



An international framework
of good practice in research and delivery of
the European Capital of Culture programme

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Key recommendations from the European Capitals of Culture Policy Group (2009-2010)



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PART I: European Capitals of Culture Policy Group

Introduction

The European Capitals of Culture Policy Group was funded by the European Commission's Culture Programme for twelve months in the period 2009 to 2010. The Policy Group set itself the goal of sharing good practice in relation to the delivery process of the European Capital of Culture (ECoC¹) title and developing a common research framework to assess the impact of a title year. The results of this work are presented in this final report, giving recommendations mutually agreed by the members of the Policy Group. The work programme of the Policy Group was set out for one year only but there are intentions within this group and the wider ECoC community to continue the discussion, building on the work presented in this report.

Aims and objectives of the Group

Background

The ECoC programme is currently in its 25th year and has developed significantly in delivery and profile. It has become one of the most coveted awards for European cities which aspire to position themselves as cultural and creative hubs, and aim to demonstrate the value of culture to the revitalisation of their urban economies and in affecting social change. In this context, the programme is becoming increasingly competitive, with calls sometimes attracting more than ten candidate cities from a designated hosting country.

However, despite the increasing profile of the programme, assessments conducted for the European Commission (Myerscough 1994, Palmer/Rae 2004) raised concerns about the lack of a coherent evidence-base for the benefits of hosting the ECoC title, and the title's medium-to-long term legacy in host cities. This lack of cohesive research makes it difficult to conduct meaningful direct comparisons between ECoC cities and thus limits the cumulative knowledge for future hosts, to support their understanding of both the opportunities and challenges of hosting the title. It also limits the ability to assess the ECoC programme in total, on a European level.

The United Kingdom has hosted two titles; the first was Glasgow, European City of Culture in 1990 and, more recently, Liverpool, European Capital of Culture in 2008. In both cases the cities considered the ECoC as an essential catalyst in transforming perceptions of their city's cultural base as well as re-energising their creative and tourism economy. The ECoC has thus been understood as an extremely powerful platform to showcase not only the cultural strengths of a given city, but also to establish connections across its cultural, economic, physical and social agendas. The ultimate claim that has emerged within the UK environment – and has been utilised in other cities throughout the world – is that the ECoC as a major cultural policy investment, can be a driver for urban regeneration and lead to sustainable long-term positive change.

In order to justify these claims, the UK has placed considerable investment in developing research which advances the understanding of culture-led regeneration initiatives in urban environments. The ECoC has been a particularly relevant case study, with pioneering research into the economic value of the arts being conducted in Glasgow in 1991 (Monitoring Glasgow 1990, Myerscough 1991), followed by one of the first attempts to understand the long-term legacy of a cultural event, through investment in an evaluation ten years on (The Cities and Culture Project – Legacies of Glasgow 1990, conducted by Beatriz Garcia between 2002 and 2006).² These projects, combined with growing demands for evidence on the impact of cultural activity, the development of research and intelligence resources within Regional Cultural Consortiums³, as well as cultural policy research centres within universities, led to the inception of Impacts 08⁴ in 2005, two years after the nomination of Liverpool as ECoC.

The unique situation of a full research programme taking place over five years (between 2005 and 2010), in parallel to the development of the European Capital of Culture programme itself, meant the ECoC delivery agency in Liverpool and the research team were able to work closely together, resulting in benefits to both. The context of an



Photography by Peter Jones

¹ In this report the abbreviation ECoC is used to denote both European City of Culture and European Capital of Culture as the two titles are part of the same 25 year programme.

² See a summary of the project online on <http://www.beatrizgarcia.net/res-Glasgow1990.htm>.

³ Eight Regional Cultural Consortiums were established in England in 1999 by the Department of Culture, Media and Sport to embed culture in regional planning and policy.

⁴ Impacts 08 was a five year research programme, commissioned by Liverpool City Council in collaboration with Liverpool Culture Company, the managing and commissioning body for Liverpool's ECoC with advice from the North West Culture Observatory, to provide an assessment of the economic, environmental, social and cultural impacts of hosting the ECoC. The programme was delivered by a partnership between the University of Liverpool and Liverpool John Moores University between 2005 and 2010 and involved links with the governmental, education, business and cultural sectors in the city, the region and the rest of the UK. Details are available online at: www.impacts08.net.



Photography by Peter Jones

ongoing evaluation into the impacts of their programme enabled a more self-reflective practice for the ECoC delivery team, while the researchers gained an understanding of the processes as well as the outcomes of the delivery of the ECoC title.

While Liverpool commissioned a longitudinal research programme assessing different areas of impact, other cities hosting the ECoC title have commissioned studies and research projects. A full overview of existing research on ECoCs is presented in Part II.

The Policy Group aimed to build on the most valuable dimensions of both the research and the programming approaches already used by members of the group, to ensure that good practice is shared with upcoming ECoCs and to demonstrate the value of establishing a replicable research framework for assessment, thus taking a step towards a coherent evidence base for the impacts – both positive and negative – of hosting an ECoC.

Aims and objectives

The main aim of the Group was to establish a European forum to share good practice projects and activities from a range of ECoC hosts, thus creating a long-term legacy for the exchange of intelligence around approaches to delivering and understanding the impacts of an ECoC.

The main objectives were to:

1. Share the main findings and lessons learnt in delivering the **Impacts 08 research programme and other ECoC research activities** conducted across Europe, thereby developing an approach to a sustainable evidence base for European Capitals of Culture.
2. Support this with examples and **case studies** of a number of relevant good practice projects and activities from European Capitals of Culture within the group.
3. Identify non-ECoC related **good practice across partner cities and EU member states**, with an emphasis on existing and emerging approaches to measuring the impact of significant cultural investment on a range of social, economic and cultural factors.
4. Establish a **comparable framework for measuring** the impact of cultural activity across different ECoC host environments – and piloting this first with the project partner cities.
5. Relate the evaluative benefits of research on the ECoC to broader **academic research** in cultural policy – particularly to the wider theoretical and methodological debate.
6. Advocate for the establishment and agreement of a **European Research Model** for ECoC assessment, to be adopted by the European Commission, that can be adapted and developed by all future ECoC hosts, thus maximising opportunities for benchmarking and international knowledge-transfer.

It is important to note that, although the Policy Group has been building on the experience developed through the Impacts 08 programme and the specific approach to delivery undertaken by the Liverpool Culture Company, the main ambition has been to provide a framework that can be appropriated and enhanced by future ECoCs, rather than a finished or static product. The establishment of an online platform for methodology and data sharing was aimed at ensuring that this was, and is, an open process that incorporates as many contributions as possible from previous, current and upcoming hosts. Although the establishment of a framework is desirable to ensure comparability, it is also important to remain flexible and sensible to the distinct characteristics of each European Member State, and it is a core recommendation of Part II of this report to make the sixth objective (European Research Model) feasible and sustainable in the long-term. The recommendations in this final report are a first step towards a European Research Model.

Who was involved

In order to deliver the above objectives, a network of delivery managers and research units based in current, past and future European Capitals of Culture was set up to exchange good practice in the management, promotion, research and evaluation⁵ of cultural initiatives, in particular, the ECoC title. This European Capitals of Culture Policy Group has involved the following layers of engagement:⁶

Leading members	Core members – Steering group	Associate members
Impacts 08 at the University of Liverpool, UK	Stavanger Kommune, NO	
Culture Liverpool ⁷ at Liverpool City Council, UK	International Research Institute of Stavanger (IRIS), NO	Essen for the RUHR.2010, DE
	Turku 2011 Foundation, FI	Kosice 2013, SK
	Marseille Provence 2013, FR	Linz 2009, AT

Furthermore, the group received advice from the *Observatoire des politiques culturelles* based in Grenoble in France and was in conversation with the key player on comparable research data for cultural policy at a European level, *ERICarts* based in Germany.

Key activities

Discussion workshops

Key activities of the Policy Group included three workshops which took place in Liverpool, Marseille and Turku. An additional academic workshop was held as part of the concluding Impacts 08 conference in Liverpool in March 2010. There was also a final event in Brussels in July 2010, at which this report was presented.⁸

Online platforms

There were two online platforms that were installed to enable communication between group members and other interested parties: an internal platform and an open access blog. The internal platform was hosted on the social networking site <http://ecocpolicygroup.ning.com/>. Access was restricted to members only and admission was granted to discussion forums, presentations and updates from each member. This tool encouraged and facilitated debates in between workshop meetings, and provided access to internal documents. The research-oriented blog aimed to share good practice in research and evaluation activities across ECoCs providing organisations and researchers with the opportunity to download key documents related to research on ECoCs, receive updates on research activities and access news on the Policy Group's work. The blog is accessible through <http://ecocpolicygroup.wordpress.com/>.

In addition, the Policy Group discussed examples of online legacy tools for ECoCs. As a result, Liverpool City Council developed a legacy website for Liverpool's ECoC 2008, including a section on case studies related to the delivery processes of ECoCs. Case studies were developed within the Policy Group, analysing key governance and organisational challenges for ECoCs, thus providing a guide for future hosts of the title. As this report is mainly research oriented, the framework of the case studies is presented in Annex II of this report.

The legacy website will continue to act as a point of reference for Liverpool's experience as ECoC but at the same time provides a platform for the ECoCs involved in the Policy Group to contribute case studies, thereby sharing different approaches to delivering elements of the ECOC programme. This model offers an opportunity for future ECoCs and the European Commission to consider using web based solutions to the provision of information about the experiences of former ECoCs, thereby facilitating the exchange of good practice.⁹

⁵ For the purpose of this report, research and evaluation are used interchangeably. The Policy Group acknowledges that there is a difference between the two in academic literature. But as these definitions are still an emerging area of debate within the ECoC process, it is not the intention of the report to distinguish between the two.

⁶ For more information on each member involved in the Policy Group, please see Annex I.

⁷ The Liverpool Culture Company was the managing agency for the Liverpool ECoC in 2008. This agency was replaced by the Culture Liverpool and Tourism business units within Liverpool City Council in 2009. Many members of staff from Liverpool Culture Company transferred across to Culture Liverpool.

⁸ Agendas of each workshop and event can be downloaded on <http://ecocpolicygroup.wordpress.com/>.

⁹ It is important to note here that the Documentation Centre on European Capitals of Culture based in Athens has developed an online platform to provide access to a variety of documents, material and information produced by ECoCs. Furthermore, academic studies and final reports produced by ECoCs are available for download (<http://www.ecoc-doc-athens.eu/index.php>). New material can be sent to the centre by email where it will be uploaded to the website. This is a useful platform, centrally organised to collate information and material on ECoCs.

Purpose of Report

The report aims to offer a common framework for research developed by the Policy Group from the experiences of the group's members and transferable to other hosting cities. Recommendations, research themes and priority indicators have been identified that can be used and adapted to the environment and circumstances of each ECoC.

Part I of the report outlines the background to the work of the Policy Group. Part II provides an overview of research conducted on ECoCs, stressing the various research initiatives in understanding the impacts of the ECoC programme (Section A). The recommendations then provide a guideline on how to approach, commission and undertake research (Section B). The discussion on thematic

research clusters and the identification of a set of priority indicators will provide a framework required to conduct research (Section C). Examples will be given throughout the recommendations to illustrate the different approaches taken in each ECoC within the Policy Group.

Finally, Part III of the report will summarise the relevant principles in the establishment of a research programme as discussed previously in Part II.

The report is intended as a guiding document for future hosts of the ECoC title to support the establishment of a research programme for their ECoC. At the same time, it is intended to provide feedback to the European Commission to encourage and support a common research approach for future ECoCs.



Crédit image : c-ktre

"Le partage des midis" ("Sharing the South") as represented by Stephan Muntaner

PART II: Framework outline and recommendations for future ECoCs

A) Introduction: Overview of research on ECoCs

Research on ECoCs is becoming increasingly important as it provides an evidence base for the benefits of delivering the title and also an opportunity to understand any potential negative effects. This section summarises research conducted on ECoCs in chronological order, highlighting different research initiatives undertaken by individual cities and the European Commission.

1985 to 1993 – beginning of the ECoC programme

Glasgow's European City of Culture in 1990 was a turn in cities hosting the title. Before Glasgow mainly capital cities such as Athens, Paris and Amsterdam or recognised cultural centres such as Florence, had held the title. Glasgow's ECoC placed a significant emphasis on culture-led regeneration and the city commissioned a detailed economic impact study of the title. John Myerscough published an extensive economic study, *Monitoring Glasgow 1990* in 1991. During this period, other ECoCs produced brief overviews with little emphasis on impact assessment. A network of Cultural Cities of Europe was created, but there was no regular exchange of knowledge in terms of research.

1994 – the first ten years

In 1994, the Network of Cultural Cities of Europe published an overview of the first ten years of the European Cities of Culture programme (Myerscough 1994). The study shows that the programme had positive impacts on a variety of areas such as media resonance, and the development of culture and tourism. The ECoC was also recognised by citizens who acknowledged the importance of the title for the city designated as ECoC. However, the study also revealed a lack of data collection and research across the title holders.

1995 to 2002 – further developments

After the first decade of the programme, greater emphasis was placed on the title as a catalyst for regeneration. This may have increased interest in research on culture-led regeneration, but there was still no consistent dedication to assessment.

As a celebration for the turn of the century, the Council of the European Union decided to award the title to all nine cities who expressed an interest in hosting the title in 2000: Avignon, Bergen, Bologna, Brussels, Krakow, Helsinki, Prague, Reykjavik and Santiago de Compostela. Cogliandro published an evaluation in 2001 on the European Cities of Culture programme taking place in across those nine different cities in 2000. The report summarised the different approaches taken by cities for this special year and presented a useful snapshot of the benefits in each of the nine cities.

Some further articles and reports on ECoCs were published during this period of time, reflecting the experience of title holders in 2000 and other years (such as Helsinki City of Culture Foundation 2000, Richards 2002).

The programme's duration and increasing profile was also reflected in the fact that in 1999, the European Parliament and the Council of the European Union agreed to integrate the programme into a Community Action. A Decision in 1999 set new guidelines and created a community framework for future title holders (Decision no. 1419/1999/EC).¹⁰

2004 – overview of second decade of the programme (1995 – 2004)

In 2004, the European Commission funded a second assessment of the ECoC programme's progress. Palmer/Rae Associates were commissioned to conduct a follow up report evaluating the success of the second decade of the programme (1995-2004) (Palmer/Rae 2004). While the report highlighted the benefits of hosting the title, it also confirmed the lack of benchmarking and possible comparisons between the different cities. The quality of assessment and data available varied significantly from city to city, and the report emphasised that evaluation conducted by ECoCs concentrated more on 'hard facts' rather than 'soft' or more 'intangible' legacies that might require a longer investigation period (Palmer/Rae 2004 Part I: 21). The lack of comparable data also made it difficult to fully understand the legacies of ECoCs. The report therefore recommended the establishment of a common frame of reference for research and evaluation (Palmer/Rae 2004: 130).

The Association of Tourism and Leisure Education (ATLAS) builds on the report written by Palmer/Rae and publishes the European Capital of Culture Report on a regular basis (Palmer/Richards 2007 and 2009), publishing and analysing data from ECoCs.

¹⁰ Until the 1999 decision of the European Parliament and the Council of the European Union, the ECoC programme was 'managed' through a resolution which allowed ministers of EU Members States to decide upon the title designation (Resolution 85/C.153/O2) <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:41985X0622:EN:NOT>, accessed on 21 June 2010.

2003 to present – progress with specific ECoC research

Post 2003, research on ECoCs developed more of a focus on long-term legacies and holistic research on the impacts for hosting the ECoC title. There are two major studies that should be highlighted here: the long-term impact study on Glasgow 1990 conducted by Dr Beatriz Garcia at the University of Glasgow and the Impacts 08 research programme in Liverpool.

Glasgow's long-term impact study, conducted between 2002 and 2005 analyses the legacy of Glasgow's ECoC, ten years after the title year. The main focus was on the cultural legacy, which had had a significant impact on the city (see <http://www.beatrizgarcia.net/>).

The Impacts 08 programme is the first longitudinal study on the ECoC hosting process. Starting in 2005, the findings of the programme have been published in a series of reports and a final report, summarising the impacts on a cultural, social and economic level (Impacts 08, 2010 see www.Impacts08.net).

Other ECoCs and future title holders¹¹ have now started to place a greater emphasis on providing an evidence base of the impacts and legacies that the year has had in the city. Members of the Policy Group have also conducted and will conduct significant ECoC impact assessments¹²:

- The Stavanger 2008 agency commissioned an independent research team (International Research Institute for Stavanger and the University of Stavanger) to conduct a study on values and attitudes within the population before, during and after Stavanger 2008. Two smaller projects were also undertaken.
- Essen for the RUHR.2010 commissioned an extensive evaluation programme to run alongside the ECoC activities between 2009 and spring 2011, which was structured against different thematic areas.
- Turku 2011 Foundation together with the University of Turku and Turku City Council, are conducting longitudinal research on themes such as city image, economic effects, effects on the region and on urban space. The research commenced in 2010 and will complete in 2016.

In 2009 the European Commission funded an ex-post evaluation of ECoCs in 2007, 2008 and 2009, evaluating the outcomes of the events and activities held in the respective cities. ECOTEC Research & Consulting were commissioned to conduct the evaluation study, using a mix of available data (collected by the host city) and undertaking primary interviews

with delivery teams and key stakeholders involved in the ECoC. The study relies heavily on evaluations undertaken by ECoCs themselves as 'these reports were treated as a key data source' (ECOTEC 2009: 16). The evaluation commissioned by the European Commission does not, therefore, replace the need for ECoCs to conduct research. The ECOTEC report highlights some recommendations to the European Commission in terms of the evaluation of ECoCs.

Since the 2006 decision of the European Parliament and the European Council¹³, the European Commission has committed to 'ensure the external and independent evaluation of the results of the European Capital of Culture event of the previous year' (article 12 of decision no. 1622/2006/EC). The European Commission will therefore continue to conduct an ex-post evaluation of ECoCs.

By 2009 the European Commission had not imposed any particular set of regulations on ECoCs' evaluation, monitoring and research approaches. As a result, available assessments of past ECoCs were extremely diverse and, often, difficult to compare. The establishment of a replicable framework for research was, therefore, the aim of the Policy Group.



"La cité radieuse" (The radiant city) as represented by Stephan Muntaner

¹¹ The bidding documents for cities to become an ECoC now require a statement about planned evaluation and monitoring activities for their ECoC. The proposed application for the title of European Capital of Culture asks in question VI the following: 'Does the city intend to set up a special monitoring and evaluation system:

- for the impact of the programme and its knock-on effects?
- for financial management?

This question enables bidding cities to think about research activities at an early stage in the ECoC process. The proposed application form is available on http://ec.europa.eu/culture/our-programmes-and-actions/doc629_en.htm, accessed 21 June 2010.

¹² More detailed information on the specific research programmes of the respective members of the Policy Group is outlined in Annex III of this Report.

¹³ Decision No 1622/2006/EC of the European Parliament and of the Council of the European Union of 24 October 2006 establishing a Community Action for the European Capital of Culture event for the years 2007 to 2019. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:304:0001:0006:EN:PDF>, accessed 21 June 2010.

B) Lessons and recommendations

This section aims to provide guidelines on how to conduct research into the ECoC hosting process and to provide the European Commission with suggestions for improving the quality and consistency of research. This is the first formal attempt on a European level to share experience in conducting research between cities and partners who have been directly involved in ECoC research activities and programme delivery. The recommendations reflect the experience of former, current and future ECoCs in the Policy Group, identifying commonalities in each of the member cities.

During discussions between Policy Group members it became apparent that the exchange of knowledge on delivery processes from one ECoC to another is taking place within an informal network of ECoCs.¹⁴ However, knowledge exchange is very limited in terms of the commissioning, conducting and presentation of research. The following recommendations seek to fill this gap and the Policy Group hopes these will continue to be built upon and tested. However the scope of this report is limited and does not allow for the discussion of other key areas such as research methodology, which would benefit from greater development beyond this initial work of the Policy Group.

Lessons and Recommendations 1: Knowledge Exchange

It is important to support and sustain the networks and space for knowledge advancement and exchange to build on the results of this Policy Group (presented in this Report).

In particular, there is scope for further work to define and refine common methodologies for the proposed priority indicators (see section C) and to expand the longer list of contextual indicators identified in Annex V. The European Commission should consider commissioning a technical report in order for this to advance.

Some members of the Policy Group have expressed a strong interest in advancing this work by applying for a further European grant, integrating future ECoC hosts and building on the experience of past title holders. It is intended to enhance the dialogue between ECoC delivery agencies and research organisations with experience in conducting impact research. This dialogue between research and practice has proved to be mutually valuable in the Policy Group's work.

A further potential element of a future project identified in the Group's discussions is the exploration of the specific opportunities and challenges of ECoCs from the new Member States¹⁵ and how they can better share their experiences and learn from each other.



Stavanger Vagen – the city harbour

¹⁴The informal network of European Capitals of Culture consists of former, current and future ECoCs and should not be confused with the Network of Cities and Capitals of Culture referred to earlier.

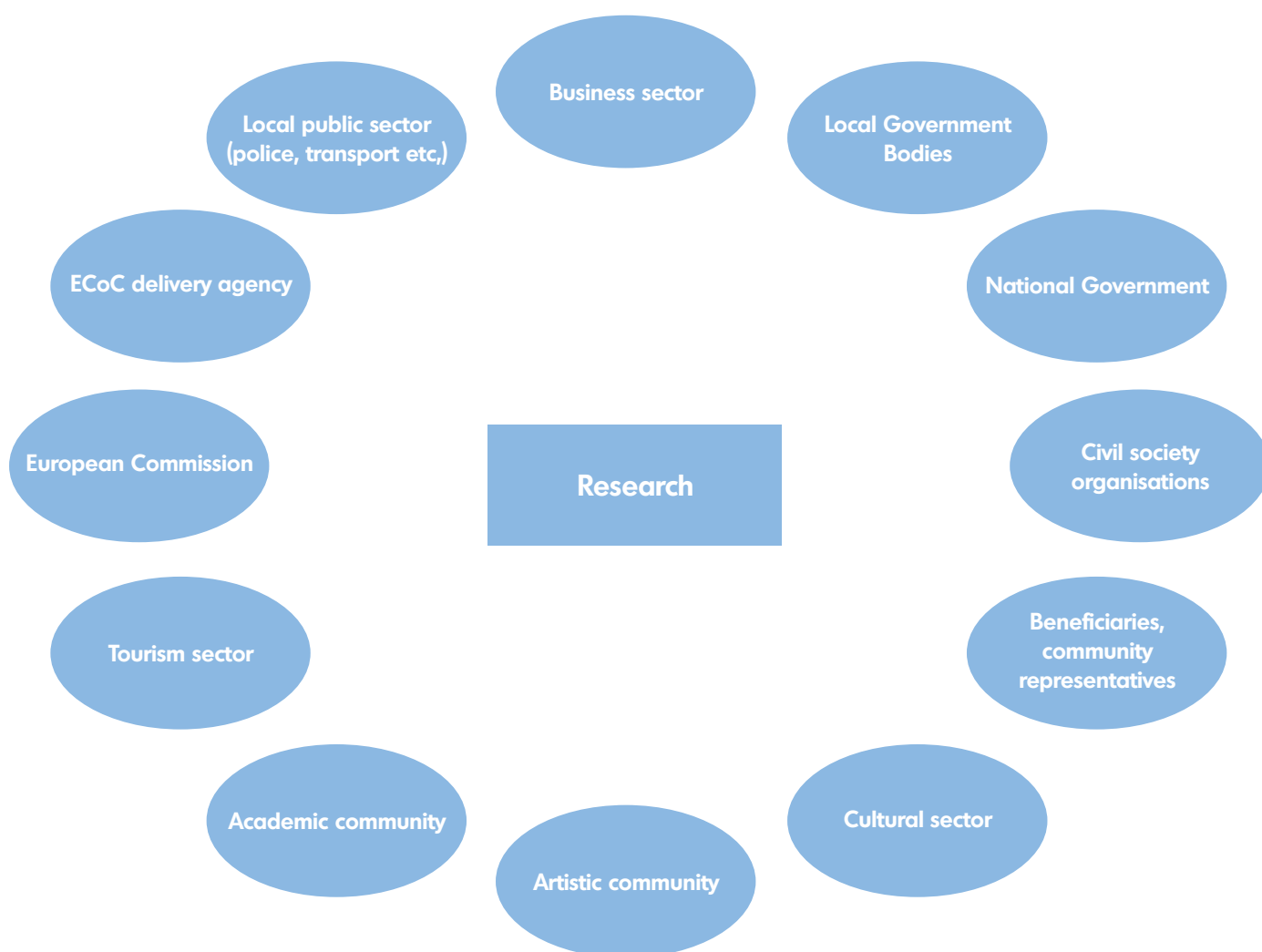
¹⁵During discussions within the Policy Group, it was highlighted that new Member States may encounter more severe challenges in terms of commissioning, conducting and presenting research on the ECoC title in their city. The purpose of the report limits the possibility to explore this further but it should form part of further discussions in the future.

Commissioning research

The process of commissioning research for an ECoC starts with the question: ‘who is taking the lead in commissioning the research?’ In some cases, local government bodies are the main actor in commissioning research to assess the impacts of the ECoC on their city. In other cases, the ECoC managing agency itself initiates evaluation activities. Local government bodies and ECoC managing agencies may have different approaches to research, such as focussing on different areas of potential impact, objectives and aims.

In any case, the body responsible for research will find itself required to deal with a variety of key stakeholders in commissioning and also conducting research and evaluation. These stakeholders may influence the research priorities and have an impact on other factors such as funding, support and access to data. Figure 1 shows these different stakeholders (in no particular order) and illustrates the environment that research for ECOcs can take place in, but does not represent an overall framework applicable to each ECOc. In some countries for instance, local government bodies may play a stronger role than in more centralised countries.

Figure 1: Key stakeholders in conducting and commissioning research



Some of these stakeholders may play a particular role in establishing the research concept and each of them may have a part to play in conducting the research by providing data and analysis. Formative discussions should involve leading researchers in the field of impact assessment, city officials, the delivery team and funders. Independent cultural research can improve knowledge about social and cultural development within the ECoC process and encourage possible changes in the organisational setting and the programming plans in the years leading up to the event year. A close relationship between an independent academic team and the ECoC programme delivery team can assist the knowledge exchange and provides benefits in both directions: from the academic to the delivery team by supporting the processes and helping to reflect on delivery;

and from the delivery to the academic team by helping the academic team to understand the internal processes and politics. However, developing such a close relationship is not unproblematic and some academics may feel it compromises with the notion of independent research.

It is worth involving any local research organisations and networks in drawing up a research brief for tender as their contribution can help identify complementary research activities, areas of specialist knowledge and opportunities for collaboration as well as helping to reduce the costs of research. The research brief can be used by the future research team for a mapping exercise on data that is already being collected within the city and also to identify gaps and areas that may require further investigation.

Lessons and Recommendations 2: Commissioning research

Research and evaluation should be part of a city's ECoC implementation process from the start. The research programme should be seen as a strand of the ECoC programme itself as it can provide a key legacy and document of the year.

The starting point for commissioning research should be a series of open discussions between a broad range of stakeholders to explore the aims and scope of the research programme and forge partnership links within the city and wider city region if applicable. A steering group of different stakeholders can help to shape research objectives and the agenda for the research programme. International experts in the field of impact research can offer an external viewpoint and bring expertise to the local research activities to be commissioned.

Achieving senior level buy-in (such as political support within the local government body and/or from senior executives in the ECoC delivery agency) in support of the research programme will help facilitate activities for researchers and can justify expenditure for these activities with different city stakeholders.

It is important to bear in mind the challenges that may be faced in this process:

- Potentially limited funding available, particularly as research may not be seen as a core activity
- Lack of awareness of the value and purpose of research
- No local experience or capacity in conducting impact research



The City Harbour Actors from the Stavanger2008 play *Fairytales in Landscape*



Closing ceremony for Stavanger2008 in December

Experience Stavanger

In Stavanger the scientific research was funded by the Stavanger2008 delivery agency and the strategy director of the agency attended meetings in a reference group set up to give advice to the IRIS and University of Stavanger research team. However, the independence of the research team was emphasised and neither the ECoC agency nor the local authorities intervened with the research.

Experience Liverpool

The idea for a longitudinal research programme into ECoC 2008 was initially suggested at a large ECoC 2008 stakeholder meeting in mid 2004. A small cultural research steering group was set up to advance the idea. The steering group comprised representatives from Liverpool City Council, Liverpool Culture Company (the ECoC delivery agency) and the North West Culture Observatory. Informal discussions were held with academics and policy experts in the field to inform the brief. The brief gained approval from the Liverpool

Culture Company board before following an OJEC¹⁶ tendering process. The research contract was awarded to Impacts 08 - a consortium of University of Liverpool and Liverpool John Moores University. Importantly, Liverpool City Council was the client for the contract and not the delivery body (Liverpool Culture Company). Funding for the research was sourced annually - 50% from the City Council and 50% from the Liverpool Culture Company.

Experience Turku

Since the beginning of the Turku 2011 process in 2004 it was evident that local universities would have a key role to play if the City was to be chosen to host the ECoC in 2011. The plans for cooperation with local universities and for the Turku 2011 evaluation were already emphasised in the bidding document in 2006. In 2007 the first plans for the actual Turku 2011 research programme were made. The planning of the evaluation programme was initiated by the Turku 2011 team which preceded the Turku 2011 Foundation, the ECoC managing agency. The programme draft was planned in cooperation with stakeholders, researchers and local

universities. In February 2008, the Turku 2011 Board approved the presented research programme plans. A series of research projects as well as the Turku 2011 evaluation programme are mostly self-financed by the local universities - this fact was a result of a series of successful negotiations between the Turku 2011 Foundation and the local universities. The research is seen in Turku 2011 both as independent research on the impacts of Turku 2011 as well as actual cultural content for the different audiences of the ECoC year. The research projects are therefore included in the programme book for the year

¹⁶ Official Journal of the European Community

Rationale for undertaking research

Research can help to identify the impacts of an ECoC and assess to what extent the initial goals and objectives of the programme were achieved. Findings can assist in understanding the legacy of the year itself and can support future cultural strategies on a local level and influence the city's international cultural strategy.¹⁷

The rationale behind commissioning research depends on the interest within the ECoC host city and the drive from different stakeholders (and often funders). The rationale for commissioning research is also related to the vision for the ECoC itself. Is the main aspiration for the ECoC to act as a

catalyst for urban regeneration? Is the main focus an opportunity for greater cultural engagement? Is the exploration of European links the most important driver? The key objectives of each ECoC can shape the rationale for commissioning research.

Arguments for research must illustrate the contribution research can make to hosting an ECoC and how it can enhance the delivery process of the ECoC and the subsequent understanding of the impacts. Answering these questions will help in convincing funders and stakeholders to support research activities.

Experience Stavanger/Liverpool/Turku

In the case of Stavanger, a dialogue between the Stavanger2008 agency and the University of Stavanger (UiS) together with the International Research Institute of Stavanger (IRIS) led to an increase in the budget for evaluation and scientific research on the event. On the one hand Stavanger2008 agreed to carry out an internal evaluation, and on the other hand UiS/IRIS applied for funding of a scientific research project on the event. The purpose of the study was to assess the activities in 2008, whether the vision and aims of Stavanger2008 were achieved, and to stimulate other cultural research. In his recommendation the Stavanger2008 Director of Strategy stressed the importance of independent research. The board of the agency approved the application in April 2006.

The aim was to apply the research results in the development of local cultural strategies and, to some degree, to influence cultural policy at a national level.

In Liverpool, the research was commissioned with four original aims, to:

- provide monitoring and longitudinal impact analysis of cultural programmes and events;
- provide intelligence to guide decision-making within the ECoC cultural programme and marketing strategy;
- grow the evidence base for the impact of culture upon regeneration and city renaissance, and
- provide a replicable research framework that would add to the legacy of 2008.

In Turku, it was envisaged that both multidisciplinary sciences and also a new type of cooperation between sciences and arts and cultural companies should form an essential part of the Turku 2011 process. In principle, the key objectives of the Turku 2011 research are:

- to develop the City as a cultural city by piloting new kinds of cooperation models and networks between sciences and arts
- to establish an extensive Turku 2011 evaluation programme assessing the impacts of the ECoC in 2011 and while analysing the long-term impacts of the process after the ECoC year during 2012-2016.



Photo by Hannu Waßer

¹⁷In the case of Stavanger 2008, the findings of the research activities in 2007 – 2009 have contributed to a new cultural policy strategy for the city, "City of Culture 2010-2017" - Strategy Plan for Arts and Culture.



Photo by Perttu Saksela

Lessons and Recommendations 3: Rationale for research

Research and evaluation should be seen as integral to good project management in hosting an ECoC and we recommend dedicating around 1% of overall project funding towards it. Research allows the city to gain from the experience of hosting the ECoC and can help deliver the best ECoC for the city itself.

Further arguments that can be used in favour of conducting research include:

- To improve delivery against the objectives of the managing agency, through improving monitoring and supporting reflection
- To develop the evidence base regarding cultural impact and value
- To provide accountability for funders, the public and politicians of the city
- To demonstrate value for money of the ECoC activities at a policy making level
- To improve the prospects of attracting additional funding to the programme, particularly non-cultural funding, by providing evidence of the wider strategic impacts that the year can have
- To engage a city's universities and academic community in the ECoC year
- To provide a national model for research into cultural policy and activity, making results more comparable and possibly standardised

Timeline for research:

Research should ideally start well in advance of the ECoC year itself and, in order to allow the assessment of longer-term impacts, should continue between three and five years after the ECoC. The European Commission now advises ECoCs to lay a stronger emphasis on conducting evaluation of ECoCs to provide evidence of the impacts that the title may have on a city and identify lessons for future hosts across Europe. However, there is no specific obligation for the title holder to do so.¹⁸ It is therefore recommended that cities

integrate research into their plans at the bidding stage.¹⁹ The European Commission's guidance documents and bidding questions for potential ECoCs refer to the benefits of research on the planning process and how it can assist in identifying whether objectives have been achieved. Including details about the intended research activities in the bidding document can assist cities to negotiate with potential funders locally, nationally and/or internationally.



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Experience of other ECoCs

- Liverpool 2008 research programme: from 2005 – 2010
- Stavanger 2008 research programme: from 2006 – 2009/10
- Essen for the RUHR.2010 evaluation programme: 2009 – Spring 2011 – one population survey conducted in 2008
- Turku 2011 research programme: 2009 – 2016

Lessons and Recommendations 4: Timescale

Start to think about research as early as possible and consider it a core activity of the programme. It is advisable to consider this intensively at the bidding stage. A suggested timescale is detailed in Table 1 and may help in planning research activities.

In order to establish as comprehensive and sustainable a research programme as possible, it is advisable to begin the research as close as possible to the ECoC nomination date and at least two years before the actual ECoC year.

Research should ideally conclude up to two years after the ECoC year to report on the year itself and at least five years afterwards to also assess the immediate legacies.

To assess the longer term legacies, research can be revisited ten or fifteen years later.

¹⁸ The European Commission's guidance documents to become a European Capital of Culture and the bidding questions itself refer to the benefits of evaluating the impacts on the development of the process and whether objectives have been achieved: http://ec.europa.eu/culture/pdf/doc633_en.pdf and http://ec.europa.eu/culture/pdf/doc631_en.pdf, accessed 11 June 2010.

¹⁹ Cities bidding for titles in 2013 and onwards have to address evaluation and monitoring plans of the event in their bidding document. See footnote 11 on page 7 for more details on question raised in the application documents.

Table 1: Research timescale against EC requirements

Research activities	Timeline		European Commission's ECoC award timeline ²⁰
<ul style="list-style-type: none"> - Discuss and secure support for the establishment of a longitudinal research and evaluation programme. - Identify potential sources of funding and key research partners (i.e. local government bodies, relevant cultural organisations, universities, research institutes, local think tanks, other research consultancy groups). - It is advisable to include Higher Education Institutions within these conversations to ensure that immediate needs are contextualised by a credible and theoretical framework. 	8 – 5 years prior to the ECoC	6 – 5 years prior to the ECoC	<ul style="list-style-type: none"> - Call for applications (6 years). - Meeting of the panel for pre-selection and final selection (5 years).
<ul style="list-style-type: none"> - Immediately after nomination, establish a Research Steering Group and draft a research brief outlining key research priorities and anticipated timescale. 	4 years prior to the ECoC		<ul style="list-style-type: none"> - Designation of ECoC.
<ul style="list-style-type: none"> - Tender announcement and process. - Selection of Research team and any additional appointments/resources secured for research team. - Research team in place. 	3 years prior to the ECoC		<ul style="list-style-type: none"> - The monitoring and advisory panel of the European Commission holds the mid-term monitoring meeting with the ECoC.
<ul style="list-style-type: none"> - Research team appointed and ready to start the evaluation programme, establishing a baseline by the end of the year. 	2 years prior to the ECoC		
<ul style="list-style-type: none"> - Research is under way and first baseline report published. Identify any gaps and commission to fill these. - Conversations to ensure that immediate needs are contextualised by a credible and theoretical framework. - Encourage research skill development outside of the ECoC research team in the areas of cultural policy, city regeneration and major events. 	1 year prior to the ECoC		<ul style="list-style-type: none"> - Submission of the final progress report of the designated cities. - Final monitoring meeting of the monitoring and advisory panel and ECoCs. - Designation of Melina Mecouri Prize by the European Commission.
<ul style="list-style-type: none"> - Focus on field research/primary data gathering, using the frameworks established at the outset and tested in year two and year one prior to the event year. 	Event year		
<ul style="list-style-type: none"> - In order to ensure full assessment of the event year and some post-event comparison, the research programme should be in place at least up to a year and a half later. 	1 to 2 years after the ECoC		<ul style="list-style-type: none"> - Publication of the European Commission's evaluation on the results of the event year.

²⁰ Delivery timeline taken from the European Commission's Culture website http://ec.europa.eu/culture/our-programmes-and-actions/doc738_en.htm and from guidance document for ECoC bidding cities: http://ec.europa.eu/culture/pdf/doc633_en.pdf (both accessed 21 June 2010).



“close encounter” von Joeressen+Kessner, SANAA-Gebäude, Foto: RUHR.2010/Rupert Oberhäuser

Table 1: Research timescale against EC requirements (continued)

Research activities	Timeline	European Commission's ECoC award timeline
<p>– Ideally, the research programme should be sustained up to three to four years after the event year and the model for research and evaluation incorporated within local authority practices and those of other key stakeholders. In order to identify and/or provide evidence of the long-term impact of hosting the ECoC, research exercises utilising the same framework on a repeated basis should be funded; ideally, five, ten and fifteen years after the ECoC year. This will allow arguing for the long-term and sustained benefits of hosting the European Capital of Culture year - or any relevant shortcomings that require a change or revision of policies.</p>	<p>Long-term impacts 3 to 4 years and 5, 10 and 15 years after the ECoC</p>	

Funding a research programme

It is certainly challenging to find funding for research and evaluation whilst under pressure to programme, host and celebrate an ECoC. Generally, there is a consensus that research and evaluation are important and necessary activities. Allocating funding to research instead of the actual cultural programme may be politically challenging within the cultural sector and may fall behind other priorities within the ECoC.

To increase funding and secure research, it will be essential to bring in other partners and networks that are already undertaking research and evaluation in the city. This may even result in creating networks and new partnerships across the city and region which have not existed before. This further

enhances sustainable evaluation with the potential to assess the long-term impact of the ECoC.

Universities and other research institutes will most likely show an interest in undertaking research on ECoCs such as (student dissertations, PhDs as well as standard academic research).

A low cost way of producing a holistic research programme could be to supplement a funded core monitoring and evaluation programme with non-directly funded research within local Universities and research institutes. These external research projects could be mapped against the six themes of the framework proposed later in this report. It would then be essential to bring the findings of all these elements together in a final summary report.



SchachtZeichen, UNESCO Welterbe Zollverein, Essen, Foto: RUHR.2010/Manfred Vollmer

Ruhr Experience

In the case of Essen for the RUHR.2010 there is a Scientific Contact Centre installed in association with the ECoC team. The aim of the centre is to collect existing research on all kinds of themes and approaches to Essen for the RUHR.2010 and coordinates scientific/academic projects of 'Essen for the RUHR.2010'. These are collected and made available online at www.wissenschaft2010.de

Lessons and Recommendations 5: Funding a research programme

In order to ensure a consistent and multi-layered assessment of the impacts of ECoCs, it may be necessary to provide additional funding to ECoCs which is dedicated specifically to research.

The European Commission should consider targeting any funding to improve specific elements of research/evaluation such as the European dimension, and the comparability across host cities, etc.

The European Commission should consider recommending that a fraction of the Melina Mecouri Prize, awarded by the European Commission one year prior to the ECoC year, is used for research activity. This could encourage host cities to provide match funding from regional, local and/or national government depending on the authority involved in the ECoC process in the respective country.

The object of study

Setting key objectives for research is essential to identify what the research programme is seeking to achieve and to support decisions on the prioritisation of research areas. It is advisable to use local research networks to help define the object of study for the ECoC. What activities are possible will depend on the resources available, such as funding, staff and support from the city and related stakeholders. Funding constraints often force ECoC hosts to limit their

budgets for evaluation, sometimes leaving little room for qualitative research. The agency in charge of delivering the ECoC is often solely responsible for making choices about the kind of research that is possible, or required. A holistic research model may prove challenging to deliver due to funding constraints. An honest and detailed discussion about what can and should be surveyed will help to shape research priorities.²¹

²¹ The set of research priorities may be influenced by funders from the non-cultural sector or even the ECoC board who might consist of a large number of representatives from the business and public sector, for instance. It is therefore necessary to identify the appropriate champion to ensure that research also reflects on the cultural dimension in the whole process and defend the benefits that research may have for the cultural sector.



Image courtesy of Liverpool City Council

The involvement of key stakeholders as outlined in Figure 1 will help shape the research concept and identify the main objectives for the programme. It will be essential to protect thematic dimensions for research such as the cultural dimension over popular and fast figures on the economic impact of ECoCs. At the same time, flexibility will allow the ECoC delivery team to revise key objectives to understand the intended impact for the year.

Key principles for understanding impacts through research are the comparison of data over time, namely before, during and after the ECoC year.

Relationships between the client and the research team

It will be necessary to have a primary contact in the client's team that is responsible for research and evaluation, acting as a liaison for research activities and the link to information and in-house evaluation activities. It is an important role which will involve liaising between the different teams, occasional mediation and being the first point of contact for all parties involved. It may help if this coordinating member of staff is not located directly within the delivery organisation to retain neutrality, but a close working relationship with all parties is essential.

Link between Research team and ECoC delivery team

- Stavanger: ECoC agency, Strategic department later moved to the City of Stavanger, Dept. Of Cultural Affairs
- Liverpool: Liverpool City Council Regeneration Policy Team
- Essen for the RUHR.2010: ECoC agency, first located in Communications and Marketing department, moved to Management Board later on
- Turku: ECoC agency, Research and Development department

Researching the ECoC process

Sources of knowledge and research methodologies

Prior to setting up a research and evaluation programme, ECoCs will need to ensure proper awareness of previously completed studies. The consultation and familiarisation with existing literature and documentary reviews of local, national and international sources will help achieve this. This familiarisation of existing literature reviews should be followed by an extensive data mapping exercise which can be conducted by the research team, once it has been installed, will allow the identification of relevant gaps in the research and information available and assist in the prioritisation of methodologies and specific research projects required in order to demonstrate impact across the thematic clusters (see section C). From then on, the approach to gathering and analysing data should be distributed across three main areas: ongoing collation and analysis of secondary data, collecting benchmark indicators and additional primary data gathering.



By Kosice 2013

Directly-related secondary data collation and analysis: Existing data that is collected for and by the cultural programme organisers must be monitored and analysed in order to reflect the multiple impacts of the ECoC. This should include 'in-house' data (local authorities, event organisers) and external evaluations of specific elements of the programme as well as general tourism, economic and cultural development figures.

Contextual data collection and analysis: Additional research, carried out to fill in relevant data 'gaps' and shed light on the figures provided by indicator mapping and complement available secondary data. Relevant approaches may include the following:

- interviews with key stakeholders (such as actors in the cultural field in the city/region and other stakeholders), local citizens and event participants;
- local, national and international perception surveys;
- content analysis of media (press, broadcast and online) at local, national and international levels. In the years leading to the ECoC event year it would be sufficient to focus on local and national. During the event year it is important to incorporate the international dimension;
- participatory mapping techniques and case study research.

Benchmark indicators: Developing clusters of priority indicators for each area of assessment across the six thematic areas of the framework (see section C) and ensuring collection from:

- Baselines prior to the bidding process
- The bid period
- The event year and shortly after
- At least two years later, though ideally five to ten years later to assess long-term impacts.

The research team will need to assess where it is sufficient to undertake one-off projects, and where it is more valuable to establish a longitudinal inquiry, potentially repeating the same gathering techniques and sampling approach at different points in time.

C) A replicable research framework

As outlined in Part I, the aims of the Policy Group included sharing the lessons from Liverpool's Impacts 08 research programme and working with partner cities to recommend a comparable framework for measuring the impact of hosting ECoC.

The Policy Group has agreed a broad research framework that consists of two key elements:

- a) Six **thematic clusters** that aim to encompass the broad range of potential impacts;
- b) A small core set of **priority indicators** supporting each theme. These indicators have been selected for being relevant and applicable in each partner city and they provide a useful starting point for further developing a core set of internationally comparable indicators.

The Framework is deliberately loose to ensure maximum flexibility for local contexts, whilst providing enough structure to enable comparison. The selection of priority indicators has been kept to a minimum so as not to be too burdensome and to maximise the potential for take up by future cities.

Whilst we have recommended a set of priority indicators, it was beyond the scope of the Policy Group to propose detailed methodologies for each indicator and we recommend that this is a piece of work that the European Commission should consider pursuing.

The case for a shared framework

It is reasonable to ask: 'why would we want to enable better comparison between what are often very different events in very different countries?' There would be no value in creating some kind of simplistic league table that ranks host cities. The key reasons are to overcome some of the problems identified by Palmer/Rae (2004) and to:

- improve the evidence base for the impacts of hosting ECoC;
- enable cities at the planning stage to be able to better understand the opportunities and challenges faced by a host city;
- enable a degree of benchmarking between host cities; and
- better enable the European Commission to assess the cumulative impact of the ECoC programme.

More specifically, the benefits of collecting a core set of internationally comparable indicators within each cluster are that:

- cities planning to run ECoC could project likely value to themselves/their sectors etc (and so make the case to their citizens, other funders and stakeholders);
- in the planning stages cities can look at other examples and see what they should emphasise in order to get the outcomes they want;



Photo by Beatriz Garcia

The Go Superlambanana Parade involved 125 replicas of an established public art piece, decorated by artists and communities and scattered throughout the city

- cities hosting ECoC can compare their outcomes with other cities; and
- cities hosting ECoC have an easy set of indicators to start with which they can add to in order to measure the locally specific areas.

The Policy Group debated whether the European Commission should consider making research more compulsory within the ECoC bidding criteria, and views differed. Some felt this would be too burdensome and prescriptive whilst others felt it would be a good way to boost enthusiasm and attract funding.

Key thematic clusters and priority indicators

In order to ensure a holistic approach and recognise the many potential areas of impact within the ECoC hosting process it is recommended that future research programmes are structured to explore the following six main thematic clusters (outlined on pages 22/23). As noted earlier, these themes have been developed by the Policy Group and have built upon the lessons of Impacts 08 and previous investigations into culture-led regeneration processes.²² It is important to note here that although cultural activity can have a social and economic impact, culture is not merely instrumental but has a value on its own. It is therefore necessary to protect the cultural dimension in the ECoC research process.

Each theme should employ a variety of quantitative and qualitative data collected via a number of methods (surveys and questionnaires, stakeholder interviews, indicators etc.). The wealth of data within each thematic cluster should be summarised at the end of the research programme to provide an accessible overview and summary of the headline findings.

Some further remarks on the indicators

The key indicators provide the opportunity to collect comparable data in each ECoC but it is important to emphasise again that any comparison between cities must be carried out with extreme caution. The local context of each ECoC must be recognised, such as the specific objectives set for the event year, the size of the programme and factors such as the size and location of a city. A longer list of potential indicators is provided in Annex V.

Whilst indicators in themselves are not sufficient to populate the themes, collecting a long list of indicators can have numerous benefits, including:

- Identifying gaps that need filling via commissioned work and/or further investigation;
- Linking the indicators to the objectives of the ECoC delivery agency, helping to identify where there are gaps between the Programme's strategic objectives and operational focus, as well as helping to identify areas for new research angles.



Photo by Beatriz Garcia

The value of an indicator set could be to help organisers reflect on their aims for the ECoC and reconsider their delivery priorities; and

- Identifying and developing good working relationships with researchers in other local/regional institutions. In Liverpool, for example, this process proved fruitful in terms of joint working and identifying other secondary data sources e.g. Impacts 08 used funding to boost the Liverpool element of the existing sub-regional 2008 Visitor Survey and also succeeded in getting the region to include ECoC related questions into the North West Perceptions Study.

There are a number of warnings that need to be made concerning the use of indicators:

- ! Indicators can help to provide context but it is often difficult to attribute some indicators to the ECoC and disaggregating the ECoC share of any impact may also prove difficult.
- ! The selection of a long list of indicators must remain flexible and respond to the local context and priorities of the host city.
- ! City level indicators will provide better contextual understanding if they are benchmarked against suitable comparators and this can prove difficult.
- ! The list of priority indicators must also not be assumed to be definitive as this would inhibit innovation and the evolution of the understanding of impact.
- ! As stated earlier, the point of indicators is to aid contextual understanding and the temptation to use them in an overly simplistic and judgemental manner must be avoided.
- ! Likewise, the temptation to aggregate a list of indicators – adding them together to give a simple score – should also be avoided as this may assume a common value or equivalence between indicators that in effect does not exist.
- ! Some indicators are only likely to show change over a long-term period and so it is imperative that immediate judgements as to success/failure are not made at the end of the ECoC year.

²²A list of research projects from each member of the Policy Group have been matched against these six thematic clusters in Annex IV. This exercise allowed the Policy Group to identify common research focuses under each thematic cluster.

Framework: Six themes and priority indicators

1) Cultural vibrancy and sustainability

This theme considers the programme content of the ECoC year itself and the impact upon the vitality and sustainability of the cultural system and creative economy of the event host-city. Sub-themes include: artistic vibrancy of the year (cultural offer, innovative productions); profile of the sector (number and type of organisations, facilities and jobs); sustainability of the system (e.g. skill development in the cultural sector); the ECoC contribution (e.g. direct investment/funding of the city's cultural system) and contribution of other relevant regional, national or international institutions.

Sub theme	Key Indicator
Level of Cultural Offer	1.1 No. of original art works commissioned by ECoC
Innovative artistic productions	1.2 Establishment of new artistic collaborations that arise from ECoC activity: <i>Inside own genre/Across genres/With business/With public institutions vs. Locally/Nationally/Internationally</i>

2) Cultural Access and Participation

This theme attempts to understand: what is the cultural offer; how access to it is encouraged; who is accessing it; why are they accessing it; and what value do they derive from it. Answering these questions requires the assessment of demographic and geographic data on participants and non-participants in cultural activities, and access to opportunities for cultural involvement. In addition, it focuses on particular sub-cultures and groups and explores experiences, cultural values, changing levels of participation and interests, and reasons for participation.

Sub theme	Key Indicator
Number of participants and events generated by ECoC activity	2.1 Total Number of ECoC events²³
	2.2 Attendance at ECoC events
Breadth of cultural participation	2.3 Demographics of Event Participation: <i>% breakdown of audience by socioeconomic background - age, annual income, education levels (referencing National Qualifications to European Qualifications Framework), etc.</i>

3) Identity, Image and Place

This theme explores the perceptions and awareness of both the ECoC programme and the host city, and how these change as a result of the ECoC year. The sub-themes for this area include the positioning/repositioning of the host-city before and after becoming ECoC, the changing perceptions of the city by local communities, event visitors, and non-visitors; and the strength of local identity and self-confidence.

Sub theme	Key Indicator
Number and value of published articles and media	3.1 Number of national and local press articles with reference to ECoC: <i>within print media, social media networks and ideally to include an assessment of the tone of the coverage i.e. % positive and negative</i>
National image of city	3.2 National perception of the ECoC: <i>i.e. % recognition rate of ECoC, likelihood/desire to visit</i>

²³ Although at first glance total number of events would seem simple, it is highly problematic. A clear definition is required and it is suggested to consider the following definitions of an ECoC event:

1. Number of events on the website
2. Number of events published in yearbook/Programme book
3. Number of 'activities' either put on directly by the ECoC managing agency, commissioned by the ECoC managing agency or arising from a grant from ECoC managing agency- which comprise of number of event days, exhibition days, performances, workshops, conference days etc.

Also within these definitions, specification is needed to differentiate between:

- events organised by the ECoC organisation itself
- events organised by other operators, but funded a.) wholly by the ECoC organisation or b.) partly by the ECoC organisation

4) The Philosophy and Management of the Process

This theme examines the organisational processes and philosophies underpinning the management and development of the ECoC, the engagement with stakeholders and the networks created. It also considers the impact of the year on city management and the cultural sector.

Sub theme	Key Indicator
Budget: public and private investment and earned income	4.1 Total income of ECoC delivery agency: <i>Budget source (% and actual costs) broken down by</i> <ul style="list-style-type: none"> • Local/regional government • National government • Other public sector • Private sponsors/earned income • European Union
Expenditure	4.2 Expenditure of ECoC organising committee: <i>expenditure (% and actual costs) broken down by</i> <ul style="list-style-type: none"> • Programming • Marketing • Administration

5) European Dimension

This theme attempts to understand how the local ECoC programme and host city engages with Europe and incorporates a European dimension into the year. Areas of investigation may include: activities organised by the ECoC in cooperation with organisations from other European countries; citizen engagement in European projects and exchanges; the number of participants and artists from other European countries, or the changing perceptions of Europe amongst citizens.

Sub theme	Key Indicator
European collaborations	5.1 Number of European cross border cooperations in ECoC events/activities: <i>(participation of artists/operators from other European countries) - to be broken down by:</i> <ul style="list-style-type: none"> • Origins of cross border European cooperations (countries) • Number of new cross border European cooperations
European perception	5.2 Perceptions of European-ness amongst citizens and how ECoC changes this: <i>e.g. a before and after question asking "would you describe yourself European" (definitely, fairly, maybe, no, definitely not)</i>

6) Economic Impacts

This theme includes the overall economic impact of hosting the ECoC as well as the economic impact upon key sectors, such as tourism. It could also consider the wider economic impact of the year on areas such as inward investment, employment and job creation, and the strength and quality of the local business sector.

Sub theme	Key Indicator
Additional visitor expenditure	6.1 Percentage change in visitors to city 6.2 Percentage change in visitor spend 6.3 Percentage change in international visitors to city
Hotel rooms	6.4 Total room nights sold in the city and city region: <i>to also include "Visits to friends and family motivated/influenced by ECoC"</i>

PART III: Ways forward

Relevant principles in the establishment of a research programme

The main limitation of previous approaches to impact evaluation has been the particular focus on narrow quantitative economic measures. This has happened to the detriment of complementary methodologies capable of engaging with the multiple dimensions of a major event hosting process and the wider process of urban regeneration. Such a narrow focus is particularly limiting when aspiring to assess the impacts of cultural programming, as these are often more 'intangible' in nature, affecting areas such as people's self-confidence, pride in their city and sense of place.

In order to ensure the right balance between quantitative measures and indicators and the assessment of lived

experiences, ECoC hosts should consider the following key principles and criteria for the establishment of a research programme:

- 1) **Acknowledge and engage with the breadth of areas of impact:** Accepting that the ECoC hosting process has cultural, social and environmental as well as economic impacts ensures that, while valuing them as essential components, it does not focus too single-mindedly on narrow and out-of-context economic measures alone. This requires a holistic approach to evaluation and research, and engagement with a wide range of methodologies beyond performance indicators.

Recognising the breadth of areas of impact

Many evaluation frameworks are too narrowly framed, focusing only on measures which are easily quantifiable. This approach underestimates the strengths of an ECoC hosting process, as qualitative studies show that some of the main legacies of such an experience relate to changes in perception and self-confidence, both of which defy 'easy' measures. Accepting that an ECoC hosting process has economic as well as social, cultural and environmental impacts ensures that, while valuing them as essential components, it does not focus too single-mindedly on narrow and out-of-context economic measures alone.

A holistic research model

A holistic model moves away from the trend towards evaluating individual indicators and instead formulates the research programme in terms of six key 'themes' through which impacts can be contextualised and measured. A cluster of interrelated quantitative indicators can be developed to inform each theme with qualitative findings providing further explanation, depth and texture.

- 2) **Work to disaggregate the impacts of other (non-ECoC-led) initiatives:** In any city, it is unusual for a major cultural event to be the only intervention/activity that is underway at any one time. Disaggregating non-ECoC impacts will be the main challenge for any evaluation initiative. To overcome this, ECoC hosts will need to clearly delimit its own definition of the ECoC process and ECoC related activities (i.e. what is the ECoC according to its host city, and how it differs from the wider cultural offer or regeneration process). It will then

need to focus on the assessment of the main forms of 'engagement' with such process and activities, in order to establish the main forms of 'direct' impact or causal relations. Relevant forms of 'engagement' that should be closely monitored include: stakeholder partnerships (funders, organisers, suppliers, promoters); direct participation (volunteering, event audiences, professional and voluntary performers); and observation and awareness of activities (as media consumers, as citizens etc.).

Disaggregating the impacts of other programmes

It is unusual for an ECoC to be the only intervention that is underway at any one time. The effects of these interventions, as well as economic and cultural changes in the host country and the rest of Europe, will have an impact on the host city. Attempting to disaggregate non-ECoC impacts should be at the heart of our theoretical framework and methodology development.

- 3) **Study processes as well as outcomes:** It is also important to acknowledge that culture-led regeneration programmes are not discrete events but elements in an ongoing process. A framework for impact assessment should consider intermediate (process) effects, such as why and how

activities are carried out and how engagement is sought and achieved. These impacts are as important as final outputs and outcomes, such as the number of participants or tourist visits.

Focusing on processes as well as outcomes

In developing a model for impact assessment, it must be acknowledged that ECoC programmes are not discrete events but elements in an ongoing process. As such, it is as important to look at intermediate effects, such as why and how activities are carried out and how participation is sought and achieved, as it is to look at final outcomes. The full effects of a major cultural event are often not felt for several decades. For this reason, a sustainable research programme should complement the assessment of outcomes and outputs with the study of processes from the bid stage onwards.



By Carl Pearson, Kosice

Photo by Perttu Saksa



4) **Combine practice, policy and academic oriented research:**

In order to address the previous points, the research team will need to combine techniques and working practices from very different environments. It is recommended that a research partnership is formed between:

- representatives of the team in charge of delivering the ECoC - so that there is absolute clarity about the day-to-day data collection needs;
- representatives of local policy and strategic planning agencies - so that the research programme informs key city aims and objectives;
- established think-tanks, organisations with specialist research capacity or consultancy firms with experience in relevant research; and
- the academic community – to provide scientific rigour and ensure that other relevant contextual and theoretical elements are incorporated and to improve the understanding of less tangible dimensions such as potential impacts on local identity.

The need for policy oriented research

It is important to bring multidisciplinary to research teams - while drawing on the strengths of academic research; research teams should also be closely associated with the policy context and can provide data and reflection that is directly useful in policy development, implementation and review. This will be achieved by building on the objectivity and sense of legitimacy allowed by a distance from the political process, and combining it with accessible reporting on a regular basis that can inform decision-making. Furthermore, researchers can benefit directly through developing a close and trusting relationship with practitioners by, for example, gaining a greater understanding of internal decision making, conflicts and debates within and between the ECoC delivery agency and its partners.

5) **Allowing flexibility, specificity and portability:** An ECoC research programme should aspire, not only to measure the immediate impacts of the event on its host city, but also how to adapt this framework to understand the impacts of other major cultural events. This requires a flexible approach, recognising the areas in which the host city has specific issues and needs, while also identifying universal issues to build a framework applicable to other settings, concerned

with sustainability and long-term development. Earlier, this report recommended an adaptable framework of themes that will help ECOCs and researchers to identify the breadth of potential impacts. The themes are deliberately not populated to allow them to be adapted in response to the local context, and the aims and objectives of each individual ECOC, which can differ enormously.

The need for a locally specific research programme:

The local context and priorities of each ECoC is different and so the local context should influence the specific research direction in each locality by determining the exact research focus and selection of research projects. Furthermore, a locally developed research programme is likely to prove more adaptable, replicable and applicable for understanding other local initiatives.

6) **Timing of the research programme:** An ECoC research programme should aim to measure the immediate impacts of the event on its host city as well as the longer term impacts. There is a trade off between being meaningful, satisfying the pressure to produce immediate findings at the end of the ECoC year and allowing time for adequate analysis and the understanding of longer term impacts. A well designed research programme should be able to satisfy these competing requirements by:

- informing the delivery agent's end of year ECoC report with available data;
- providing a final report summarising the research programme's findings within two to five years of the ECoC 's completion, and
- providing a framework and methodology for ongoing monitoring that will allow future researchers to re-assess the long-term legacy impacts of the ECoC year after a decade, for example.

7) **Provide a holistic and accessible Final Report:** An ECoC research programme that is developed against our recommended six themes will contain a complex amount of data, such as many separate research projects, surveys and indicators. Individual research strands and indicators may even contradict each other. It is highly advisable to attempt to bring all of the data together in a holistic and accessible final report that can provide an authoritative overview and summary of the whole programme.

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Appendices

Annex I – Members of the European Capitals of Culture Policy Group

Leading partners:

Impacts 08, University of Liverpool and Culture Liverpool, Liverpool City Council

The programme of the Policy Group was led by Beatriz Garcia, University of Liverpool and Director of the Impacts 08 programme, with support from Culture Liverpool, Liverpool City Council staff who, in 2008, worked for the Liverpool Culture Company and were engaged in the delivery of the ECoC programme. Matti Allam has been appointed as international research liaison officer, coordinating the activities of the Policy Group, co-producing the final report and publicising the group's work. Martin Thompson joined the Policy Group during the period May – July 2010. He acted as the main point of contact between the Impacts 08 research team, Liverpool City Council and Culture Company.

Neil Peterson led on the case study framework for the delivery processes of ECoCs. Neil is part of Culture Liverpool, based in Liverpool City Council and the successor unit of the ECoC managing agency within the Liverpool Culture Company.

Steering group:

The leading partners have been closely working with a range of partners involving representatives from former, current and upcoming ECoCs in very different European contexts, to ensure that they can benefit from the lessons learnt in Liverpool and Stavanger and adapt the research and delivery model in a way that allows ongoing benchmarking and the continuation of good practice.

Core partners

Three main ECoC hosts were approached to discuss the development of replicable research framework

Stavanger 2008:

Rolf Noras, Director for Culture at the Stavanger Kommune, Hilmar Rommetvedt and Nils Bergsgard from the **International Research Institute of Stavanger**.

During 2008, Liverpool liaised with Stavanger to ensure coordination and comparability of research and evaluation initiatives across the two ECoCs as well as some joint programme delivery. In research terms, the Impacts 08 team maintained a dialogue with the International Research Institute of Stavanger (IRIS) to compare findings in the areas of media research, perceptions surveys and innovation evaluation.²⁴ In programming terms, the Liverpool Culture Company worked with Stavanger in the delivery of programmes such as their 08 Volunteering programme and High Hopes (a mutual co-production), amongst others.

Turku 2011

Turku has established an extensive Research Programme that operates both internally, within the ECoC foundation, and externally, via University partnerships. Jukka Saukkolin, Research and Development Manager at the Turku 2011 foundation and Harri Anderson from the University of Turku have been active member for the Policy Group.

Marseille – Provence 2013

Marseille 2013 incorporated a reference to the Impacts 08 programme within its bid proposal and has initiated plans in 2010 to set up a research strategy, linking to core partners in the Marseille-Provence region, including the universities and the Chamber of Commerce research unit. Julie Chenot, International Manager and Laura Trappier, intern for evaluation have contributed to the work of the Policy Group.

Associate partners

Beyond this core steering group, the Policy Group has also involved representatives from other ECoC cities and relevant research units within their surrounding areas.

Essen for the RUHR.2010

The evaluation programme in Essen for the RUHR.2010 has been overseen by Maria Baumeister, Assistant to the Managing Directors & Evaluation and Julia Frohne, Marketing Director/Strategy & Development. Valuable feedback and contributions have been provided by both to the main activities of the Policy Group.

Kosice 2013

In Kosice, discussions about a research programme for the ECoC in 2013 have been advancing and the contribution from Peter Germuska, tourism and regional development division of Kosice 2013, on discussions has been very important in the Policy Group's deliberation.

Linz 2009

The Linz 2009 team has contributed to the case study work on the ECoC delivery process presented in Annex II.

Consulting members

Observatoire des Politiques Culturelles de Grenoble

The Observatoire is a national research and information organisation based in Grenoble, France, which has already collaborated with several European networks. Cécile Martin, *directrice des études* at the Observatoire participated in the ECoC Policy Group's workshop and conference in Liverpool has contributed to a lively exchange of ideas.

²⁴The Impacts 08 programme involves over 35 projects over five years, the IRIS research team has been in charge of 3 projects. Liverpool and Stavanger have maintained discussions to ensure that can be established some direct comparisons with the available data.

Annex II Case study framework presentation (components relevant to future ECoC)

In parallel with the work on the development of the shared research framework, a separate piece of work has taken place to which a number of ECoCs have provided case studies. These describe the different approaches which different cities have adopted to the various “components” of bidding for and delivering a European Capital of Culture year.

The background to this comes directly from the experiences of a number of ECoCs who, in 2006, decided to form an informal network in order to share experience and to learn from those cities which were further ahead on the journey. For newly nominated ECoCs it was difficult to find information from previous cities as in many cases (though not all – Lille being a conspicuous example) the team which had delivered the programme had been dismantled, and had moved on.

The experience of members in the Policy Group has demonstrated the huge interest in the process of first bidding for and then delivering an ECoC. This comes from:

- Potential and actual candidate cities
- Further interest from those cities which secure the nomination
- Students, researchers and other academics from all over the world
- Other cities delivering major cultural and regeneration programmes
- And many more...

The impetus to deliver this project came therefore from a desire to share experiences with ECoCs who have been through the process, and to create a body of information which would contribute to the process of delivering positive city change. It is also designed to provide a consistent framework for future ECoCs to capture their approach and ensure that there is a body of material available once those who delivered the year have moved on.

Indeed the key recommendation which emerges from this work of the Policy Group is that ECoCs should ensure that their closure plans include ensuring that resource is available to capture and evaluate their experience. This would also, as with the research framework, include a common approach to presenting that experience using the framework developed within the Policy Group.

Case Study Framework

The framework below sets out ten different “components” which come together to form the totality of the ECoC process from considering whether to bid to the legacy the event leaves. There are of course many different ways to split the process, but in the experience of the ECoC network, this group of ten form coherent and sensible groupings. All ECoCs have dealt with elements of the vast majority of them, and most of the sub-components.

Although Liverpool led and managed the process, it has also been supported by contributions from Stavanger and Linz (who have both completed successful programmes), from Essen for the RUHR.2010 (who were in the midst of their delivery year) and from Turku 2011 and Marseille 2013 who were at different stages on the journey. The purpose of this work is not to trumpet success. Instead it is hoped to be able to demonstrate the variety of reasons for cities to apply in the first place, and the range of different and innovative approaches to the organisation and delivery of the programme.

A final case study report, published end of July 2010, also sets out some key recommendations for policy makers and some lessons for those cities developing their bids and their programmes. This may also be useful for other organisations who are delivering major cultural or other events. The ECoC experience has provided an opportunity for a number of major cities to refresh, reposition and reinvent themselves with culture at the heart of this process. The case study work may therefore contribute to broader analyses of cultural governance and the impact of culture on city development.



Gasometer Oberhausen, Foto: RUHR2010/Blickwinkel, Stefan Ziese

Table 2 – Components for ECoC delivery

Area of delivery process	Elements
1) Bid preparation and production	<ul style="list-style-type: none"> - why the city decided to bid (or to put the City forward if there was no competition in that country) - bid organisation (if relevant) - key themes of the bid - why was the city chosen?
2) Structure and governance models	<ul style="list-style-type: none"> - organisational model - functions included in the organisation - relationship to the City/Municipality - relationship to the wider region - board structure and role - staffing - stakeholder relationships
3) Budgets and funding	<ul style="list-style-type: none"> - examples of budget spend from nomination to delivery year - sources of funding - broad allocation of funds across programme - sponsorship programmes - sponsor case studies - merchandising - use of EU funds (if any)
4) Artistic programming	<ul style="list-style-type: none"> - organisation of artistic programme team - role of Artistic Director - artistic rationale and vision - managing a year long programme (coherence, seasonality) - selection of artists - descriptions of key programme components (music, visual art etc) - relationship to existing cultural programme/institutions
5) Community engagement	<ul style="list-style-type: none"> - community arts programmes - events and activities in communities - volunteers - education/links with schools - delivery of other agendas through culture
6) European dimension	<ul style="list-style-type: none"> - examples of how ECoCs have interpreted this - intercultural dialogue - managing the International demands during the year - making the most of the international interest for city profiling - developing international links between arts organisations

Table 2 – Components for ECoC delivery (continued)

Area of delivery process	Elements
7) Communications	<ul style="list-style-type: none"> – media management and strategies (local, national, international) – marketing and branding (as above) – communicating with community groups – managing expectations
8) Tourism and city positioning	<ul style="list-style-type: none"> – links between tourism development strategies and the ECoC year – connections to regional and national tourism campaigns – welcome and similar programmes to engage the tourism industry – business engagement programmes
9) Relationship to physical regeneration	<ul style="list-style-type: none"> – links to building and other infrastructure programmes – use of structural funds and their links to ECoCs
10) Legacy and sustainability	<ul style="list-style-type: none"> – post ECoC organisational models – using ECoC to drive future cultural strategy



Photography by Nic Gaunt. Image courtesy of NWDA

Key Questions

Each city's contribution addressed the following questions:

- What was the approach your city took towards the relevant "component"? What was the thinking behind it?
- What were the key features of your approach?
- Would you do anything differently if given the chance again?
- What key messages or recommendations would you give to future cultural capitals?
- What, if any, recommendations would you pass on the European Commission about this aspect of the programme?
- Any other groups you would like to address recommendations or comments to?

Measuring impacts/results and outcomes

Finally, a key component of the ECoC process relates to the need to measure impact and outcomes. Those involved in the delivery of ECoCs strongly support this. However, given that this forms the basis of the research element of the work and is examined in detail in Part II of this Report, this area was not covered in detail in the case study strand of the Policy Group's work.



Photo by Beatriz Garcia

Annex III – Specific research activities of ECoC hosts – group members

Fields of research – grouping examples

The different research teams in the members of the Policy Group reflect the different approaches:

- Liverpool:** Liverpool City Council commissioned the University of Liverpool and Liverpool John Moores University with a five year research programme (2005 – 2010). This programme is a longitudinal research programme assessing the various dimensions of impact of Liverpool's ECoC and resulted in 25 new projects as well as a benchmark indicator assessment and secondary data monitoring. In parallel to this, the ECoC agency funded specific evaluation to assess: media clippings and publicity value, annual perception surveys.
- Stavanger:** The Stavanger2008 agency funded a research programme carried out by IRIS, the International Research Institute of Stavanger, and the University of Stavanger. It comprised a core study on citizens' participation and assessments, interest in culture and attitudes related the vision of an 'Open Port', and two sub projects on the media coverage and impacts on the cultural sector respectively. In parallel to this, the ECoC agency funded specific evaluation in areas such as key economical figures, the inhabitants' knowledge of Stavanger2008 prior to the event year, the management of Stavanger2008, a documentary on the realisation of the slogan "Open Port", etc.
- Turku:** The structure of the Turku 2011 research can be divided into three different layers: the evaluation programme (2010 - 2016), the research projects (2009 - 2012) and other research activities (2007 - 2009). The evaluation programme is coordinated by the University of Turku, assessing multilayered impacts of Turku's ECoC in 2011. The research team of the evaluation programme is based on the same network of professors as in the City of Turku Urban Research Programme 2009-2012 (professors of business and innovation development, social policy, and urban geography from the University of Turku and professor of political science and public administration from the Åbo Akademi University). In addition to this network the research team also consists of the research director from the City of Turku Urban Research Programme, the research and development manager from the Turku 2011 agency, and an artist, who is known for his sculptures, large installations, performances and architectural projects. Further to the evaluation programme, eight research projects have been selected from the ECoC agency's Open Call for programme projects and are led by universities across Turku, conducting research on specific aspects of Turku 2011 (such as health & well-being). And finally, other research activities include research projects led by cultural operators and evaluation activities initiated directly by the ECoC agency.

- Essen for the RUHR.2010:** The evaluation programme is implemented and overseen by a small team (1.5 staff) within the ECoC agency (running from late 2009 until early 2011). There are a number of research themes attached to the programme. The evaluation is partly conducted by the ECoC agency itself and in part cooperation with external research and scientific/academic organisations. The evaluation programme also works closely with two scientific researchers (one based externally at Technische Universität Dortmund and one funded internally through the Kontaktbüro Wissenschaft, the scientific contact centre).



Stavanger opening parade. Photo by Kjetli Alsvik

Annex IV – Mapping of research projects

Researchers of the Policy Group have identified common research themes that are relevant to ECoCs and research projects have been allocated under each theme, presenting the kind of research focus taken by each research team. This exercise allowed identification of commonalities across the different members of the Policy Group. The table below summarises the findings of this work.

Cultural vibrancy

Research focus	ECoC
Creative industries sustainability	Liverpool, Turku, Essen for the RUHR
Arts Sector sustainability	Liverpool, Stavanger
World Class programme/event	Liverpool, Essen for the RUHR, Stavanger

Cultural Access and Participation

Research focus	ECoC
Social Involvement, social impacts across the city; including citizens perspective	Essen for the RUHR, Liverpool, Stavanger
Impact of culture on Quality of Life, including well-being, health and accessibility (Turku 2011)	Liverpool, Turku
Volunteers survey, impact of volunteering on cultural engagement	Essen for the RUHR, Liverpool, Turku
Visitor Profile, cultural participation and access	Essen for the RUHR
Culture User Typology	Essen for the RUHR

Identity, Image and Place

Research focus	ECoC
Awareness, recognition of the ECoC	Essen for the RUHR, Stavanger, Turku
Media impact analysis	Essen for the RUHR, Liverpool, Stavanger, Turku
Analysis of impact on local identity	Liverpool
Analysis of impacts on urban space; including city image impacts on city infrastructure	Turku
Analysis of the development of impacts based on 'weak signals'	Turku

The Philosophy and Management of the Process

Research focus	ECoC
Stakeholder interviews & observations	Liverpool, Essen for the RUHR
International cooperation and projects	Turku
ECoC Process development	Liverpool, Turku
Managing Multiple Divergences	Essen for the RUHR
Cultural Sector process development	Liverpool, Turku

European Dimension

Research focus	ECoC
International cooperation and projects	Essen for the RUHR, Turku

Economic Impacts and Processes

Research focus	ECoC
City Business impact & engagement, including urban spaces of cultural industries (Turku 2011)	Liverpool, Turku
Economic Impact of ECoC Events and Tourism, including impart of ECoC visitor numbers	Essen for the RUHR/ Liverpool/ Stavanger, Turku
Creative Industries Impact	Liverpool Stavanger Essen for the RUHR, Turku



La Princesse (designed and operated by La Machine, brought to the UK by Artichoke) tours Liverpool City Centre, watched by 400,000 onlookers. Photo by Beatriz Garcia.

Annex V – List of Potential Indicators

The list below is a set of Potential Indicators that have formed part of an internal discussion within the Policy Group. While those indicated as essential (= E) have been identified as transferable, those indicated as desirable (= D) have proven to

be difficult to transfer across different settings and countries. The list was the basis of the group's exercise to identify transferable indicators and has been included here in the annex to showcase the breadth of the group's discussion.

E = essential, D = desirable

Areas of assessment	Indicators	Relevance
1) Cultural Vibrancy		
Level of Cultural Offer	<ul style="list-style-type: none"> • % of positive national reviews of artistic programme events • % of negative reviews of artistic programme 	D
	<ul style="list-style-type: none"> • Number of original art works commissioned by ECoC 	E
Innovative productions/lasting impacts on cultural operators	<ul style="list-style-type: none"> • Number of European cross border cooperations in ECoC events/activities (participation of artist/operators from other European countries) 	D
	<ul style="list-style-type: none"> • Establishment of new artistic collaborations that arise from ECoC activity: <i>Inside own genre/Across genres/With business/With public institutions vs. Locally/Nationally/Internationally/None</i> 	E
Local, national, international significance of the programme	<ul style="list-style-type: none"> • Peer reception of events held: % of international significance • Peer view of significance of programme overall: percentage of local, regional, national and international significance • Peer reception of key events held: % excellent, good, poor <p><i>Note: This can be measured by offering a copy of the programme – annotated – to a panel of appropriate peers and critics. They could judge only in areas where they feel qualified to.</i></p> <p><i>In terms of reception of events they would need to attend. This could be based on a rolling panel and there is a need to ensure that panel members are speaking from experience and expertise.</i></p>	D
Increases in jobs, training and investment in the Creative/Cultural Sector	<ul style="list-style-type: none"> • Investment in Creative industries <p><i>Note: The investment in the cultural industries made by the ECoC managing agency. There may also be other investments made affected by the ECoC but this may prove difficult to assess. It also depends on the objectives of the ECoC. In some cities, creative industries are a focus, in some cities less so.</i></p>	D
	<ul style="list-style-type: none"> • Public investment in Arts sector • % of earned income in the sector <p><i>Note: The investment in the arts sector will help to analyse whether the ECoC allows space for development and sustainability.</i></p>	D
ECoC development of the Creative/Cultural Sector	<ul style="list-style-type: none"> • Total grants given by ECoC organisers – Grants given to arts sector – Grants give to community sector 	D

Areas of assessment	Indicators	Relevance
Attitudes and perceptions towards arts/culture in the city	<ul style="list-style-type: none"> • % Interest in Museums/Galleries in the city 	D
	<ul style="list-style-type: none"> • % Interest in Theatres/Concert halls in the city 	D
	<ul style="list-style-type: none"> • % Interest in Pubs/Bars (or other entertainment facilities) in the city 	D
	<ul style="list-style-type: none"> • % Interest in culture 	D
Cultural Access and Participation		
Number of participants and events generated by ECoC activity	<ul style="list-style-type: none"> • Total Number of ECoC events <p>Suggested definition of an event:</p> <ul style="list-style-type: none"> – Number of events on the website – Number of events published in yearbook/programme book – Number of ‘activities’ either put on directly by the ECoC managing agency, commissioned by the ECoC managing agency or arising from a grant from ECoC managing agency– which comprise of number of event days, exhibition days, performances, workshops, conference days etc. <p>Also, within these definitions, specification is needed to differentiate between</p> <ul style="list-style-type: none"> – events organised by the ECoC organisation itself – events organised by other operators, but funded – wholly – partly by the ECoC organisation 	E
	<ul style="list-style-type: none"> • Attendance at ECoC event 	E
Breadth of cultural participation	<ul style="list-style-type: none"> • % of audience from within the city/region/nation/EU/outside EU 	D
	<ul style="list-style-type: none"> • Demographics of Event Participation: % breakdown of audience by Socioeconomic background - Age, annual income, education levels (referencing National Qualifications Framework to European Qualifications Framework) etc. 	E
Number of volunteers	<ul style="list-style-type: none"> • Number of registered Volunteers – Number of active volunteers that underwent training 	D
	<ul style="list-style-type: none"> • Number of days of volunteering given to the ECoC 	D
Audience satisfaction	<p>Reception of sample of events: % excellent, good, average, poor and terrible</p> <p><i>Note: This indicator may well be placed under the theme of ‘cultural vibrancy’. On one hand it may be used to assess the enjoyment of participation in an event (research theme: participation). On the other hand, the results can be used to make a judgement on the quality of the programme (research theme: cultural vibrancy).</i></p>	D

Annex V – List of Potential Indicators (continued)

E = essential, D = desirable

Areas of assessment	Indicators		Relevance
Identity, image and place			
Number and value of published articles and media	<ul style="list-style-type: none"> Number of national press articles with reference to ECoC: within print media, social media networks and ideally to include an assessment of the tone of the coverage i.e. % positive and negative 		E
	<ul style="list-style-type: none"> Use of online environments such as social media 		D
National image of city	<ul style="list-style-type: none"> National perception of the ECoC: i.e % recognition rate of ECoC, likelihood/desire to visit 		E
	<ul style="list-style-type: none"> National perception of the city as a cultural destination National perception of the city – in general (% good, % bad) 		D
The Philosophy and Management of the Process			
Number of sponsors and income	<ul style="list-style-type: none"> Number of sponsors 		D
Budget: public and private investment, additional expenditure	Budget source	Local/regional government	E
		National government	
		Other public sector	
		Private sponsors/earned income	
		European Union	
Additional EC funding	Use of EU structural funds		D
	Budget expenditure	Programming	E
Marketing			
Administration			

European Dimension		
European collaborations	<ul style="list-style-type: none"> • Number of cross border European cooperations in ECoC events/activities: (participation of artists/operators from other European countries) – to be broken down by <ul style="list-style-type: none"> – Origins of cross border European cooperations (countries) – Number of new cross border European cooperations 	E
European audience in the city	<ul style="list-style-type: none"> • Number of visitors from other European countries • Participation of visitors in events 	D
European Perception	Perception of European-ness amongst citizens and how ECoC changes this: e.g a before and after question asking “would you describe yourself European (definitely, fairly, maybe, no, definitely not)	E
	How has the ECoC effected your perception of being part of Europe?	D
Economic impacts and processes		
Jobs created in relevant sectors	<ul style="list-style-type: none"> • Employment Volume - Tourism 	D
	<ul style="list-style-type: none"> • Employment Volume - Creative Industries 	D
Additional visitor expenditure	<ul style="list-style-type: none"> • Percentage change in visitors to city • Percentage change in visitor spend • Percentage change in international visitors to city 	E
Number of visitors	Number of conferences influenced to come to the city wholly or partly by ECoC. Number of delegates at the above.	D
	<ul style="list-style-type: none"> • Number of conference delegates visiting the city 	D
	<ul style="list-style-type: none"> • Total number of visitors to city, including first time visitors • Total number of international visitors to city 	D
Hotel rooms, occupancy rates and new stock	<ul style="list-style-type: none"> • Total room nights sold in the city and city region: To also include “Visits to friends and family motivated/influenced by ECoC” 	E
	<ul style="list-style-type: none"> • City Hotel Occupancy (%) 	D
Associated Infrastructure Development	<ul style="list-style-type: none"> • Additional expenditure: New construction and renovation 	D
Environmental measures/mitigation	% travel by public transport , increase in emissions	D
Number of arts and cultural facilities; new facilities	<ul style="list-style-type: none"> • Capital spend on cultural facilities (new or existing ones) that can be directly attributed to ECoC 	D





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