uncomfortable emotions. The advice of the Lankelly Chase staff involved in York Pathways to other independent charitable funders is to, 'invest in the relationships as well as the work' and to recognise that 'people own what they create'.

4.5   Young Harrow Foundation

A new organisation established to enable a long-term approach to supporting services and funding for young people in Harrow. Funded by John Lyon's Charity and City Bridge Trust. Initiated by John Lyon's Charity who have previously undertaken similar work in Barnet and Brent. Young Harrow Foundation is based on John Lyon's Charity's new 'Young People's Foundation' model of support for voluntary sector organisations working with children and young people.

• **Risk and relevance of a place-based approach** – Young Harrow Foundation (YHF) demonstrates that it is possible to bring a range of stakeholders together within an area to focus on a shared issue. However, it is inevitable that these stakeholders will have different relationships with place. For example, although much of the emphasis on this place-based approach is about supporting localised solutions which are associated with 'specialist' or tailored solutions, some argued that a localised agenda can risk homogenisation. By taking a place-based approach organisations may be forced to provide holistic solutions when, in reality, there will always be a need for specialist services.

• **Independent and public funders working together** – One of the aims of YHF is to apply collective expertise to develop solutions focused on wider system changes as well as immediate interventions. This requires an understanding of how partnerships between the voluntary sector, public agencies and independent funders are changing. Power has shifted as independent funders are now the ones with the money. In this context the local authority and other agencies need to consider how can they use their democratic legitimacy and links to broader networks in order to add a different kind of value.

• **The role an independent funder can play** – The role of John Lyon's Charity provides insight into how engaged funders might need to be when contributing to a place-based approach. This has included 'door knocking' to other funders on YHF's behalf, attending London-wide meetings in order to bridge city-wide and borough-level conversations, and being an active presence at the Young People's Foundations trustee meetings. This level of contribution enables the Charity to keep the Young People's Foundations framework alive and ensure that it does not become too localised, maintaining a standard in terms of infrastructure, governance and resourcing.

• **Risk and failure** – YHF was perceived as providing some protection from risk to its smaller members because of the 'risk capital' provided by John Lyon's Charity. However, there were still concerns about the potential ramifications of perceived 'failure'. A lot of time and resource was expended in year one on building trust and relationships with members. In order to maintain this trust, YHF felt pressure to demonstrate early on 'a way of doing it in a new way', for examples assembling a diverse collective of small organisations to bid for a large local contract.

• **Leadership and governance** – Each Young People's Foundation is likely to be heavily influenced by the experience and background of the different CEOs brought in to oversee them, in addition to the borough context in which they are operating. John Lyon's Charity highlighted the need for each Young People's Foundation to have a 'superwoman or superman', as well as individuals who are well-networked within an area or have the networking skills to build the necessary relationships quickly.

Appendix 1: Place-based funding framework

Using the findings from Phase One of our research, we produced a framework to support funders in the planning and implementation of place-based approaches. This is presented in the form of questions linked to key stages in the development of place-based working: rationale, design and delivery. The aim is to help anticipate, address and review the challenges of place-based approaches in order to achieve their potential benefits.

The full framework and accompanying research report are available at ***www.ivar.org.uk***

01. What does 'place' mean?

Street   *District*
Neighbourhood   *Town*
Ward   *City*
Village   *Region*
Borough   *County*

It's important to develop a rationale for working in a specific place, thinking carefully about appropriate (and realistic) geographic scale, in order to fulfil, and deliver on, your ambition.

Why are you considering, or using, a place-based approach?

Our research has found six overarching (and often overlapping) drivers for choosing to work in place:

1. To target a particular issue
2. To address cold spots
3. In response to changes in policy/external context
4. To test a model or approach
5. As a way of targeting areas of high deprivation
6. Because you are by definition a 'place-based funder' with a specific geographic remit/focus

03. What contribution are you seeking to make?

Responsive
funding of 'good things'

Building
**community assets**

Strategic
systems change

Understanding the contribution you hope to make will be closely linked to why you wish to work in a place-based way. Think about what you hope will happen. For example, are you looking to provide funds for services/projects that support people in the area, or are you looking to make investments towards systems change?

04. What is your attitude towards risk and uncertainty?

Risk averse

Comfortable with risk
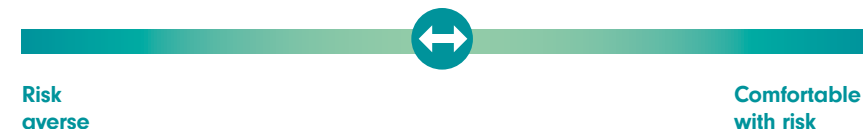
This question focuses on your tolerance of failure/uncertainty. Place-based working takes time and outcomes may emerge slowly. Risk is about much more than due diligence and will need considering from multiple perspectives, for example: programme level; organisational level (for yourself as funder and for key partners); officer; lead; trustee; resident. It may be helpful to frame your place-based approach as exploratory and see 'progress' as a long-term journey.

05. What is your position on impact?

Tangible, measurable, difference

Learning about what happens
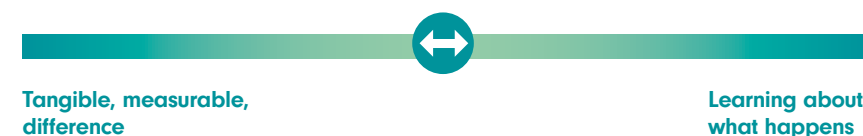
'Success' means different things to different funders. Place-based approaches can be an opportunity for learning and trying new ways of working. But this also means thinking about success in a different way: if you are embarking on exploratory or community-led work there may not be a predetermined end point to measure against, and different processes and monitoring systems will need to be in place.

06. What is your existing knowledge of the area?

Low

High

Consider what you know, how you know it and what you might need to find out. There are different ways of doing this and it often depends on the scale of contribution.

07. What duration of involvement is required?

Short-term ←→ Long-term

Consider how long you need to work in a place. Are you committing to working in an area in the long term or using geography to focus your work within a time limit? What are the implications for how long you need to be there and how to exit? Funding over multiple years can help give confidence to communities, enable a sense of security for organisations, and allow adaptation to new ways of working and building relationships.

08. Where will control sit?

Funder-driven ←→ Community-led

In answering this, you need to consider what is required to meet the overarching aims of the approach as well as the fit with your organisational values. Will the work be community-led or driven by what you – as a funder – have identified to focus on? Think about who has defined the need and response.

09. What will your role be?

Arm's length ←→ Embedded

Place-based working can be an opportunity to try new roles and reflect on what would best add value at different points in a programme. When working in this way it is crucial to communicate clearly about the role you intend to play and be aware of the implications this might have for others involved.

10. Who will you need to work with?

Grantees only ←→ Multiple stakeholders

Relationships and partnership working are a central feature of place-based approaches – whether in terms of having a trusted source of local information/insights or the co-design and delivery of initiatives. Place-based working is often about sharing power, respecting local knowledge, and a degree of pragmatism.

11. What kind of relationships are required?

Contractual ←→ Relational/collaborative

What kind of relationship will help you to meet your motivation and desired contribution? Contractual (traditional grant-making), engaged (an informed and supportive grants process) or relational/collaborative (where you are working alongside grantees and other partners)?

12. What commitment of staff and trustee time/effort is needed?

Low ←→ High

The commitment of staff and trustee time required in a place-based approach links closely with the choice of geographic focus, overall motivation and style of approach. Place-based working can be resource intensive; to engage meaningfully, and to work in a cooperative, exploratory way, takes time as well as skills.

For the full research series, please visit
www.ivar.org.uk/research-projects/
place-based-funding/