

Final Evaluation of the Windermere Reflections Landscape Partnership

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Final Evaluation of the Windermere Reflections Landscape Partnership



Report to the Heritage Lottery Fund prepared on behalf of Windermere Reflections by Richard Clarke and Marija Anteric.

November 2014.



Acronyms used in text

BLRP	Bassenthwaite Lake Restoration Programme
CDEC	Cumbria Development Education Centre
CEH	Centre for Ecology and Hydrology
EA	Environment Agency
EH	English Heritage
FBA	Freshwater Biological Association
FC	Forestry Commission
FLD	Friends of the Lake District
HEFCE	Higher Education Funding Council
HLF	Heritage Lottery Fund
LAP	Central Lakes Local Area Partnership
LDNP	Lake District National Park/ Authority
LDSWP	Lake District Still Waters Partnership
LP	Landscape Partnership/ Scheme
NE	Natural England
NT	The National Trust
SCRT	South Cumbria Rivers Trust
SLDC	South Lakeland District Council
UoC	University of Cumbria
UU	United Utilities PLC
WCRP	Windermere Catchment Restoration Programme
WLUF	Windermere Lake User Forum
WR	Windermere Reflections (Landscape Partnership)

Codes used to identify respondents to survey & interviews

PR = Partner representative or project leader

V = Volunteer

PA = Participant in one or more events or activities

NP = Aware of WR but not involved in activities

NA = Unaware of the WR until approached as part of this evaluation.

Figure 1 (Cover) –Lake Windermere seen through the Borrans Park kaleidoscope.

Summary

Introduction: the Windermere catchment and its Landscape Partnership

Windermere Reflections (WR) is a £1.7m Landscape Partnership (LP) Scheme funded by the Heritage Lottery Fund (HLF). Windermere is England's largest and longest lake and with its catchment is an iconic part of the Lake District National Park (LDNP), attracting a large proportion of the Park's annual 16 million visitors. It is also a living landscape, providing homes and livelihood for approximately 17,500 people.

Pressures on the landscape particularly affect its rivers, lakes and tarns. High phosphate levels from domestic effluent and agricultural runoff stimulates algal growth particularly in summer, reducing light and oxygen levels particularly for invertebrates and fish. Some algae are also toxic. More pollution comes from boats which can also cause physical damage to habitats. Sediment run-off brought down by the rivers exacerbates the problem, silting fish spawning grounds and reducing light levels. Invasive introduced plant species have displaced valued native vegetation. Other problems include runoff from old mine workings and industrial sites, an inadequate knowledge of, or access to, the area's cultural past, and the impact of climate change

WR's aims as embodied in the LP's Landscape Conservation Action Plan (LCAP) are to conserve and enhance the catchment by both direct, practical, short-term interventions and by longer-term attitudinal and behavioural changes on the part of residents, businesses and visitors, encouraging engagement and a sense of responsibility through interpretation, education and training.

WR has been led by the Environment Agency (EA) as Accountable Body, the LDNP, The National Trust (NT) and the University of Cumbria (UoC) each of whom have contributed match funding. A fifth member of the original Partnership, the South Lakeland District Council (SLDC) withdrew during the development phase for financial reasons. The LP scheme was governed by a Partnership Board comprised of one representative from each of the LDNP, the NT, the UoC and the EA (as Chair) together with a community representative. Initially a Steering Group enabled a wide range of local organisations, community groups and initiatives to input into the shape and focus of the WR programme. However this was dissolved early in delivery.

The initiative for a WR Partnership goes back to 2001 when the EA, LDNP and NT together with Natural England (NE) the Forestry Commission (FC), United Utilities (UU) and other bodies came together to form the Lake District Still Waters Partnership (LDSWP) in response to the continuing deterioration in water quality in the region, and the fact that no single organisation had either the responsibility or legislative power to initiate coordinated remedial measures. In April 2009 HLF awarded a Development Grant of £68,800 as part of an overall conditional grant of £930,300, itself 55% of the total eligible project costs of £1,690,313. A Development Officer (LPDO) was appointed on a short term contract and an application for Stage 2 (delivery) funding was submitted in December 2010. This was based upon the LCAP whose Action Plan included 19 projects each with its own budget plus allowance for Related Costs (staffing, office expenditure and other non-project costs). Funding was confirmed in May 2011 and a project team was appointed comprising a full time Project Manager and two part-time Project Officers. Final accounts for WR were not available at the time of preparation of this Report.

The evaluation context

This Report fulfils HLF's requirement for WR to conduct a Final Evaluation of its work. It is intended not merely to enable HLF to 'sign off' its grant but as a document for the Partnership as a whole and for a wider public. Our evaluation provides an independent assessment of what WR projects have delivered (their outputs), what the benefits (outcomes) have been for heritage and people and what lasting impact WR will have made (its legacy). It also considers what may not have worked so well and the lessons that may be drawn for the future.

Our evaluation was commissioned on 7 October 2014 with a deadline for submitting this Final Report by the end of October (subsequently extended to 14 November). Quantitative data in this Report is based largely on information supplied by the LP team and partners and we have focused primarily on outcomes and legacy. Our methodology has comprised the following elements, each adapted to this condensed timescale:

- **Desk research:** including examination of a wide range of documents relating to WR and the catchment
- **Site visits:** over three days we were able to visit a dozen representative project sites
- **On-line survey:** with an e-invitation to the WR contacts list, this resulted in 106 valid returns
- **Key Informant Interviews:** we were able to interview 21 individuals across most categories
- **Focus group:** In the time available it proved possible to hold only one small meeting with a group consisting of three volunteers and a project lead.

While numerically respondents to our evaluation are inevitably skewed towards individuals connected to (and possibly more favourably inclined towards) WR's work we nevertheless feel that the responses received are representative of the range of opinion concerning WR and the impact it has had.

Projects, outputs and outcomes

WR was delivered through 18 projects in four programme areas:

- **Practical Conservation:** A series of linked activities based on pilot or demonstration sites including reedbed research and restoration, soil conservation measures and peat regeneration, river bank stabilisation and the creation of new wetland areas, mapping and eradication of invasive plants and restoration or creation of native woodland.
- **Choices for a Greener Future:** Projects encouraging environmentally friendly behaviour including publicity aimed at reducing phosphate use, related events and media activities, litter picks, and working with boat owners to reduce negative impacts.
- **Celebrating Landscape and Heritage:** Projects ranged from uncovering the foundations of and improving access to Ambleside's Roman fort, restoration of Claife viewing station and courtyard, recording and research on the area's industrial heritage and improving access along the western shore, to information for cruise passengers, work with school children on tranquillity, and a series of arts based events and activities.
- **Learning Opportunities:** delivery of a schools programme based on new National Curriculum related teaching materials, work with young people, opportunities for older students and adults to work towards a John Muir Award through personal 'learning' projects and a volunteer training and support programme.

Some key indicators of activity include:

- Over 10,000m² protected beds of juvenile reed established in Lake Windermere, 15.6 ha of native woodland restored (a total of 7000 trees planted overall), 35 km of riparian habitat and 3.5 ha of upland peat bog improved or restored, invasive plant species mapped over the full 235km² of Windermere's catchment and populations significantly reduced in key areas, and a subsoiler purchased for local farmers to drain land and reduce surface runoff.
- Over 200 meters of masonry consolidated and protected on Ambleside's Roman fort, together with consolidation of the Claife Viewing Station and its courtyard. The fort is now interpreted, accessible and attractive to visitors. In addition four, month-long community archaeological field surveys have been published as a resource for future work on the area's industrial heritage.
- Work with 47 community groups involving 515 participants and organised 10 festivals/ events with a total of 700 people attending together with 6 exhibitions/ displays with a total of 30,495 individuals visiting. 142 businesses advised with 119 given bespoke support; 15,380 leaflets delivered to homes in the catchment and 2,000 Property Packs delivered to waterside properties with a septic tank; 50,000 people are estimated to have seen the film 'The Windermere Song' in local cinemas.
- 84 separate work parties over 3 years engaging almost 600 volunteers in the 'Alien Invaders' programme contributing some 3000 hours of time. 60 individual volunteers were involved on the Roman Fort restoration; volunteers have also run Heritage Open Days on the site as part of the project. Overall, WR projects have involved a total of 2,821 volunteers contributing a total of 27,469 hours of their time.
- 1 km each of new footpath and cycle track has been created and 5 km of bridleway upgraded along Lake Windermere's western shore. 25 interpretation boards have been installed and 18 leaflets and 8 guides or booklets published and 8 DVD/ films produced together with 3 MP3 downloadable audio trails.
- Work with 8 primary schools including 17 visits to schools and 35 off-site school site visits in total involving 1392 pupils. A downloadable cross-curricular education pack includes lesson plans, worksheets and supporting resources. Work with 2 secondary schools has involved 761 students. A programme of 24 public guided tours or walks involving a total of 812 participants, 10 family learning activities engaging 76 individuals and 33 adult learning activities involving 304 participants.
- 10 people gained their John Muir Award, 17 teacher training events were held for local school teachers and 15 rural skills/heritage training courses, 1 tourism and business course, 8 participation learning courses and 85 other courses were delivered involving a total of 395 trainees.

A nineteenth project, B4 Network Development was subsumed early in delivery within LDNP's Go Lakes programme. The four programme areas were developed during delivery as making it easier to communicate WR's central focus on behaviour change in relation to catchment and water quality than the four HLF programme areas (conservation of built and natural landscape heritage; community participation; access and learning; and training and skills) used in the LCAP. Several projects also had to be rewritten during delivery, including those involving training and skills, following the government's restructuring of higher education funding which meant that UoC was no longer able to offer training modules at a reasonable cost.

In each of WR's programme areas our evaluation has found that WR has 'made a difference'. This is particularly the case in respect of the physical works to the area's natural and cultural heritage. The works to water courses, soils, habitats and wildlife, although limited in extent, have provided valuable demonstration sites and the works are likely both to endure and to be extended by partner organisations. The uncovering and consolidation of the foundations of Ambleside's Roman fort, like the repairs to the Claife viewing station and courtyard have not only secured important elements of the area's archaeological and historic heritage for the future, but made them more accessible to the public and the community archaeological surveys of the area's industrial heritage will inform future research and conservation and have stimulated public interest. Footpath improvements and associated interpretation have enhanced public physical and intellectual access. Although no formal management agreements exist, all these benefits seem likely to be maintained by the partner bodies concerned. Moreover all these projects involved significant numbers of volunteers, all were widely publicised in local media and had wider benefits, complementing WR's programmes of community engagement, education and training. For these however, most evidence of long-term impact is anecdotal.

Administration, delivery and governance

Our own impression of the management and delivery of the programme is that it has been competently run. The LP team, working to the WR Board and an EA Internal Review Group, appears to have applied good project management, and they have done this in a way which has been open and accommodating. This perception is broadly supported by the responses to our on-line survey and interviews including most project leads, volunteers and participants.

Lessons learnt

Inevitably as with all LPs there are lessons to be learnt in terms of what went well, what went less well and what might be emphasised or done differently next time:

- **Time** Three years is a very short time for delivery (as is a year for planning) a scheme of this sort. 'Changing behaviours' like 'bottom up' planning takes time. HLF is now more flexible about the length of the development phase and has extended the delivery phase for new schemes to five years.
- **Bottom up or top down?** Although WR was not conceived as a community-based scheme, one of its successes is the degree to which it has been able to secure a significant degree of 'buy-in' from local residents, although perhaps less so from local community organisations who might have been able to contribute ideas for and to lead their own projects.
- **'In house' or in partnership?** Seven of WR's projects have been led by members of the LP team. This has inevitably competed for time with core functions (including administration) and put extra pressure on staff. They must be congratulated on their drive and the amount of work they have committed in this area however it is important to strike a balance between 'hands on' delivery and the time consuming but equally important administrative tasks.
- **Governance** Following the dissolution of the wider Steering Group in the early delivery phase, formal management of WR has been left effectively with the five members of the WR Board (and EA's Internal Review Group). Future schemes should consider the need for a wider and more representative Partnership Board and/ an independent Chair distinct from line management of the LP team through the accountable body.
- **Additionality** WR projects have focused on activities (including pilot or demonstration conservation works) beyond the core functions of the major partners. This has been important for the public sector partners to demonstrate that HLF funding has not been used to compensate for cuts in government funding.

- **The LCAP** is not merely part of a bid for funding nor just a reference document for the LP team. It should also be a public document for the partnership and the wider community and a guidance point for legacy activities subsequent to the formal end of an HLF funded partnership. The LCAP, subject to minor revisions, should be included together with other documents arising from the development phase as an archived document on the legacy website.
- **Evaluation** should be formative as well as summative; it should not be left to the end of the scheme or compressed into a few weeks. It should be an on-going participative process, feeding in to and hopefully enhancing project delivery and legacy.

Conclusions

Windermere Reflections can overall be counted a significant success in relation to its aims as laid down in the LCAP. This can be attributed in no small measure to three factors. First is the commitment, energy, and inventiveness of the LP team – all of them appointed subsequent to HLF’s approval of the Stage 2 submission - who have taken the scheme and ‘run with it’. Another is the motivation and enthusiasm of project leads and volunteers who have carried out much of the work. The third element is the openness of the four bodies comprising the Partnership to collaborative working over a set of common aims which have been manifest in innovative projects so that HLF funding has not been seen as simply another funding stream to progress institutional policies. Without all this some projects would never have got off the ground and elements of the scheme might well have been seen as an irrelevance or an imposition by those at whom it was directed.

With relatively modest HLF funding and significant match contribution from partners, WR has achieved much over a relatively short timescale. HLF, WR partners, project leads and the LP team can take satisfaction in that public money has been spent as intended, and in a way which has made a difference, both to the catchment’s natural and cultural heritage and to its communities.

The challenge now is to build on this success to ensure that the improvements on the ground are maintained and that the enthusiasm and awareness which has been generated does not dissipate.



Windermere Reflections Landscape Partnership

Final Evaluation and Report to the Heritage Lottery Fund

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Significant input to this report was made by a number of individuals who contributed to its contents and cooperated in its production over a much condensed timescale.

Quantitative data (including financial information) has been provided by the Windermere Reflections Landscape Partnership team and/or by the Environment Agency as lead partner.

Our own assessment has focused principally on outcomes and qualitative data. In this regard the authors would particularly like to thank all those partner representatives, project leads, volunteers and participants and of course the *Windermere Reflections* team and Board members as well as individuals from the local community who responded to our questionnaire, took part in interviews, and/ or welcomed us on site during our visits.

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Figure 2 Fisherman on Rydal Water. Addressing the significant deterioration in catchment quality over the past half century is at the heart of the WR partnership (Courtesy Friends of the Lake District).

1 Introduction

Windermere Reflections (WR) is a Heritage Lottery Fund (HLF) funded Landscape Partnership (LP) Scheme. Its Vision as embodied in the Project's Landscape Conservation Action Plan (LCAP) is to secure:

*'Conservation and enhancement of the landscape of the catchment by both direct, practical, short-term interventions and by longer-term attitudinal and behavioural changes in residents and visitors, encouraging engagement and a sense of responsibility through interpretation, education and training.'*¹⁸

Purpose of this Report

This Report fulfils the requirement of the Heritage Lottery Fund (HLF) for WR to conduct a Final Evaluation of its work. But it is not merely intended to enable HLF to 'sign off' its grant. It is a document for the Partnership as a whole, for participants and volunteers and for a wider public.

Our evaluation has been designed to provide an independent assessment of what WR projects have delivered (their outputs), what the benefits (outcomes) have been for heritage and people and what lasting impact WR will have made (its legacy).

This Report identifies what WR has achieved, celebrates its successes and considers what difference it has made to the area. It also considers what may not have worked so well and the lessons that may be drawn for the future.

Structure

Subsequent sections of this Report:

- Provide information regarding WR, its origins, aims and objectives, and on its partners and projects (Section 2: The Windermere Reflections Landscape Partnership).
- Consider the HLF evaluation and reporting process and the methodology that has been adopted in producing this report (Section 3: The evaluation context).
- Examine the component elements of WR – what was actually done, and what was achieved and what its benefits have been for heritage and people (Section 4: Projects, outputs and outcomes).
- Consider the management of WR (Section 5: Governance, administration and delivery).
- Assess the enduring benefits of WR beyond the end of HLF funding and review some of the things which worked less well or are still outstanding and the lessons that may be drawn (Section 6: Legacy).
- Briefly summarise this Report and Evaluation (Section 7: Conclusions).

2 The Windermere Reflections Landscape Partnership

This section outlines the origins and development of WR, summarises its aims and objectives as contained in its (2010) Landscape Conservation Action Plan, and identifies some contextual (organisational and financial) issues that have affected implementation and delivery to date.

2.1 Context, origins and aims

Windermere is England's largest and longest lake and with its catchment (Figure 3) is an iconic part of the Lake District National Park attracting a large proportion of the Park's annual 16 million visitors. It is also a living landscape, providing homes and a livelihood for approximately 17,500 people concentrated in the lakeside settlements of Ambleside, Bowness, Windermere and Hawkshead. Tourism is a major employer but farming is equally significant not just for those who secure their living from the land but for the quality of the landscape which is a composite of the natural and human-made, of historical accretions and present land use.

The catchment also suffers multiple pressures particularly in relation to its rivers, lakes and tarns. High phosphate levels from domestic effluent but also from agricultural runoff stimulates algal growth particularly in summer, reducing light and oxygen levels particularly for invertebrates and fish. Some algae are also toxic. More pollution arises as discharges from boats which can also cause physical damage to habitats. Soils eroded from agricultural land are brought down by the rivers causing excessive sedimentation of the lake floor. Invasive introduced plant species including Himalayan Balsam, Japanese Knotweed and Skunk Cabbage displace valued native vegetation. Other problems include runoff from old mine workings and industrial sites, an inadequate knowledge of or access to the area's cultural past, and the impact of climate change.²

The WR Landscape Partnership programme comprises a range of linked projects designed to address some of these issues whilst engaging local communities, encouraging physical access and learning, and providing training opportunities.

The WR LP has been led by four established organisations:

- The Environment Agency (EA)
- Lake District National Park Authority (LDNP)
- The National Trust (NT)
- The University of Cumbria (UoC)

A fifth member of the original Partnership, the South Lakeland District Council (SLDC, who own the Lake bed) withdrew during the development phase for financial reasons and was subsequently unable to commit to any match funding contribution. Three other organisations have been responsible for leading delivery of individual projects; South Cumbria Rivers Trust (SCRT, a non-statutory body undertaking much of the wetland and watercourse work in the area on behalf of the EA), Nurture Lakeland (a body linking businesses with visitors and local communities in the promotion of responsible tourism) and Friends of the Lake District (FoLD, a voluntary membership organisation).

In 2001 the EA, LDNP and NT together with Natural England (NE) the Forestry Commission (FC), United Utilities (the principal water company responsible for abstracting water and water treatment in the catchment), the Centre for Ecology and Hydrology (CEH) and the Freshwater Biological Association (FBA,

whose headquarters are at Sawrey on Windermere's western shore) formed the Lake District Still Waters Partnership (LDSWP) in response to the continuing deterioration in lake health and the fact that no single organisation had either the responsibility or legislative power to initiate coordinated remedial measures. The LDSWP has promoted a whole-catchment approach to its work and established catchment-focused sub-partnerships to take their vision forward. A Bassenthwaite Lake Restoration Programme (BLRP) was set up in 2002. This was followed in 2007 by the Windermere Catchment Restoration Programme (WCRP) including a plan for delivering its objectives across the catchment's main lakes: Windermere, Esthwaite Water, Blelham Tarn, Elterwater, Grasmere, Rydal Water, Loughrigg Tarn; smaller water bodies, river and stream channels and the surrounding environment.

Bassenthwaite Reflections, WR's predecessor Lakeland LP made a funding application to HLF in late 2004. This was approved and after a year's development phase it delivered a programme of projects between 2006 – 2010, aimed at conservation of the natural heritage, public engagement, access, learning and training.

WR builds on the experience of Bassenthwaite Reflections and is designed to deliver some of the objectives set out in the WCRP. In early 2008 an initial approach was made to HLF with a view to submitting an application and outline discussion were held with HLF staff. In April 2009 HLF awarded a Development Grant of £68,800 as part of an overall conditional grant of £930,300, this being 55% of the total eligible project costs of £1,690,313. A Development Officer (LPDO) was appointed on a short term contract (January – December 2010) to develop a Landscape Conservation Action Plan (LCAP).

2.2 The WR LCAP and its delivery, 2010-2014

The WR Landscape Conservation Action Plan (LCAP, produced in December 2010) is the formal basis for HLF delivery funding and a reference point for this evaluation and report.

The LCAP is both a strategic document and a programme for action.ⁱ It:

- Describes the broad strategic framework for WR's work including an assessment of the landscape heritage and the issues confronting it, of the social and economic character of the area and the institutional and policy context of the Partnerships work. This leads to a statement of the Partnerships vision, aims and objectives.
- Presents a programme of work in the form of a series of projects, identifying what is to be done, by whom and when, what each project will achieve, the resources required and how the results will be monitored.

ⁱ The WR LCAP appears never to have been published as an entire document and to have been used primarily (following receipt of the Stage 2 pass) as an internal reference document.

The WR Vision and aims

“A healthy Windermere catchment, for now, for ever

- *with improved water quality and a protected natural ecology in the catchment and its lakes*
- *with increased environmental awareness and engagement of the resident and visitor communities in caring for the catchment*
- *with increased opportunities for celebration and enjoyment of what is special about Windermere and its catchment*
- *with sustainable improvements to lakes, landscape and heritage that support a healthy local economy*
- *with a legacy of continued engagement and on-going conservation of the catchment into the future.”*

(Extract from Windermere Reflections LCAP 2010)^{1: 67}

The LCAP’s Action Plan was based on 19 projects each with its own budget plus allowance for Related Costs (staffing, office expenditure and other non-project costs). The LCAP and its budget were submitted to HLF in December as part of an application for Stage 2 (delivery) funding. Funding was confirmed in May 2011 and a project team was appointed in August comprising a full time Project Manager and two part-time Project Officers. Each Project Officer had responsibility for delivery of allocated projects and to act as the team ‘link’ for certain external project leads, additionally each had responsibility for a cross cutting elements such as volunteer recruitment and support or education, the Project Manager taking responsibility for overall coordination and delivery of two projects.

The WR Partnership was led by the Environment Agency as Accountable Body and was overseen by a five-member Partnership Board chaired by a nominee of the EA, with representatives from the NT, the LDNP and the UoC (as a sub-set of the WCRP) together with a community representative (initially the Mayor of Windermere and subsequently the Chair of the Windermere Lake User Forum – the consultative body representing commercial and recreational lake users).

In parallel with the Board a Steering Group was established to represent other WR partners including FLoD, SCRT, Nurture Lakeland and other stakeholders including Cumbria Wildlife Trust and local community and other organisations. During the development phase this enabled a wide range of groups and organisations to input into the shape and focus of the WR programme. The group was dissolved early in delivery because members felt that most of the projects were in place and the contribution this wider body could make would be limited.ⁱ

Inevitably there are changes to projects as delivery progresses, challenges are encountered, and new opportunities arise. All LPs face (sometimes unexpected) difficulties in delivery. Some of the main externally imposed challenges faced by WR included:

ⁱ The Steering Group was replaced by an initiative to identify and recruit geographic and community ‘ambassadors’ to provide a two way flow of information from and to the wider public.

- Withdrawal of SLDC in early 2011, shortly before HLF’s Second Round pass was notified, resulting in a significant loss of match funding.
- Loss of government funding to UoC. Changes in higher education government funding announced in November 2011 meant that the University was unable to support course delivery of ‘free of charge’ courses.
- Major institutional changes to catchment management including the government’s adoption of the Catchment-Based Approach (CaBA, May 2013) including the appointment of independent catchment hosts other than the EA.

Our evaluation takes account of these changes, and of the lack of continuity of LP staff between the development and delivery phase.

2.3 Timeline and key stages

Figure 4 Timeline and key stages for Windermere Reflections

<i>When</i>	<i>What</i>
Pre Stage 1	
2001	Lake District Still Waters Partnership (LDSWP) formed.
2002	Bassenthwaite Lake Restoration Programme.
2007	Windermere Catchment Restoration Programme.
2008	Windermere Catchment Restoration Programme (WCRP) published. EA holds preliminary discussions with HLF region with a view to submitting an application for LP funding.
2009	Environment Agency the lead partner for the Windermere sub-group of the LDSWP.
Jan	Stage 1 (Development) grant application submitted to HLF.
Apr	HLF Stage 1 Pass £930,300 including a Development Grant of £68,800 confirmed.
Stage 1	
2010 Jan	Landscape Partnership Development Officer (LPDO) appointed.
Mar-Jun	Boat users questionnaire – 32% return on a questionnaire to 1,300 registered boat users FlyOnTheWall Research <i>Public Awareness of Catchment Management Issues</i> (survey based on a telephone survey of 400 catchment residents). ³ Wingspan Consulting, <i>Audience Involvement and Development Plan</i> . ⁴ Oxford Archaeology North <i>Archaeological and Historical Land Use Resource Assessment for the Windermere Catchment</i> . ⁵
Dec	Central Lakes Local Area Partnership (LAP) formally approves the WR LCAP and budget plans.

Submission of Stage 2 (Delivery) application together with the LCAP to HLF.
Withdrawal of SLDC due to financial problems.
LPDO contract ends.

Stage 2

2011 May HLF Stage 2 grant of £930,300 as 55% of total eligible project costs of £1,690 k confirmed.

Aug WR staff team appointed LP Manager (Liz Davey) and Project Officers (Amanda Luxmoore and Debbie Binch).

Nov Launch of UoC's WR training courses.
HEFCE announces withdrawal of direct funding of university course provision from Autumn 2012.

2012 Jan Formal Launch followed by Discovery Day public events introducing the WR programme in Spring.

Feb Audience Development Plan and Communications Plan re-written as part of HLF conditions of grant.

Apr Restructuring of LP project programme and re-writing of projects Training the Trainers, and Creative Reflections.

2013 Feb 'Training the Trainers' and 'Action for Outdoors' rewritten; HLF monies merged to employ a part-time WR Environmental Education Officer.
Re-write of Floating Story, Windermere Footprint and Creative Reflections.

May Claire Backhouse starts work as Windermere Reflections Education Officer employed by UoC under Training the Trainers project. WR schools programme and John Muir Award Club activities launched to replace 'Training the Trainers' and 'Action for Outdoors'.

Jun Mid-point celebratory event.

Aug Restoring the Rivers re-write.

Nov Budget reviewed and contingency budget allocated with HLF agreement.

October Friends of the Lake District 'Secret Windermere' project finishes; final report⁶ published.

2014 Aug Formal end of WR delivery activities.

Sep WR Final Project Showcase exhibition.

Oct External evaluation commissioned.
WR staff team contracts terminate.

3 The evaluation context

This section starts with a summary of HLF's requirements and guidance in respect of evaluation. It then describes the approach we have taken to evaluation and the methods adopted in the light of time constraints of our commission.

3.1 HLF evaluation guidance

HLF requires that every Landscape Partnership should conduct a Final Evaluation towards the end of its Scheme and submit a satisfactory Report (embodying the results of the Final Evaluation) before it can 'sign off' the Scheme and release the final 10% of grant money. HLF guidance is that up to 1% of project costs (for grants of £2m or more and up to 3% for grants below £2m) should be allocated to evaluation.² The Final Report must be an objective evaluation of what has been achieved. Common practice is for external consultants to be asked to be involved in the process, to a greater or lesser degree.

Windermere Reflections was conceived and developed as a Landscape Partnership under HLF's third (2008-13) Strategic Plan, during which HLF developed its approach to (and placed increasing emphasis on) effective monitoring and evaluation. Some of these changes include:

- An increasing emphasis on benefits (to heritage and for people) alongside financial monitoring of project implementation.
- Looking beyond outputs (as measures of activity) to outcomes (longer term benefits) in particular those which endure beyond the end of HLF funding (legacy).
- Working with partnerships and project partners, seeing evaluation as a participative process which enhances delivery rather than primarily an external assessment of achievement.
- Utilising a wide variety of evidence including qualitative as well as quantitative indicators.

This changing approach is embodied in HLF's current (20013-18) generic guidance published in October 2012⁸. HLF have also published subsequent evaluation guidance (following our national evaluation of the Landscape Partnership programme in 2011)⁹ which develops this approach specifically for new Landscape Partnerships (LPs).⁷ The emphasis on outcomes is also contained in informal advice that HLF provides in regard to legacy planning¹⁰ as well as in its concern that working at a landscape level should deliver benefits which are more than the sum of the outcomes of individual projects.⁷ Our evaluation takes this more recent guidance into account whilst recognising as a 'baseline' HLF's evaluation advice as it existed at the time of submission of WR's Stage 2 application in 2010.

It is important to note that this Final Evaluation and Completion Report exists alongside other HLF reporting requirements including the regular reports made to HLF by the EA as accountable body, and those of the HLF-appointed Monitor who will produce a separate Closure Report on WR. Much of the focus of these other reports concern financial matters including grantee expenditure and grant draw down. Financial matters are not a focus of this Final Evaluation and Report.

Evaluation should be not just a summative process of assessment of what has been done (and much less a matter of 'ticking the boxes' in order for HLF to sign off its grant). In addition to celebrating what has been achieved it should also draw any lessons from what might have been done differently in order to feed in to future planning. We hope that this report does this. We have been asked in parallel with this

report to produce a short 'glossy' document for a wider audience. Both documents will be on WR's legacy website www.windermere-reflections.org.uk.

3.2 The WR Final Evaluation

It is increasingly recognised as good practice for evaluation to be formative as well as summative and to begin as early in the delivery stage as possible and not left towards the end of a scheme when evidence (and key individuals) may be more difficult to secure. This evaluation has been conducted to a very condensed timescale; it was commissioned on 7 October 2014 with a deadline for submission of a draft report by 22 October and the Final Report by the end of the month, when the LP team would be disbanded. Most WR participative projects ended in August 2014. This Report should therefore be read with the above limitations in mind. Our own brief, and our evaluation has focused on qualitative aspects, with evidence drawn primarily from consultation and survey of individuals – external 'experts', partner leads, project participants and members of the local community. Quantitative data (including output data) is primarily that supplied by the LP team whose contracts ended with the submission of this Report at the end of October 2014.

3.3 Methodology

Our approach has combined a number of elements:

Desk research

Quantitative data in this Report is based largely on information supplied by the LP team and the Environment Agency. It includes:

- Output Data Report to HLF, March 2014
- WR mid-term review figures¹¹ and proposed further activities
- Output figures contained in the WR Final Project Showcase exhibition materials (September 2014) and in the
- WR Project progress spreadsheets of November 2013 and April 2014
- Initial target data has been taken from the WR Landscape Conservation Action Plan (LCAP, December 2010)¹ as modified by five project rewrites:
 - Floating Story (February 2013)
 - Creative Reflections (February 2013)
 - Training the Trainers (February 2013)
 - Windermere Footprints (February 2013)
 - Restore the Rivers (August 2013).

This data has been supplemented to some degree by our own enquiries which revealed additional outputs which we have included in our account below where relevant. A number of projects involve related activities or have overlapping outputs; where this is the case we have presented aggregate data rather than attempt to assign outputs to individual projects. In addition outputs recorded from some projects are unquantified. In terms of the achievements of individual projects and of the scheme as a whole this may be unimportant, but it means that our assessment of outputs is in places uncertain.

Our qualitative assessments are based largely on a participant survey and consultations with individuals as below, in relation to programme and project aims as contained in the following:

- WR Landscape Conservation Action Plan¹
- Individual project descriptions and rewrites

In addition we have been able to undertake a limited number of site visits and we have looked at some of the WR documentary or media outputs which stand as project outcomes in their own right.

Participant survey

An on-line questionnaire was mounted on SurveyMonkey on 10 October 2014; hard copies of the questionnaire were also produced.¹ The questionnaire was designed in sections, each commencing with a closed question designed to elicit perceptions of or attitudes to aspects of WR objectives and projects, but which importantly then provided the opportunity for (what were sometimes extended) open, narrative responses on the perceived strengths and weaknesses of WR in regard to each area. At the same time:

- An email was sent to the c. 850 individuals on WR's contact list of those who had at some point engaged with or expressed interest in the WR scheme. This announced the commencement of the evaluation, explained its purpose and included a web link to the on-line questionnaire and a request to recipients to complete it. Recipients and partner bodies were also asked to forward the invitation to all those who might at any point have been connected with the Scheme.
- Hard copies of the questionnaire were left in various public locations including the Ambleside and Windermere libraries and in the Council Offices.

A total of 106 valid questionnaire responses were received overall.

Survey respondents

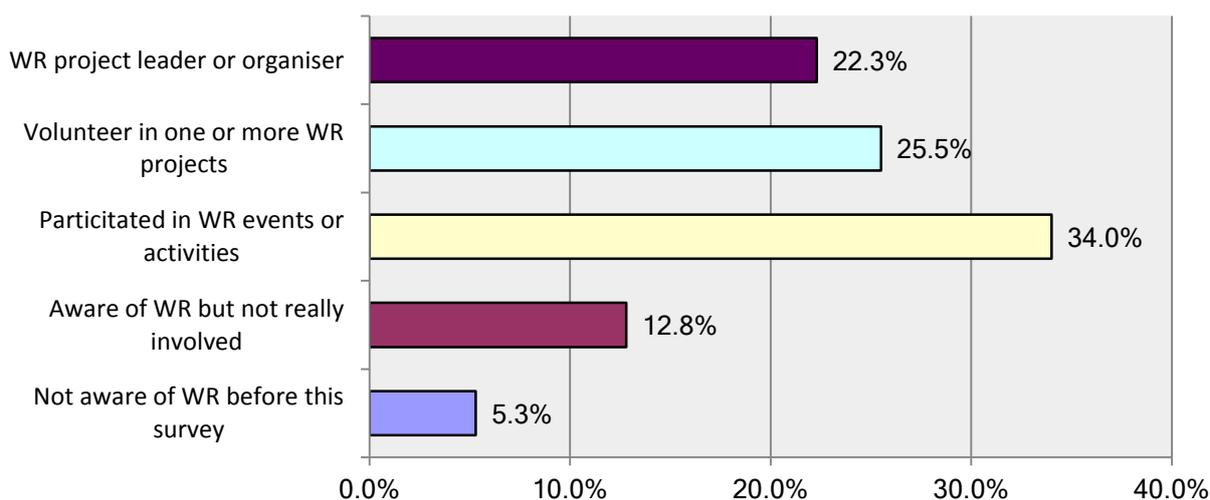


Figure 5 Engagement of questionnaire respondents with WR.

¹ We are grateful to Liz Davey for arranging and implementing the distribution and collection of paper questionnaires.

It is important to note that the survey is not a representative (and much less a statistically significant) sample of the community of the WR area. In comparison with the total population, respondents are almost certainly skewed towards those who have had at least some engagement with WR projects (and who may perhaps perceive it more favourably).

Returns included a significant number of project leads and volunteers who comprise almost 50% of respondents; under a quarter of respondents had either not heard of WR before receiving the invitation to complete the survey, or knew of its existence but hadn't really been involved (Figure iv). However narrative responses – including those of the limited number of individuals who had not previously been aware of WR or who had limited engagement with it, as well as the presence of some critical or hostile responses, suggests that these are likely to be reasonably representative of a wider spread of opinion.

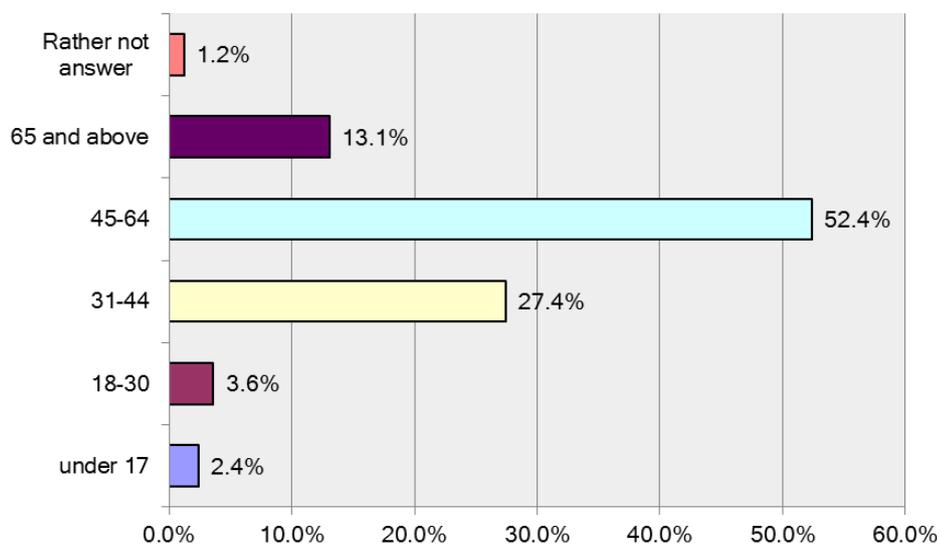


Figure 6 Age distribution of respondents to the on-line survey

- Just under 80% of survey returns were from individuals who live or work in or adjacent to the WR area.
- All but 6% of respondents were over 30, with just over half between 45-64 and a further 14% aged 65 or above (Figure 6).
- Rather more men (55%) than women (44%) responded to the survey.
- Around 4% of respondents reported having a disability that limited their participation in WR activities or projects.

The questionnaire concluded with an invitation to respondents to indicate if they were prepared for us to follow up with a short telephone interview.

Remarkably, over half the respondents (52%) were willing to do this, providing their names and contact details for us to do so. Unfortunately time prevented us following up with more than a handful of questionnaire respondents, with whom our enquiries focused primarily on clarification of particular points made in the questionnaire response rather than any in-depth interview.

Key Informant Interviews

In parallel with the questionnaire survey a selection was made of individuals who might reasonably be considered to have expert or 'inside' knowledge of WR and its achievements, over the following categories:

- Representatives of funding and partner bodies
- WRLPS team members and project leads
- Volunteers
- Project participants
- Programme beneficiaries including local businesses
- 'Experts' including those involved in local cultural and natural heritage works
- The HLF Monitor and Regional Grants Officer
- Others including individuals who had little contact with WR.

In the time available systematic sampling was not possible and the interview programme was handicapped by difficulties in getting hold of people by telephone and lead times for setting up pre-arranged interviews by email; in the event we were able to interview a total of 21 individuals across all of the above categories. Our questions were focused on:

- The difference that WR project have made:
 - to the area's natural or cultural heritage
 - to the respondent and/or their community or organisation.

and

- What, in the respondent's view:
 - has worked well (and why)
 - and has worked less well (and how it could have been done differently).

Focus groups

In the time available it proved possible to hold only one small focus group meeting with a group consisting of three volunteers and a project lead.

Site visits

A limited programme of site visits was conducted over three days, 13-14 October, in conjunction with an inception meeting and other interviews held in the WR offices in Ambleside; we were able to make brief visits to a total of some 10 project locationsⁱ which because many projects were information and activity based provided a representative range of the physical outputs the programme.

In addition to the above, we were pleased to sit in on the final visit and meeting of the HLF monitor on 15 October, and on the final meeting of the WR Board on 23 October; our thanks to those involved.

ⁱ We are grateful to Liz Davey for setting up and for accompanying us on these visits.

4 Projects, outputs and outcomes

This section considers the achievements of the projects comprising the WR scheme. WR projects were presented initially in the LCAP under the four thematic HLF programme aims as follows:

- **Conserving or restoring the built and natural features that create the historic landscape character**
- **Increasing community participation in local heritage**
- **Increasing access to, and learning about, the landscape area and its heritage**
- **Increasing training opportunities in local heritage skills.**

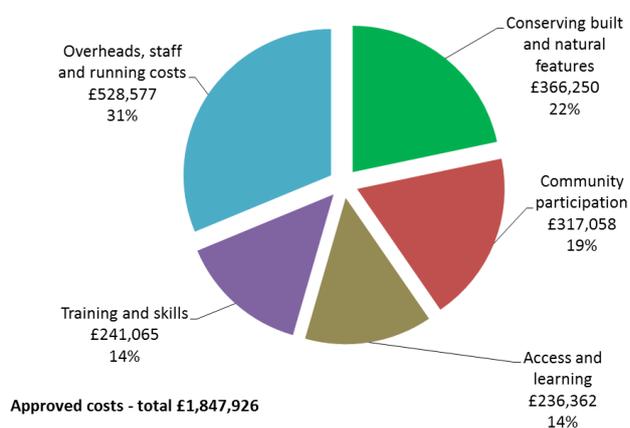


Figure 7 Project cost allocations in the 2010 LCAP (including match funding) by HLF programme area.

Figure 7, indicates the relative significance (in terms of proportion of total project costs allocated to each) of the five WR programme areas in the approved 2010 budget.

No financial report had been completed at the time of submitting this report and projected figures for actual spend in each area were not available.

In late 2011 following the appointment of the LP delivery team the programme categories were 're-jigged' to a format that was considered to offer better communication and more public impact in

relation to the overall aims of the scheme:

- **Practical conservation**
including '*activities like river bank repairs to keep peat and soil where it should be, and tree planting.*'
- **Choices for a Greener Future**
Focused on behaviour change, this programme was aimed at '*encouraging everyone to make choices for a Greener Future that reduce our impact on the environment, like buying phosphate free dishwasher detergent.*'
- **Celebrating Landscape and Heritage**
A diverse range of programmes including '*using the arts as a vehicle to introduce the catchment's environmental issues*', work with schools, visitor interpretation and also research and physical access works.

- **Learning opportunities**

*'You can learn to lead and manage volunteers, or about environmental issues and their management on a free course, or you can pick up new skills by volunteering.'*¹²

The allocation of projects to different programmes is to some degree arbitrary; in addition to their primary aims most projects have multiple outcomes, contributing to several programme areas. For example all 'natural environment' projects contribute variously to the conservation of the historic landscape, to public access and understanding and/or to the enhancement of local heritage-related skills, and most have to some degree contributed to local community engagement.

Within each programme individual project aims and outputs were also very varied; 'Celebrating Landscape and Heritage' included a programme of arts based events and activities (Creative Reflections), an investigation of the areas hidden industrial heritage (Reflections on History), a major project uncovering and improving access to the foundations of Ambleside Roman fort (Romans by the Rivers) and a major footpath creation and improvement programme, including the restoration of viewpoints and interpretation (Access to the Western Shore).

In order to focus on outputs and outcomes in relation to WR, this section broadly follows HLF's four thematic programme aims of natural and cultural heritage conservation, community participation and engagement, access, learning and training, adapted to the major WR outcomes. Each section starts with a brief introduction followed by a summary of the main projects; this is followed by a list of the main outputs in each area and finally, a discussion of outcomes and legacy, based on our own observations and those of the respondents to our on-line survey and interviews.



Figure 8 The WR web banner - 'Linking Lakes, Landscapes & Lives'.



Figure 9 Arts-based projects figured prominently in WR's programme. (Left) the Borrans Park kaleidoscope (enabling a framed reflection on the Lake, see front cover) and (right) reflective baubles on the Dunmail Raise Lookout, both commissioned from a local artist.

4.1 Conserving the 'natural' and 'built' heritage

Most WR activities directed at physical conservation focused on the natural environment in relation to catchment management, still and running water habitat improvement and water quality. Projects in WR's *Practical Conservation* programme included reedbed restoration on Lake Windermere's shore, the mapping and removal of riparian invasive non-native species, native woodland restoration and reduction of soil erosion and the restoration of peat soils. All of these projects were interlinked in some way and all included volunteer engagement and public awareness activities. Other projects (dealt with in S 4.3 below) focused on physical or intellectual access have also led to improvements in the quality of the archaeological and historic environment.



Figure 10 Restoration of reedbeds at Sandy Wyke (left) involved clearing overhanging trees and sinking coir mats pre-colonised with rhizomes, anchoring them to the lake bed with chestnut stakes. At Mitchell Wyke (right) fascines – bundles of small branches – are laid to reduce wave action and fences protect young reeds from grazing by geese.

Projects

Five projects had conservation of the natural environment as their central theme:

- **Restore the Shore** - lakeshore habitat restoration with mapping, protecting and reinstatement of degraded reedbeds
- **River Corridor Enhancement/ Restore Our Rivers** - 're-naturalising', riparian habitats by restricting water flow and facilitating flooding of wetland habitats and increasing porosity of waterlogged soils through sub-soiling (*project rewritten August 2013*)
- **Alien Invaders** (previously 'Aliens and Predators') - surveying, mapping and removing invasive non-native plant species with a focus on Himalayan Balsam, Japanese Knotweed and Western Skunk Cabbage
- **Save Our Soils (SoS)**- reducing erosion with demonstration projects on fellsides, in woodland and on farmland
- **Wonderful Woodlands** - restoring and planting new native woodland with craft skill workshops.



Figure 11 Much of the tree planting in the ‘Wonderful Woodlands’ and the ‘Save Our Soils’ projects has been undertaken by volunteers. (Left) Kendal College students plant saplings as part of the woodland restoration programme on Windermere’s western shore and (right) Volunteers take a break from planting trees along an upland river bank in Dungeon Ghyll.

In practice there has been significant overlap between many of these projects. For example, Wonderful Woodlands has tended to focus on replanting and management of woods on slopes susceptible to erosion, particularly around Lake Windermere, and in the uplands, on gradients and on river banks, dovetailing both with Restoring the Rivers and with Save Our Soils. Whilst Save Our Soils has focused in the lower lying areas on woodland and fellside planting, Restoring the Rivers included a demonstration programme of subsoil ploughing on agricultural land, assisting water drainage and reducing flooding, and in upland areas a programme of gryke blocking and mire restoration, facilitating peat growth and water retention. In addition to riparian planting, Restoring the Rivers has also included a programme of river bank stabilisation and riparian planting as well as blocking river flow to create or restore areas of riparian marsh or carr as wildlife habitat.



Figure 12 Peat Bog restoration at Blea Moss (left) involved blocking drainage channels so that Sphagnum moss and cotton grass can grow and their remains build up as peat. Trees and bogs don’t mix so location was an important consideration for woodland restoration at Rydale Dalehead (right).

Outputs

Significant outputs relating to the catchment's natural environment and wildlife include:

- Over 10,000m² protected beds of juvenile reed established in Lake Windermere. Much of the work was carried out by volunteers including the removal of overhanging trees, construction of 400 fascines and planting of reed rhizomes and installation of 2.2 km of fences. HLF funds paid for the pre-colonised reed mats and equipment for volunteers including 20 pairs of cheap waders plus a supply of repair patches.
- A total of 15.6 ha of native woodland planted including 6.2 ha of lowland deciduous, 4.2 ha of upland oakwood and 1.7 ha of wet woodland, plus a further 2 ha of mixed deciduous woodland improved – a total of 7000 trees planted overall.
- 0.2 km hedgerows planted.
- 35 km of riparian habitat improved including 400 trees planted alongside Dungeon Ghyll and 6 LWDDs – Large Woody Debris Dams – laid across Cunsey Beck to impede water flow, allow silt deposition and create spawning habitat for fish.
- 3.5 ha of upland peat bog improved or restored at Claife Heights and Blea Moss.
- Invasive plant species mapped over the full 235km² of Windermere's catchment and populations significantly reduced from Lake Windermere and other areas including Rothay Valley and Little and Great Langdale Valleys.
- A subsoiler purchased by CRT as a community asset has been used to drain 6ha of land.
- A tender store built at Harrowslack with a WR contribution to enable the removal of running lines from the shore, reduce shoreline erosion and assist reed bed expansion.

All the projects under this head have had significant outputs beyond the protection or enhancement of the physical heritage; all have involved significant volunteer input as well as on-site training and most have been undertaken in areas of public access, with a number accompanied by on-site interpretation and/or media publicity, contributing to public awareness.



Figure 13 Local farmers examine SCRT's new subsoiler (left) in a demonstration of how this can penetrate impermeable soil, reducing waterlogging and surface run-off. The subsoiler is now a community asset and is available to all farmers in the area. (Right) Installing large woody debris at Cunsey Beck to impede water flow, allow silt deposition and create spawning habitat for fish.

Outcomes

Almost half the respondents to the on-line survey felt that projects have secured some benefit to natural features with a further third noting major improvements.

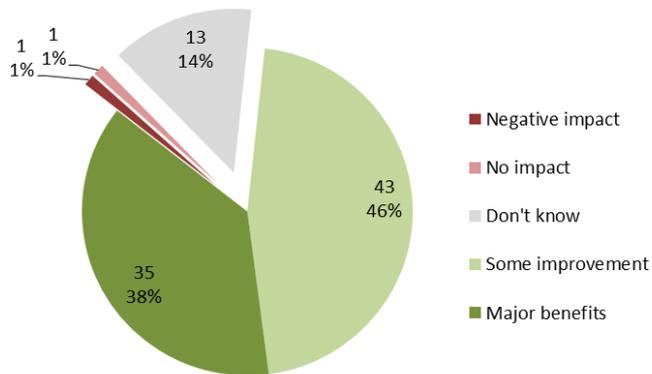


Figure 14 To what extent do you think WR has contributed to the practical conservation of water, soil, wildlife, habitats, or other natural features?

The only critical comments came from one respondent who felt that that WR would be damaging to nature because it would attract more visitors to the area and another who objected to tree removal around Lake Windermere, undertaken to reduce shading in order to allow reeds to regenerate. Others, including ‘don’t knows’ who felt that money spent on arts and community projects would have been better directed to practical conservation.

Quotes below indicate the range of comments received:

‘The reed restoration sites in

Windermere are essentially demonstration projects – we’ve learnt a lot of lessons from them, they’ll act as showcases and we’ll get money for it.’ (PR)

‘Tree planting - well planned and organised, a pleasure for everyone involved as volunteers.’ (V)

‘Balsam Bashing has worked tremendously well in the area around Troutbeck. It worked well because schools and other groups went there consistently over the three years.’ (V)

‘The most difficult aspect of the work appeared to be around ‘river naturalisation’ which is something that is very difficult to achieve and evokes very strong reactions and comments.’ (PR)

‘There are big issues around farming practices and the pressures on these which the project couldn’t really tackle.’ (PR)

‘Restore the shore is unlikely to have long term benefits for the lake, i.e. it is not sustainable without long-term investment. Also the practice of planting reeds from Leighton Moss (outside of the catchment) is questionable at best for both biosecurity and success. The focus should have been on educating local stakeholder on how to manage existing reed beds.’ (PR)

‘Whilst central government allows companies to sell products with phosphates voluntary activity is I suspect, unlikely to have a huge effect.’ (NP)

‘Stop NP taking down trees near the Lake.’ (NP)

Some difficult decision need to be made about the lake e.g. culling geese, reducing the number of moorings, etc., Windermere Reflections has not advanced this at all.’ (NP)

‘Overall the project attracts people to the lake (which is intrinsically bad).’ (NP)

The long term benefits of all the projects in this section will depend on on-going maintenance. In contrast to some other LP schemes no formal management agreements appear to be attached to habitat works, however the owners of land on which works have taken place (principally The National Trust) all have expressed an informal commitment to maintenance, as has the SCRT for the reedbed restoration on the Lake. Access to Western Shore and Restoring the Rivers have a maintenance and management fund of £10,000 with the terms of its use outlined in a maintenance plan. One problem with the reedbed restoration is that works in Windermere are expensive compared to other sites such as RSPB's Leighton Moss; it requires active planting, stabilisation and fencing. In consequence potential funders tend to make negative comparisons and at least one recent bid to the WREN Biodiversity Action Fund has been refused, probably for this reason. However reed restoration sites in the Lake are essentially pilot/demonstration sites and NT/SCRT seem likely to continue to promote them as examples of what can be achieved. Moreover local groups such as the Woodlands Group will continue in existence and seem likely to maintain a watching brief over the works completed so far and the publicity attached to the 'aliens' (perhaps more appropriately called 'invasive species') programme seems likely to ensure that regeneration of the target species will lead to further active 'bashing' in the future.

Archaeological, historic and built conservation

Two projects which explicitly focus on the catchment's archaeological and industrial heritage; Romans by the Rivers (originally within the 'Conservation of Natural and Cultural Heritage' theme) and Reflections on History were subsequently incorporated within the 'Celebrating Landscape and Heritage' delivery programme; their primary aims, respectively, were public access to and understanding of Ambleside's Roman fort, and the investigation and understanding of the catchment's industrial past.



Figure 15 Ambleside's Roman fort was first excavated in 1914 and the remains then covered with turf; for the last century the 'humps and bumps' have been difficult to interpret; people rarely visited because the field was grazed by cattle. Now the foundations have been revealed again and stabilised with stone capping, with most of the work done by volunteers. The grass will be kept short by sheep and new interpretation boards will make the area more interesting to visitors

Outputs

Significant outputs relating to archaeology and the built environment include:

- Over 200 meters of masonry consolidated and protected on Ambleside’s Roman fort, together with consolidation of the 19th century Gatehouse to Borrans Park.
- Consolidation of the Claife Viewing Station and its courtyard in collaboration with The National Trust.
- Four month-long archaeological field surveys and 4 study days each leading to a Community Archaeology Research Report (in addition to Oxford Archaeology North’s initial (2010) Archaeological Assessment⁵) on fulling mills¹³, iron bloomery sites¹⁴, mines and quarries¹⁵ and woodlands and woodland industries¹⁶ around Windermere followed by an accessible popular guide to the industrial archaeology of the Windermere area.¹⁷

Outcomes

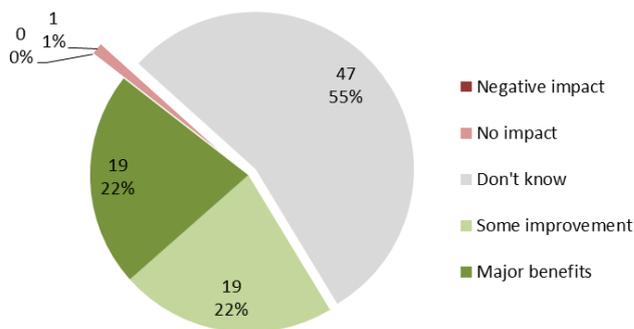


Figure 16 To what extent do you think WR has contributed to the conservation of archaeological, historic and ‘built’ features in the area?

Conservation of the historic and built environment has been a secondary focus of WR and it is perhaps for this reason that more than half of the survey respondents returned a ‘don’t know’ when asked to evaluate the WR scheme’s contribution in this area.

However the works undertaken must be counted, together with the other physical conservation projects as a significant and highly successful part of the WR programme.

The consolidation of the Roman Fort and the Claife station courtyard and viewing platform are likely to endure; they are on National Trust land and the Trust has undertaken responsibility for their maintenance.

‘The work at Galava Roman Fort has been made possible by a good budget and very good project management setting realistic targets which have been met.’ (PR)

‘Project to conserve the Claife Viewing Station ensemble. This Grade 2 listed heritage asset is on the nation’s heritage at risk register.’ (PR)

The field survey reports and the four Community Archaeology Research Reports are a repository of information of direct relevance to the sites they cover and to a wider understanding of their respective periods in the area.

‘Surveys of the Fulling Mills. Fantastic to have the resource to do this work.’ (PR)

'Reflections on History. It has involved a large number of local volunteers in investigating the industrial history of the catchment.' (PR)

'As local suppliers of modern day barbecue charcoal it was useful to demonstrate and publicise the basic principle of its manufacture and be able to relate it to the ancient coppice regime in our area, with its special wildlife habitat benefits, which provided the basic material and still does thanks to the efforts of our members and others.' (PR)

Despite the large number of 'don't knows' in Figure 16 it seems likely that one major outcome of these projects will be a significantly increased public awareness and engagement with the area's archaeological and historic heritage.

Wider outcomes are considered below under Access and Learning and under Training and Skills. In addition several other programmes contributed in some way to 'built' conservation; as in Access to the Western Shore, where footpath restoration and interpretation has been an important contributory element to the restoration of the Claife Viewing Station. Moreover to the extent that the whole of the Windermere catchment is a cultural rather than a purely natural landscape, most landscape works can be considered to be a form of cultural restoration.



Figure 17 Previously Ambleside's Roman fort could only be accessed through a small gate. Now a new people-friendly gate and path (left) will make access easier. (Right) interpretation of Ambleside's Roman Fort includes the lake shore, which helps visitors to appreciate how the shoreline has changed over time – putting the Fort and Windermere's wetlands into context.

4.2 Community awareness, engagement and participation

'Changing behaviour' has been a major aim throughout the delivery phase of WR. Most of the projects in the WR scheme have included an element of awareness-raising in relation to catchment and water quality issues both with their participants and with the wider community through site-based interpretation or through leaflets, videos and media and press reports. Most have also to some degree encouraged community links, especially through their use of volunteers. This section considers WR activities aimed directly at increasing awareness and engagement, especially those in WR's *Choices for a Greener Future* delivery programme.



Figure 18 The WR street theatre show at the Kendal Mintfest (left) and (right) 'in the field', part of the Windermere Footprint project. Top chefs Naturella 'Luscious' Lakesome and Algae 'Dastardly' Bloomingtall can be seen 'baking off' in a competition (with Mother Nature as judge) to create the best recipe for a healthy lake.

Projects

Choices for a Greener Future projects directed specifically at raising community awareness and securing behaviour change were

- **Love your Lakes** –promotion of ways that residents, businesses and visitors can reduce the amount of phosphate reaching the catchment's water bodies.
- **Windermere Footprint** – initially an online 'behaviour change calculator' this project became a collection of activities targeted at a range of audiences (residents, businesses and visitors). *(project rewritten February 2013)*
- **Winderclean** – summer shoreline and other area litter picks plus an initiative to encourage businesses, schools and individuals to 'adopt a patch' to keep litter free year round.
- **Sustainable Outdoor Recreational and Challenge Events (SORCE)** – provision of advice to help outdoor event organisers and participants think about how they can reduce their impact on the lakes environment, and increase the benefit they bring to the local community.
- **Greener Boating** – working with boaters to help them understand the impact their activities can have and how to reduce potential damage whilst continuing to enjoy the resource the lake offers.

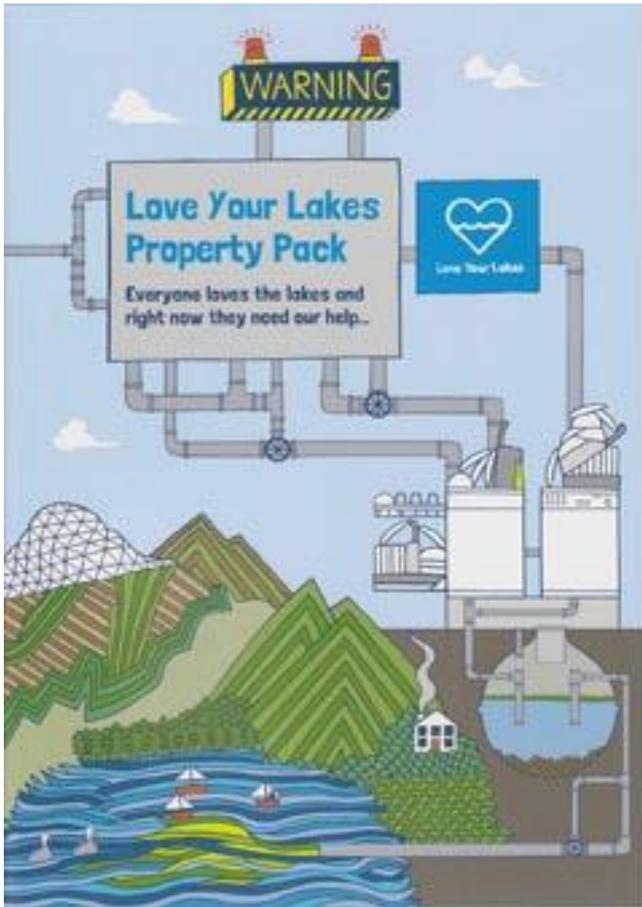


Figure 19 The 'Love your Lakes' Property Pack aimed at owners of hotels and holiday lets contained advice about how to reduce negative impacts on the lake.

A further project, **B4 Network Development** (promoting sustainable transport through awareness raising materials, characterised as about 'boats, bikes, buses and boots')^{1:19} was subsumed shortly after delivery commenced within the GoLakes programme managed by Lake District National Park Authority on behalf of a partnership including Cumbria Tourism, the tourist board for the area.

During delivery projects were adjusted in the light of experience. For example individual and institutional behaviour calculators (print and on-line) were the initial centrepiece of Windermere Footprint and were in vogue when the LCAP was compiled but recognised as ineffective during delivery. The project was redesigned to focus on media including 'quirky' videos for showing in cinemas and events such as street theatre (Figure 18), intended to promote WR's central message. In this way the project complemented Love Your Lakes and Greener Boating, encouraging people to buy phosphate free dishwasher detergent, check and regularly maintain their septic tanks and be careful with garden fertilisers and to reduce the spread of non-native species.



Figure 20 A still from one of WR's short animation films (left) celebrating the WR landscape as an inspiration for art and literature. Reactions to the films were mixed. (Right) Ronnie Mullin of Bowness Bay Brewing proudly displays a case of 'Mere Gold – A Beer For Reflection' commissioned by WR for gifts and prizes.

Outputs

Measures of activity relating to community awareness and behaviour from these and other projects include:

- 10 community consultation events held with an average of 28 people at each. WR staff have worked with 47 community groups involving 515 participants and organised 10 festivals/ events with a total of 700 people attending together with 6 exhibitions/ displays with a total of 30,495 individuals visiting. Talks, winterising workshops and other events have engaged nearly 100 individual lake users.
- 142 businesses advised with 119 given bespoke support (particularly focusing on those with a lake or waterside location); 1 business training event involving 23 businesses and 3 further drop-in business advisory sessions; 2000 advisory leaflets delivered to businesses and customer facing leaflets and laundry cards distributed.
- 400 Estate Agent Packs have been delivered to new residents; Heart of the Lakes property management has agreed to include publicity about environmental issues to holidaymakers in its 250 properties in the catchment.
- 30 businesses have taken the P-free Pledge to go phosphate free and achieved Love your Lakes accreditation; Love your Lakes is now a recognised part of the Green Tourism Business Scheme and the Cumbria Business Environment Network. 5 event organisers have agreed to operate a Visitor Payback Scheme.
- 15,380 leaflets delivered to homes in the catchment and 2,000 Property Packs delivered to waterside properties with a septic tank; 50,000 people are estimated to have seen the film 'The Windermere Song' in local cinemas' the song is also on YouTube together with other WR videos.
- WR hosted BBC Radio 4 Gardeners' Question Time, from Ambleside in July 2014 and Radio 4's Farming Today included an on-site report from a site visit to an SoS juniper planting day.
- 3 summer community litter picks delivered 569 people-days of litter picking effort with over 40 cubic meters of rubbish collected and 2 Debris Dives, involving over 250 scuba divers in Lake Windermere, removed 10 tonnes of 'junk' from the lake bed.
- The 'Alien Invaders' programme involved 84 separate work parties over 3 years engaging almost 600 volunteers contributing some 3000 hours of time. 60 individual volunteers were involved on the Roman Fort restoration; volunteers have also run Heritage Open Days on the site as part of the project. Overall, WR projects have involved a total 2,821 volunteers contributing a total 27,469 hours of their time.

Outcomes

Given the emphasis on public awareness raising and behaviour change in the WR programme it is perhaps disappointing that there is only anecdotal evidence of achievement. The FlyOnTheWall Research telephone survey of 400 catchment residents conducted in 2010 as part of the development phase was in part intended to provide a baseline measure of awareness of catchment issues and it also assesses community interest in volunteering and training. The LCAP included a proposal to repeat this survey towards the end of the WR scheme.^{3:4} This could both have provided a measure of achievement under this head and could also perhaps have fed into legacy planning. As it is while it is clear (from comments of the LP team and others, and from responses to our survey) that some individuals have changed their practices, especially with regard to detergent phosphate, it is difficult to judge the overall impact of the scheme on this central aspect of the programme.

There was a good deal of enthusiasm (particularly from those close to the delivery team) for activities in the 'Windermere Footprint' programme and other arts and performance based activities, not least in relation to the 'Windermere Song'ⁱ However some of those we consulted felt that there was an overemphasis on arts based projects at the expense of practical conservation, and some found the song and its accompanying video contrived and patronising. A measure of the videos' reach (beyond local cinema showings) may be gauged by the You Tube views of five videos (figures until early November 2014):

Video	When	Views	
Windermere song	3 Jul 2013 16 months	8,365	The 'Windermere song' performed in representative WR sites in the area.
Greener Boating	20 Nov 2013 11 months	143	Produced by the EA and aimed at boat users, a '1950s style' black-and-white humorous exhortation to 'pump poop' via shoreside facilities, fuel up from a land based pump, avoid spreading invasive species and use phosphate free detergents.
Our Living Landscape	25 Feb 2014 8 months	209	An animated cartoon history of the development of the Lake District landscape, and environmental pressures and responses.
Our Inspiring Landscape	25 Feb 2014 8 months	365	An animated cartoon survey of artists and writers inspired by the Lake District.
Great Lake Cake Bakeoff	3 Jul 2014 4 months	96	The WR theatre performs a skit on Ready Steady Cook.

Figure 21 Viewings of five WR videos from publication on You Tube to early November 2014.

ⁱ www.youtube.com/watch?v=X_VAMHjQJU



Figure 22 A team of ‘balsam bashers’ (left) proudly display their trophies after a day removing invasive species along the shore in Borrans Park. By the 3rd year of the exercise there wasn’t much Balsam left to pull. (Right) United Utilities – the water company responsible for the Windermere area – offers its staff ‘environmental leave days’. Here, some have volunteered to remove scrub and trees prior to reed restoration along Windermere’s shore.

It is clear also that WR projects and events have secured a significant degree of community ‘buy-in’ and engagement, notwithstanding its top-down delivery. Indeed WR’s impact may have been greater because it is not seen primarily as funding activities of existing community organisations and it has also been careful to stress its independence from existing National Park and other funding partner governance structures.



Figure 23 To what extent do you think WR has (left) secured community engagement and participation and (right) raised people’s environmental awareness and changed their behaviour towards the environment in the area?

Whilst over 70% of questionnaire respondents considered WR to have improved community engagement and participation and an only slightly lesser number felt that WR had improved environmental awareness and behaviour (Figure 23) some interviewees felt that WR’s spend in this area would have been better directed towards physical conservation works.

'Windermere Song was often sung by children at events so the long term is that the children will have that lodged with them for their lifetime.' (PA)

'Being aware on a vague and minor scale is a waste of the possibilities of a scheme like this. It could and should have been so much better, and more to the point. 'Woolly' is again a good description.' (PR)

'Someone ... said her daughter was mesmerized it [the Windermere song] was so good, AND she understood the message!' (PR)

'I have implemented several changes at work to help improve water quality with our self-catering cottages.' (PA)

'Love your Lakes publicity and businesses 'signing up' to phosphate-free products - but how do we check that they are really doing this and will continue to do so?' (NP)

'I have read numerous articles about community involvement, which makes me think it has worked well.' (NP)

Whilst views on the arts and events based projects appear to be split between those who enjoyed them and those who found them self-indulgent or irritating, there was almost universal acclaim for WR's volunteer engagement:

'A project or activity which in my view has worked well for community engagement and participation has been the training and involvement of the volunteer force.' (PA)

'Both Romans by the Rivers and Reflections on History surpassed their original targets for volunteering and contribution in kind; as such they must be seen in a favourable light. The feedback from volunteers has clearly been very good indeed.' (PR)

'The tree planting project worked well to get different groups of people together.' (V)

A number of LP schemes have included in their budgets some form of community fund to allow flexible support for bottom-up initiatives arising during delivery; this would have been an option for WR, although the LDNP Sustainable Development Fund and other sources such as Nurture Lakeland's small grants programme already provide an existing mechanism for funding small projects.



Figure 24 The Secret Windermere Debris Dive involved 262 volunteer divers who retrieved 10 tonnes of 'junk' from the lake bed. The debris was later used to make artworks.

4.3 Access and learning

WR's *Celebrating Landscape and Heritage* programme focused principally on facilitating or improving physical or intellectual access to the area's natural and cultural heritage.

Aims included increasing the use, understanding and enjoyment of Windermere's western shore and its historic buildings, improving knowledge about the history of human use of natural resources in the catchment, using the arts as a vehicle for securing greater engagement with and understanding of the area's heritage, and exploring and celebrating the concept of tranquility and promoting quiet enjoyment in the remoter and less known areas of Windermere.

Most of these projects contributed in some way to other aims of the WR programme, including physical conservation of Ambleside's Roman fort and the 18th century Claife Viewing Station, and wider understanding and engagement, through visitor interpretation, ranging from public events and temporary posters on fences to more permanent professionally produced interpretation boards.

Projects

The following WR projects had physical and/or intellectual access as their main aim:

- **Access to the Western Shore** – improving access along Windermere's western shore between Claife Viewing Station and Wray Castle through the creation of new paths, resurfacing existing ones, providing access to Wray Castle, removing or coppicing trees to restore views and breathing new life into the ruined Claife Viewing Station.
- **Romans by the Rivers** – uncovering and improving access to and understanding of Ambleside Roman fort.
- **Reflections on History** – the investigation and recording of the programme areas hidden industrial heritage focusing on water power, woodland industry, mining and iron bloomeries.
- **Floating Story** – provision of information to supplement visitors experience of a cruise on Windermere (*project rewritten February 2013*).
- **Secret Windermere** – work with school children and the wider community focusing on tranquillity, what it means and how to access it in this busy area.
- **Creative Reflections** – using the arts as a vehicle to introduce the catchment's environmental issues and celebrate its cultural heritage and landscape (*project rewritten February 2013*).

Adjustments made to the programme in delivery included the rewriting of Floating Story. Focused on passenger awareness on Windermere's Lake Cruises, the cost of on-board delivery equipment for digital downloads proved to be beyond the allocated budget. In its place were substituted more short quirky

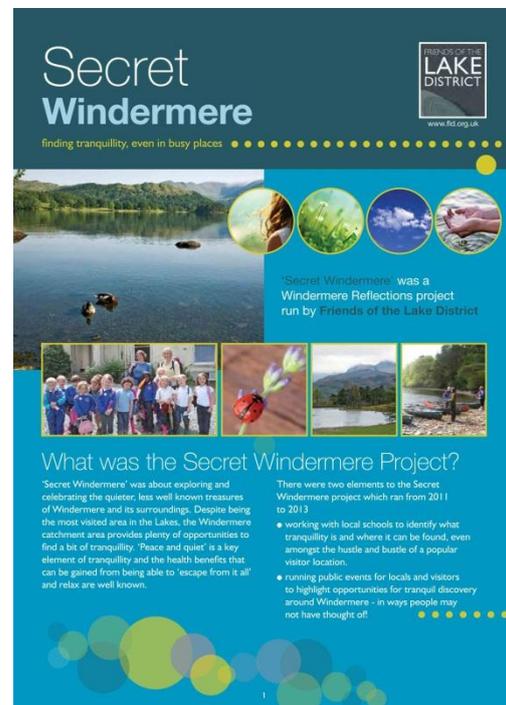


Figure 25 'Secret Windermere' was a programme delivered by the Friends of the Lake District, who carried out their own evaluation at the end of 2013. FLD's final report on the project can be found on their website, www.fld.org.uk.

and educational downloadable films (complementing Windermere Footprint), skipper information packs, a 'Cruise with a Ranger' programme and live on-board events with invited speakers. Another change involved the Creative Reflections project for which the lead body was to have been the Windermere Rotary club but which was eventually delivered by the WR staff team.



Figure 26 Volunteers (left) creating a new section of footpath along Windermere’s western shore. The National Trust has undertaken to maintain the footpath network for the future. (Right) Claife Station was built in the 1790s during the Picturesque Movement as a viewpoint for visitors to ‘experience’ the changing moods of the Lake through coloured glass windows. WR, in partnership with the National Trust, is restoring the station and its access for public use.

Outputs

Significant achievements from this programme include:

- A user-friendly ‘all access’ gate and linking path from Borrans Park to the Roman Fort which is now uncovered, interpreted, accessible and attractive to visitors.
- Installed 1 km of new footpath and 1 km of cycle track and upgraded 5 km of bridleway along Lake Windermere’s western shore.
- Steps to the Claife Viewing Station repaired.
- 25 interpretation boards designed and installed.
- 18 leaflets and 8 guides or booklets published and 8 DVD/ films produced.
- 3 MP3 downloadable audio trails produced for LDNP – around Greenhead Gill, Easedale Tarn and Elterwater Common, on the Lowther Estate, each trail relating to one of WR’s archaeological field surveys.
- Work with 8 primary schools with over 500 children participating. The programme included 17 visits to schools and 35 off-site school site visits in total involving 1392 pupils.
- Production of a downloadable cross-curricular education pack, including lesson plans, worksheets and supporting resources. Additionally an electronic version is hosted on the WR and TES websites where it has had 3000 downloads in 3 months to October 2014).
- In addition SR has produced 3 resource boxes available for loan through Cumbria Development Education Centre to all schools. They include wooden jigsaws highlighting catchments and sub-catchments, ‘Bigger Picture’ a large interactive felt teaching floor mat, pond dipping equipment and I.D. sheets, and have so far been used by 11 schools.

- An illustrated cartoon booklet 'Lauren and the Lake' produced for schoolchildren.
- Work with 2 secondary schools involving 761 students (including 3 vocational learning sessions with a total of 105 students) as well as 9 colleges/ universities involving 216 students overall.
- A programme of 24 public guided tours or walks involving a total of 812 participants, 10 family learning activities engaging 76 individuals and 33 adult learning activities involving 304 participants.
- Collaboration in a workshop on lake bed and subsurface sediments¹⁸.

Outcomes

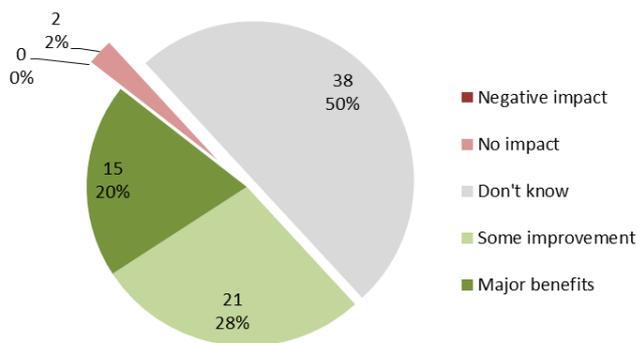


Figure 27 To what extent do you think WR has improved people's physical access to and enjoyment of the area's heritage and landscape?

(NP).

In this context it is interesting that 50% of survey respondents returned a 'don't know' when asked about WR's contribution to physical access (Figure 27) suggesting either that they may have been unaware of the works to the Fort or of the footpath improvements on the western shore, or that they were unaware that these were part of the WR programme.

In respect of intellectual access and understanding it is too early to assess the impact of many activities. A guide to the industrial archaeology of Windermere ¹⁷ based on four seasons of survey work was produced during the period of our evaluation and distributed to volunteers, schools, libraries and special interest societies as well as LDNPA visitor centres. In addition the three excellent audio trail walks produced for LDNP around the Lowther Estate; 'Dig Dig Dig' (Grasmere to Greenhead Gill), 'Feel the Force' (Grasmere to Easedale Tarn) and 'Hearts of Oak' (around Elterwater Common) have only recently been made available on the LDNP websiteⁱ as downloadable MP3, providing a legacy resource for the future.

The outcomes of other projects, such as the activities with school children and the public in Secret Windermere and the arts-based activities in Creative Reflections are less tangible (and the timescale of

Intellectual and physical access were equally important aims of the WR programme. In terms of physical access, works to the Roman Fort and to Windermere's western shore have already produced benefits which will last well beyond the end of the scheme. Typical comments were 'Access to the Western Shore improved the path ... it has brought more people in to walk the route. The path will be there for the long term and is being promoted by Go Lakes.' (PR) and 'You can see a lot more [of the fort] now'

ⁱ www.lakedistrict.gov.uk/learning/archaeologyhistory/reflections-on-history-audio-trails

this commission was insufficient to secure significant feedback from participants). FOLD has produced its own final evaluation of the Secret Windermere project which now features on the Friends' website.

'Access to the Western Shore improved the path ... it has brought more people in to walk the route. The path will be there for the long term and is being promoted by Go Lakes.' (PR)

'You can see a lot more [of Ambleside's Roman fort] now.' (NA)

'interpretive and orientation material for the west shore making navigation around the area easier.' (V)

'To assess the value of education you need to survey the public in 3-4 years' time. Sadly I don't think that major benefits will be available for a lot longer than that.' (NA)



Figure 28 (Above) Reflections on History volunteers survey quarry (left) and the excavated remains of an iron-smelting site at Blelham Tarn. (Below) Their work has led to a series of research publications and of an accessible booklet which will help to inform understanding and future conservation of the catchment's rich industrial heritage.



4.4 Training and skills

Increasing training opportunities in local heritage skills was the fourth aim of the HLF LP programme. Much of the practical work in Restoring the Shore, River Corridor Enhancement, Alien Invaders and Save Our Soils was done by volunteers, a number whom reported that they had learnt a lot from the experience. Several projects included in addition some form of structured training provision; for example Romans by the River and Reflections on History as well as Wonderful Woodlands included training days for volunteers.

In most of these projects however training and skills were secondary objectives. In addition the WR scheme included two projects directly aimed at increasing volunteering capacity in the Windermere catchment and encouraging environmental awareness amongst trainers and particularly amongst outdoor leaders to inform their own work. Both had to be significantly modified at an early stage in programme delivery.

Projects

Two projects in the WR LCAP were directly focused on providing learning and training opportunity:

- **Training the Trainers** – training volunteer co-ordinators to support the wider volunteering requirements of the programme and delivering catchment management courses.
- **Action for the Outdoors** – delivery of Postgraduate Certificate (PGC) modules providing a good understanding of catchment issues designed to target outdoor leaders.

Both projects were rewritten in February 2013. *Training the Trainers* was intended to be a programme of certificated programme of courses linked to UoC postgraduate programmes. Four courses were developed, focused on catchment issues and management, and on volunteer co-ordination and leadership. *Action for the Outdoors* was a parallel programme aimed at outdoor education centre staff intending to increasing awareness and understanding of catchment issues which would be transmitted to clients. Some courses were delivered in the early stages of the scheme, but both programmes faced major difficulties.

There was resistance from potential students to assessment (required for all HE courses since 2004 as a condition of government funding). An attempt was made to redesign modules as adult education 'leisure' course without accreditation but this was not successful. And whilst the Lake District has the largest concentration of outdoor education centres in the country, most Centre staff are casual, employed on zero-hours contracts, unable to afford either the time or the money to attend courses which do not directly enhance their employability and specialist skills.

A further blow to the programme was the government's announcement in November 2011 of the removal of direct (funding council or HEFCE) funding to all universities. This meant that from September 2012 onwards UoC would have to apply full cost recovery to all courses resulting in student fee of £450 per module. Two free training modules, on Catchment Management and Catchment Monitoring, were delivered in 2011-12 and then integrated with the UoC's 'Greening Outdoor Practice' PGC.

In their place WR redesigned both programmes, using the allocated HLF funding to employ a part-time education officer for the last 18 months of the scheme to deliver a second phase of the schools and groups work through a restructured programme of activities in two areas.

- A schools and youth groups programme building on earlier 'pilot' education work delivered by matching Creative Reflections budget to LDNP SDF funding. This extension programme continued to use trained volunteers to work with school groups providing introductory sessions and running 'scratch' digital animation workshops, together with the production of National Curriculum related teaching materials was also included.
- A Windermere Reflections John Muir Award Club. The John Muir Award is open to all but the WR club specifically focused on providing informal learning and Continuing Professional Development opportunities for adults. The club provided a talks and related activities programme with a focus on wild places, encouraging awareness and responsibility through personal 'learning' projects with a particular focus on issues and activities relating to the WR programmes. These talks and activity sessions were open both to those undertaking the award and otherwise interested members of the public.

Outputs

Outputs from the additional work with schools are included in S 4.3 above. Significant training and skills outputs include:

- 4 free courses involving a total of 23 participants were ran in the early stages of the scheme – 'Leading a Volunteer Group' (offered twice), 'Co-ordinating Volunteer Groups' and 'Issues in the Windermere Catchment'.
- Two modules - 'Integrated Catchment Management' and 'Monitoring Catchments' - were created and offered for free as part of UoC's 'Greening Outdoor Practice' PGC certificate. A total of 12 participants gained credit before government HE funding was removed. The modules continue however as part of UoC's 'Greening Outdoor Practice' programme.
- 10 people gained their John Muir Award, including two University of Cumbria students, who gained the prestigious 'Conservator Award'. The awards involved a total of 129 days of associated volunteer activity.
- 17 teacher training events for local school teachers.
- An environmental module was prepared for the Canoe England coaching syllabus.

Training delivered through other WR projects included:

- 3 historical research introduction and training days, one for each of the themes water power, woodland industry and mining.
- 15 rural skills/heritage training courses, 1 tourism and business course, 8 participation learning courses and 85 other courses involving a total of 395 trainees.
- 1 internal training course for the WR staff team lasting 3 days with 3 people trained.

Outcomes

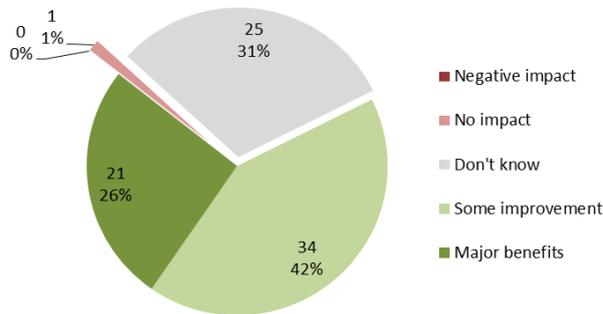


Figure 29 To what extent do you think Windermere Reflections has increased people's understanding and/or enabled them to acquire skills and competence relating to the area's natural and cultural heritage?

In many cases the benefits are qualitative rather than quantitative and can only be assessed indirectly, sometimes by anecdotal evidence or opinions of those who were involved. 55% of respondents to the questionnaire survey perceived WR activities in this area to have led to at least some improvements. The relatively large number of 'don't knows' may indicate lack of awareness as much as uncertainty about the effectiveness of WR activities in this area.

enduring benefits. Moreover, the two early training modules - 'Integrated Catchment Management' and 'Monitoring Catchments' remain part of UoC's 'Greening Outdoor Practice' programme and it seems likely that the John Muir Award Club will continue, attracting local people who wish to gain their 'Conservator Award'.

Many of the comments made by interviewees suggest that some projects and activities at least have produced

'Reflections on History has taught volunteers to recognise archaeological features and record them appropriately.' (PR)

'Increased knowledge of plants and their cultivation and impact. Some very good botanists and foresters on the teams.' (V)

'Training the trainers - folks don't like doing formal qualifications, do non formal ones.' (PA)

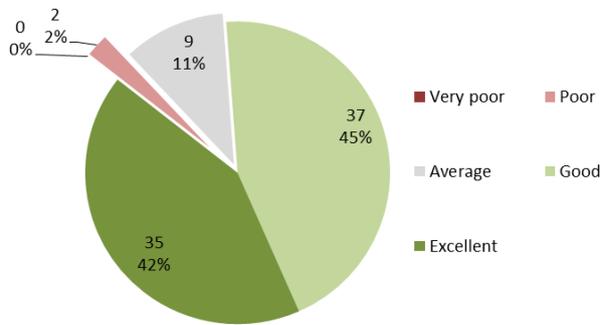
'Personally gained direct experience of tree planting, knowledge about trees and habitats, and some historical background to traditional use of wood etc.' (V)



Figure 30 John Muir Club participants present their work (left) and (right) sharpen their canoeing skills on Lake Windermere.

5 Governance, administration and delivery

Overall our own impression of the management and delivery of the programme, supplemented by the views of those we have been able to interview are that it has been competently run. The LP team,



working to the EA through an Internal Review Group, appears to have applied good project management, and they have done this in a way which has been open and accommodating to other project leads, volunteers and participants.

Perceptions of those with some connections with WR who responded to our survey were overwhelmingly favourable. Over 70% of respondents commended the LP team on administration and

Figure 31 How well do you think the WR scheme has been run?

delivery, an accolade in particular for the LP team for their hard work and commitment.

At the same time, our evaluation has revealed some issues which may merit consideration in future work, including:

- **Governance:** Despite the enthusiasm, hard work and approachability of the LP team ‘on the ground’ the Partnership has appeared to some to be remote and WR not an enterprise over which the community had ownership.
- **Delivery ‘in house’ vs external project leads:** This perception may have been increased by the fact that many WR projects were led by WR Partner organisations or other established institutions (such as SCRT). Most of the remainder, particularly in the ‘Choices’ and ‘Celebrating’ programmes were led directly by members of the LP team. These commitments seem to have put pressure on time for core administrative functions.
- **Project monitoring and recording:** One consequence may have been that monitoring has focused primarily on financial aspects rather than capturing outputs and outcomes. As a consequence of this (and the lack of an office administrator) quantitative output data for some projects is lacking.
- **Continuity:** Lack of staff continuity between WR’s development and delivery stages has had both positive and negative consequences. Together with the short three-year delivery phase it has increased the pressure on the LP team who have had to work hard to secure results from a standing start. However it has also enabled creative reshaping where necessary and the fact that several projects had to be re-written during delivery has helped secure a sense of ownership of the scheme by the LP team.

‘Very accessible. Happy and friendly.’ (V)

‘The WR staff have been troopers, they really have!’ (PR)

‘The WR reflections team were all very busy handling multi projects and hence things were missed or were not as efficient as they could have been.’ (PR)

6 Legacy

'Windermere Reflections will not be a 3 year programme of projects. They have been designed to be catalysts for organisations, groups, clubs and individuals to do things differently from then on... Windermere Reflections will provide the resource to kick-start what will be a change in approach to living sustainably.'^{1: 244}

This section considers first the enduring benefits of WR in terms of the legacy of individual projects and then of the legacy of the scheme as a whole and the difference it has made to the landscape and its communities. The analysis follows the structure of HLF's current (February 2013) informal advice to LPs on legacy planning.¹⁰ This is followed by consideration of what in retrospect did not work so well and of the lessons that might be learnt from this.

6.1 Legacy arising from individual projects

Benefits from individual projects enduring beyond the end of HLF funding can be identified in regard to a number of projects. However many of these benefits need to be qualified, as follows:

Legacy	Comment
Conservation of built features and archaeological sites	Works to the Roman fort, the Claife courtyard and viewing station will leave an enduring legacy, as the landowner (The National Trust) has committed to on-going maintenance.
Habitat creation and restoration works	<p>Many of the 'natural environment' activities are seen as creating demonstration or pilot sites, informing future conservation work, but these are likely also to leave a lasting legacy of habitat and landscape improvements because the landowners and/or project leads are committed to future maintenance.</p> <p><i>'Invasive non-native species control will continue with the work done by South Cumbria Rivers Trust.'</i> (PR)</p>
New environmental or historical data	<p>Lessons learnt from genetic mapping and attempts to grow reed from seed and the success of pre-colonised coir matting will inform successor programmes in Esthwaite Water and elsewhere. Other demonstration habitat improvements should continue to inform future conservation work. Published archaeological and historic data has been added to the historic monument record, will inform planning and development decisions and remain an important resource, informing future management of the sites surveyed and further afield.</p> <p><i>'Survey of the area will be invaluable to the future of local history.'</i> (V)</p>
Physical access	Footpath works to the Western shore, together with those to the Roman Fort and Borrans Park have already resulted in (unquantified) increases in public use and are likely to be maintained by the respective owners.

Intellectual access

On-site interpretation, publications and other media productions seem already to have resulted in increased interest (and hopefully understanding) amongst local residents and visitors.

It is hoped that all the publications will be available to download on the WR legacy website.

'School information packs will be a permanent resource and the schools are already engaged.' (PA)

New skills and competencies in the local area

There has been no evaluation of the outcomes of volunteering or training activities although there is anecdotal evidence of on-going interest.

'Trees all got planted and the volunteers are now continuing as a volunteer group with the National Trust.' (PR)

New or reinvigorated local community groups

The Woodland Volunteers Group formed in connection with WR's Wonderful Woodlands project seems likely to continue. The network of archaeological and heritage conservation volunteers established through the Romans by the Rivers and Reflections on History projects is also likely to continue to provide a volunteer resource for both LDNPA and the NT. Friends of the Lake District (who have produced their own legacy report on the Secret Windermere project) seem likely to wish to promote some of the activities of WR elsewhere in the Lake District as well as in the Windermere area. The availability of SCRT's subsoiler as a community resource may lead to new initiatives amongst farmers in the area.

'Invasive species project worked well as it has had a really positive impact, but more importantly created a lasting legacy of partnership working with organisations involved.' (PR)



Figure 33 A WR exhibition banner included photographs, childrens' drawings and clippings showing its activities in education and volunteering.

6.2 Landscape – wide legacy

HLF LP funding is predicated on the premise that funding at a landscape scale yields more than would result from funding a series of smaller projects. The WR LCAP identified seven key criteria by which its long-term success would need to be judged:

- Access to heritage for recreation, education, appreciation and conservation.
- Participation and learning and training
- Landscape vulnerability perceptions
- Changes in land management and water users
- Increased ownership by locals of their heritage
- Level of engagement of new, critical audiences
- Community and volunteer engagement.^{1: 247}

These are ambitious aims for a three-year programme and evidence for some of them would require closer scrutiny over a longer term. Yet some of them would appear to have been achieved, at least in part.

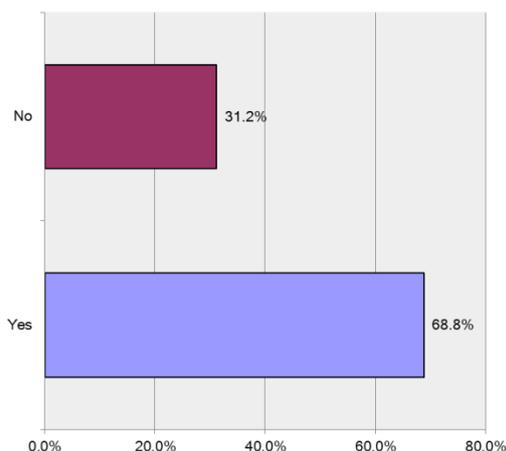


Figure 34 Are you or do you plan to be involved in any legacy activities relating to WR?

One of the central aims of WR was engagement. A significant outcome of our consultation was the number of individuals (almost 70% of those sampled) interested in principle in participating in WR legacy activities. Continued involvement might be limited to avoidance of phosphate detergent use but more active engagement presumes the existence of projects for individuals to participate in. One concern is how such activities may be generated in the future. In the words of the WR LCAP *‘Success will be measured by the degree to which projects are adopted by existing or newly founded organisations after the programme that are secure in community ownership and financial continuity.’*¹¹ The LCAP

proposes that *‘the transfer of projects and legacies to long established bodies after the programme ends, will ensure continuity into the future.’*¹¹ This seems likely to happen in the case of some activities, most prominently the reedbed restoration and related physical conservation activities on the lake, and in the engagement of volunteers, not just in these physical works, but in the associated survey and research which will hopefully continue; however this may be less likely in the case of some other project areas. There are no plans to continue WR as a coordinated programme of projects however there is a good deal of related activity in the area and it may be hoped that engagement and involvement with WR will prompt at least some of those who would not otherwise ‘get involved’ to do so.

In terms of positive contributions to the whole landscape our work suggests that WR has contributed to an enduring legacy in a number of respects (although some of these are qualified) as follows:

Legacy	Comment
On-going physical conservation led by partner organisations	WR has provided an impetus to key partners including the National Trust and SCRT which is likely to continue although progress on some key works (for example reedbed, woodland and mire restoration) will be dependent on finding new sources of funding.
Behaviour change	Behaviour change is the central theme of WR but also the most difficult to evaluate. While there is anecdotal evidence of individual (and some institutional) change as a consequence of the scheme a repeat of the development phase survey would have provided some independent evidence of this. As it is, it seems likely that other legacy outcomes of the scheme may be at least as important.
New or significantly reinforced identity for the area	Windermere and its catchment are an iconic part of the Lake District with a national identity that needs little reinforcement. It seems likely that WR activities will have at least to some degree strengthened and added a new awareness of environmental threats to local perceptions and ‘ownership’ of the catchment landscape.
Generated ways of working which are likely to continue	<p>One of the features of WR has been the integration of projects led by different partner organisations. Whilst good contact existed before at a policy level it seems likely that officer level contacts may have been significantly improved. And publicity attached to the conservation works – for example collaboration between SCRT, NT and NP – should help to ensure that the programme continues.</p> <p>While all organisations have engaged volunteers to a greater or lesser degree it seems likely that the dependency of WR projects on enthusiastic volunteers has demonstrated the importance of collaborative working and good community relations.</p>
New projects or proposals developed as result of LP activity	Original WR match funding from Defra of £96k towards materials (fencing, barriers, chestnut stakes and coir matting) for the reedbed restoration has prepared the ground for a further £60k of funding (from October 2014) for a project ‘Catchment Wise’ in Esthwaite Water based on the lessons learnt in Windermere.

‘In the longer term, consideration is being given to setting up a Trust / social enterprise to continue the work of landscape-scale protection out-with the major agencies, who may be pressured to pursue a changing agenda with limited funding.’ LCAP ^{1:245}

Delivery of the WR scheme has taken place at a time of major institutional change, not least the government’s adoption of the Catchment-Based Approach in 2013 including the appointment of catchment hosts and recognition of the need to work at a sub-catchment scale. Whole Valley Plans are currently in development for Grasmere and Ambleside through the National Park Partnership. The

National Trust is a major landowner in the catchment and is currently asset planning their land and adopting sustainable use policies. SCRT is the Defra appointed catchment host and although principally focused on environmental outcomes increasingly recognises the importance of community engagement. It is clear that key organisations, including the National Trust and SCRT will continue to develop their resource management work (and continue to cultivate community links) in the catchment. However given the wide variety of projects undertaken by WR it is perhaps disappointing that there is not a successor body to the Partnership able to take on a coordinating role with a wider vision across the whole of the catchment.

'I think the project was important and full of very good intentions and committed people, but the real practical legacy for reducing our polluted lake is unclear. Too much emphasis on arts and culture, and too little emphasis on real measures to reduce pollution - that is the key issue.' (NP)

'Local Contractors have benefited from larger projects and volunteers from several organisations have come to work together.' (PA)

6.3 Lessons learnt

Our assessment of the enduring benefits of WR identified above as landscape and project legacy is qualified by reservations. Some of these may be attributed to external factors over which neither the WR Partnership nor the lead body had significant control; other reservations relate to the original conception of WR as a partnership. This section considers issues of planning, management and delivery both positive and negative – what went well and why, and what went less well and could perhaps have been done differently.

Time

‘a 3-year Landscape Partnership can only be the catalyst’. (LCAP)

One lesson, certainly a challenge acknowledged by the delivery team, is the length of time it takes for people to take notice of a programme and become engaged with it. ‘Changing behaviours’ like ‘bottom up’ planning takes time and the three-year timescale for WR delivery has been very short for this kind of work, particularly in a shifting institutional, policy and financial climate.

This has also put pressure on the LP team to complete delivery of all projects, which has had consequences for other work, including monitoring and evaluation. In this context too, the LP team are to be congratulated on the completion of ‘in house’ projects to time and to target.

This has been a common issue with most three-year LPs in response to which HLF has in its current Strategic Framework extended the delivery phase to five years; this will mean higher administrative and staff costs or lower allocations in each year, but should help to overcome some of the problems faced by WR in its delivery.

“Changing behaviours’ takes time and the timescale of available funding is quite limited. This means that often just as we are starting to make a real difference the money runs out, and in the climate of funding constraints the amount of meaningful, organised on-going activity is impacted.’ (PR)

Bottom up or top down?

Whilst WR could not be described as a community-based scheme, one of its successes is the degree to which it has been able to engage the local community with a significant degree of ‘buy-in’ from local residents, although perhaps less so from local community organisations.

At the same time there are issues relating to planning and delivery which may be important to consider for any subsequent funding applications for similar or related schemes elsewhere. For example the WR LCAP’s landscape character assessment (LCA) appears to have been based entirely on the LDNP LCA;⁴⁹ with little local community input. Similarly in delivery, the leads for many of WR’s community projects were members of WR’s small LP staff team – who must be congratulated on the ‘hands-on’ work they have committed to this area. But community buy-in – and a sense of ownership – of the Scheme might have been wider had local community organisations been engaged at an earlier stage. A more extended planning and development phase, whilst increasing development costs might have helped to secure this. Much depends on local conditions and enthusiasm. A parallel informal ‘bottom up’ landscape partnership in the adjacent Coniston and Crake catchmentⁱ has achieved significant though more modest

ⁱ www.scrt.co.uk/coniston-and-crake-partnership/coniston-and-crake-catchment-partnership

benefits without any major external funding. The approach has risks but where successful the sense of ownership and the prospects of legacy could be greater.

'In house' or in partnership?

Seven of WR's projects have been led by members of the LP team. This has inevitably competed for time with core functions and put extra pressure on staff. They must be congratulated on their drive and on the work they have committed to delivery however it is important to strike a balance between 'hands on' delivery and the equally time consuming coordination, monitoring and administration. As it was, the 2.4 fte equivalent staff (2.2 for much of the scheme) were sometimes overstretched; a decision in May 2013 to appoint a third part-time project officer rather than an administrator was correct in the circumstances but also meant that the WR office – and its telephone - was sometimes unstaffed. Administrative pressures were exacerbated also by problems with the EA IT system in the WR office.

Governance

Following the withdrawal of SLDC during the development phase and the dissolution of the wider Steering Group in the early delivery phase, formal governance of WR has been left effectively with the five members of the WR Board (chaired by the EA member who was also the line manager for the LP team) and EA's Internal Review Group. This is perhaps an issue that needs to be considered in any subsequent funding bids for other catchments within the Lake District.

Future schemes should consider the need for a wider and more representative Partnership Board with an independent Chair distinct from the line management of LP staff through the accountable body.

'[WR] was not really a Landscape Partnership. There should have been more community involvement in the development phase.' [PR]

Additionality

'Windermere Reflections is cited in the Partnership's Plan as part of the delivery mechanism for the Windermere Catchment Restoration Programme and, as such, respects and reflects the aims and objectives of other key strategies and plans within the National Park.' WR LCAP^{1:36}

The 'top-down' nature of the Scheme raises issues for HLF in particular in regard to the principle of additionality – that HLF funding should not be used to compensate for cuts in government funding of provision that was previously funded by the state. One possible measure of additionality is the degree to which HLF funding supports activities beyond those relating to the objectives of the organisations represented by the Partnership Board.

In this regard the project has done well to include a range of activities ancillary to physical environmental remediation, and to focus the latter on innovative pilot or demonstration projects rather than large scale works. Criticisms of WR – including that it has featured too many educational, arts or community-based projects at the expense of physical works need to be seen in this light.

The LCAP

For HLF the LCAP is not merely a bidding document used to secure funding but a working document intended to steer the progress of the LP scheme, to keep it 'on track', stimulate new thinking and at least in part (as in this evaluation) the basis against which the achievements of the LP scheme are to be assessed. And ideally the LCAP should also be a public document, a reference point for legacy activities

subsequent to the end of HLF funding; the WR LCAP itself states that it *'should, by definition, be for the long term'*.^{1: 237}

However the WR LCAP appears to have existed only as a series of Word files, was never put on the web, and seems to have been superseded by other materials produced by the LP team subsequent to Stage 2 approval. This may be due to the existence of other strategic partnership programmes including the LDSW's WCRP (2007). It may also in part be due to the content of the LCAP and the process by which it was put together with the strategic element coordinated by a short-term contractee. It may be useful to review the production and intended function of the LCAP in any future new LP schemes; in the meantime the WR LCAP together with all other publications (including reports etc) arising from the development phase should be made publicly accessible as an archived document on the WR legacy website.

The evaluation process

A final issue – both from the perspective of the authors of this report and we think also from that of WR itself – concerns the commissioning and timing of WR's evaluation. This was done too late (when delivery was almost complete) and has been condensed into too short a timescale. As indicated in Section 3 above, HLF now recommends⁷ that evaluation not be a purely retrospective assessment but rather an on-going and participative process, designed to enhance project outcomes (and help these to be captured) initiated at a much earlier stage in delivery.

HLF also recommend that LPs conduct or commission a mid-term evaluation of their work. The LP team commendably produced a mid-term review of the work. The content included much that would have been covered by a full mid-term evaluation which would however have enabled the evaluation process to be formative rather than purely summative, to give added impetus to the work of project partners and facilitate adjustments in the direction of the LP scheme as a whole.

We have consulted as widely as possible and engaged as far as we could with partner representatives, project leads and participants. However had we started earlier, our engagement could have contributed to project delivery as well as assessment. Some opportunities for embedding evaluation in delivery may have been missed; for example given that the baseline survey of local awareness undertaken during the development phase was not repeated, smaller scale surveys (for example by school children of their parent's understanding and perception of catchment issues) could perhaps have been included in the schools programmes. In addition the late commission has restricted not only the number of people we have been able to interview but also the potential audience for the on-line questionnaire, as a consequence of which, respondents were limited mainly to those on WR's own contacts list.

On a final note, we hope that our evaluation – and this report – will not be seen as an end in itself or a means merely of 'signing off' what has been a really positive LP scheme for HLF, but a celebration of what has been achieved and an input into future planning.



Figure 35 WR's mid-term report (August 2012) provided the opportunity for the LP team to take stock of what had been achieved to date, to communicate the results to the public and to plan for the remainder of scheme.

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