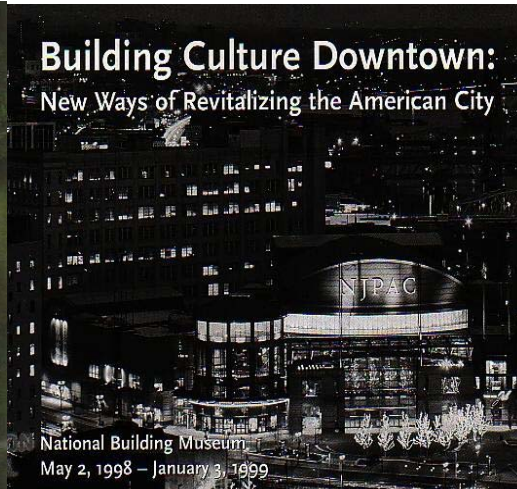




Measuring (& Modelling) Culture in Regeneration

Graeme Evans



Building Culture Downtown:
New Ways of Revitalizing the American City

National Building Museum
May 2, 1998 – January 3, 1999



LIVERPOOL
the world in one city
WINNER

My own blunt evaluation of regeneration programmes that don't have a culture component is they won't work.

Communities have to be energised, they have to be given some hope, they have to have the creative spirit released

**(Robert Hughes,
Chief Executive of Kirklees Council)**



Challenges

Culture at the Heart of Regeneration (2004)

- **How can we improve the quality of the evidence of culture's role in regeneration ?**
- **How we can improve the dissemination and exchange of evidence and good practice ?**
- **How can culture be better represented and valued in the regeneration process and programmes ?**

Different roles played by culture in regeneration

Culture-led regeneration

A catalyst and engine of regeneration. Likely to have a high-public profile e.g. design and construction/re-use of buildings; reclamation of open space; programme of activities used to re-brand a place

Cultural regeneration

Cultural activity fully integrated into an area/city strategy alongside, for example, environmental, social and economic activity and development

Culture *and* regeneration

Cultural activity not fully integrated at the strategic development or master planning stage, but can still contribute to the regeneration process

Types of Impact and Measurement

- **Environmental**
- **Economic**
- **Social** - *and emerging...*
- **...Cultural impacts**

Classic Impact Tests

- **Additionality** - *investment/funding, baseline (pre-baseline investment, e.g. Bilbao, Salford Quays, Barcelona infrastructure)*
- **Substitution** - *activity/consumption, displacement*
- **Attribution** - *Liverpool '08; London 2012*

Re: *Generation*

- **Half a generation** or more - the period it can take for Regeneration to gain hold and take effect across an entire community and area, 25+ yrs
- **Longitudinal frame** and perspective vs. political & programme horizons
- **Impact Evaluation** therefore designed to capture:
Short; Medium & Long term effects, with scope to **revise design & focus**

Examples of longitudinal Regeneration Evaluation studies:

Glasgow (1989-) - CCPR, University of Glasgow

Gateshead/Year of Visual Arts - Northumbria University

Sydney Olympics (2000) – joint-university Observatory and Study Unit

Barcelona Culture Forum 2004 (1999-2010)

Jubilee Line Extension (£3bn) - University Westminster+/DfT & LT

BART, San Francisco (25 years)

King's Cross Regeneration (1988 -) - Cities/LMU (LDA)

City Growth/City Fringe - “ (1989/1991; 2005-9)

Success Factors

- 1. The participation of a ‘champion’ of culture in regeneration (this may be an individual such as a ‘social entrepreneur’, or a group, e.g. of artists)**
- 2. Integration of culture at the strategic planning stage**
- 3. Establishment of a multi-disciplinary project team**
- 4. Provision for formative evaluation from the planning stage - *Establishing the baseline***
- 5. The flexibility to change course if necessary**

- 6. Consideration for environmental quality and accessibility – design of facilities, public realm and integration with services (e.g. transport, housing)**
- 7. Genuine consultation with residents/users and other stakeholders**
- 8. Acknowledgement of the contribution of all stakeholders**
- 9. Continued involvement and ‘ownership’ by the community of the project - through direct participation in, for instance, *management, governance, delivery and evaluation***

Pillars of Sustainable Development

Sustainable Communities

1. Environmental
2. Economic
3. Social
4. **Governance & Culture: *Governmentality***
*a set of practices for social management
deployed to constitute autonomous
populations as self-governing (Bennett 1995)*

Value of Culture in Regeneration

1. Culture is still largely absent in key regeneration domains
2. There is little or no 'Culture' in major programme evaluations e.g. NDC, SRB, City Growth, Housing, Health Impacts, Regional Plans
3. Data – quality and appropriateness across spatial hierarchy
 - *National* - ONS/NeSS, Economy (ABI, DET), Culture (ACE, MLA, Sport)
 - *Regional* - Cultural Observatories/RCC, RAs/RSS Planning), RDAs
 - *Local* - Best Value PIs, LAA, LSP, CIPFA, LNIS/LIS
4. *Taking Part* – sample size (GO), depth - no link to place or 'supply'...
5. *Active People* – limited sports activities, and depth of participation
6. Need to improve and better integrate (“join up”) Culture with Regeneration and operationalise evidence and data across all Cultural Sectors (“dysfunctional family”)

Taking Part Survey, DCMS (2006)



Main factor that would encourage those who already visit arts events 1-4 times a year to go more often

 [BACK TO SCENARIO](#)

If I had more free time	30%
More performances and events closer to where I live	19%
Cheaper admission prices	17%
More performances and events about subjects I am interested in	11%
Better information on what is available	6%
Better public transport links/access to transport	4%
If I had (more) people to go with	3%
Better quality of performances and events	3%
More activities for children	2%
If I had access to childcare	1%
Other reasons	5%

100%

Evidence-base?

The evaluation of social and regeneration programmes requires a shift from the quasi-scientific 'evidence-base' for policy formation and evaluation, to:

- *building knowledge over time*

...drawing together

- *local experience*
- *research findings*

and critically..

- *a better understanding of trade-offs and political imperatives*

(A.Coote, 2004)

Who is the Community ?

1. **Belonging to a specific location or area ('habitus')**
2. **As defining a particular local social system**
3. **In terms of feeling of *communitas* or togetherness**
4. **As an ideology, often hiding the power relations which inevitably underlie communities.**

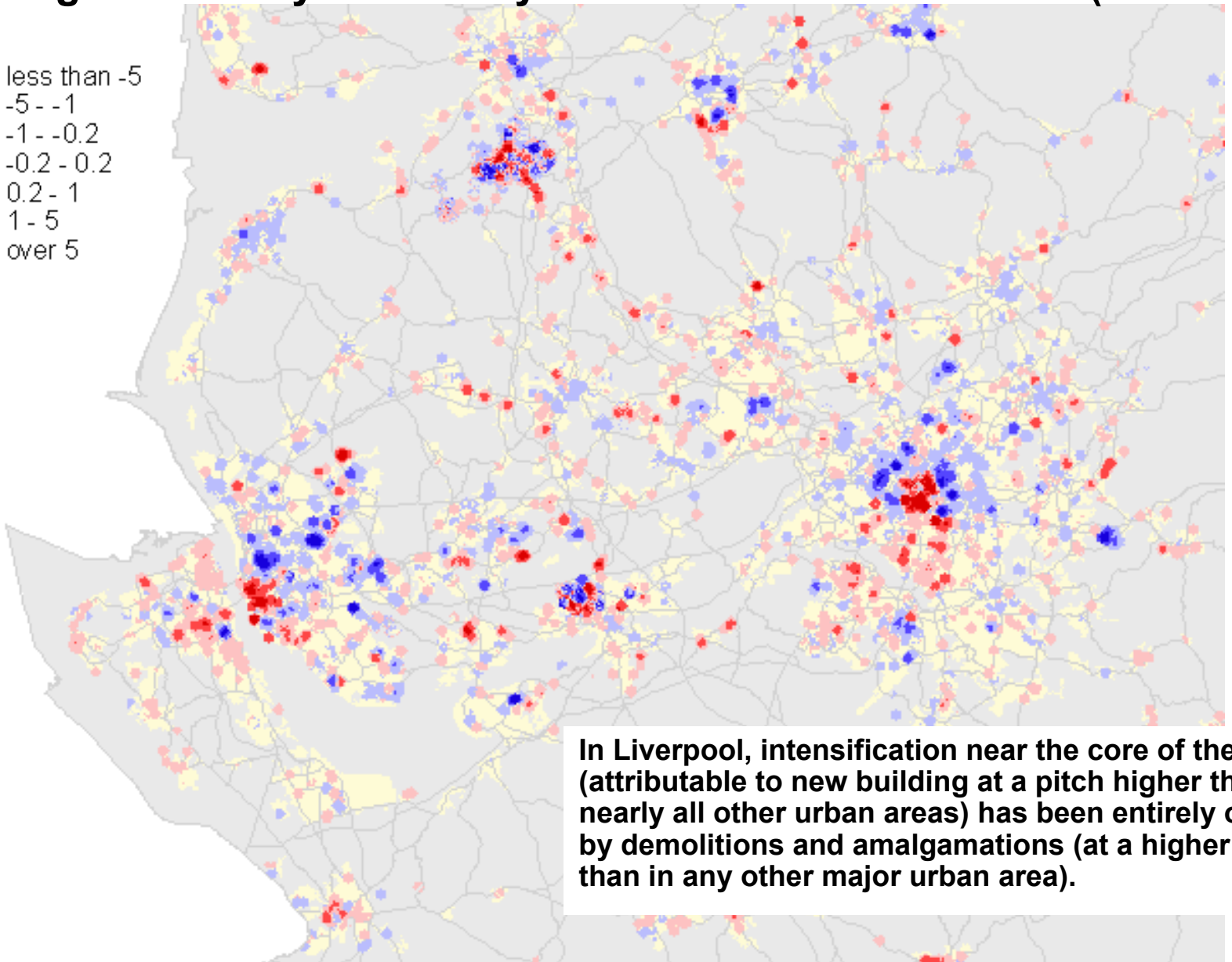
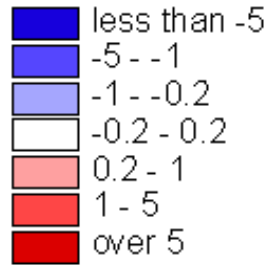
The place-based notion of community has (re-)emerged as a vehicle for rooting individuals and societies in a climate of economic restructuring and growing social, cultural and political uncertainty.

As political, social and economic structures based on the nation-state begin to be questioned, so local communities have come to be seen as essential building blocks in new political alliances (European Capitals of Culture?).

Where...



Change In Density for Mersey Belt and South Lancashire (2000-4)



In Liverpool, intensification near the core of the city (attributable to new building at a pitch higher than in nearly all other urban areas) has been entirely offset by demolitions and amalgamations (at a higher rate than in any other major urban area).

Place and Space Matters

- **Defines Impact/Catchment areas**
- **Defines Community & Engagement: *visitor, resident***
- **Determines Access & Accessibility**
- **Influences Health & Well Being (QoL)**

Current focus on Public Art (SPG / % for Art) and Design Quality (CABE - DQI, PlaceChecker) *BUT*

Equal need to value Cultural Amenity and Activity (not just facilities) and **Access - in established and (housing) growth communities**

Liverpool '08 Impacts

- *from Method to Model*

- What are we measuring & why? = “Success” or “Impacts”
Justification for ECoC - anticipating / mitigating negative impacts ?
- Expectations of Culture’s contribution to Regeneration *too high ?*
- Opportunity costs of Liverpool '08 - *culture vs. other investment; synergies; which type of culture / intervention works and how ?*
- Distributive Effects - *spatial, social, cultural*
- Themes - *weighting elements to create “model”*
- Detailed guidance and tool - *transferability*
- Links to other tools - *Cultural Planning Toolkit “Living Places”*
- Sustainability - post-Event/Legacy - *does enhanced activity and “feel good” continue once intervention stops?*

Process Evaluation

- **Participation and Ownership**
- **Governance**
- **Agents of Change - Project Champion(s)**
Community, Cultural, Political

Techniques:

- **Cultural Vitality (Index)**
- **GIS-Participation (perceptions & mapping)**
- **Network Analysis and Regime Analysis**
- **Public Choice Theory**

Measure distribution of power and devolution of decision-making and changes in behaviour – Individuals and groups

Media & Identity

- **Media coverage local, national, international - can diminish in detail and ‘vernacular’, tendency for recirculation of story, repetition of opinion...**
- **Community input and control over media - opportunity for outlet and influence - e.g. blogs, community radio, cable/TV, cultural oral history sites (e.g. Sydney, London2012?)**
- **Contradictions and changes in mood and criticism, e.g. *Dome, Angel of the North* - from negative press, to acceptance and adoption...**
- **Validation – e.g. evidence from heritage sites, international recognition (e.g. UNESCO, ECoC) has less value and support than local/national recognition...**

***Is All News Good News?* (citation index!)**

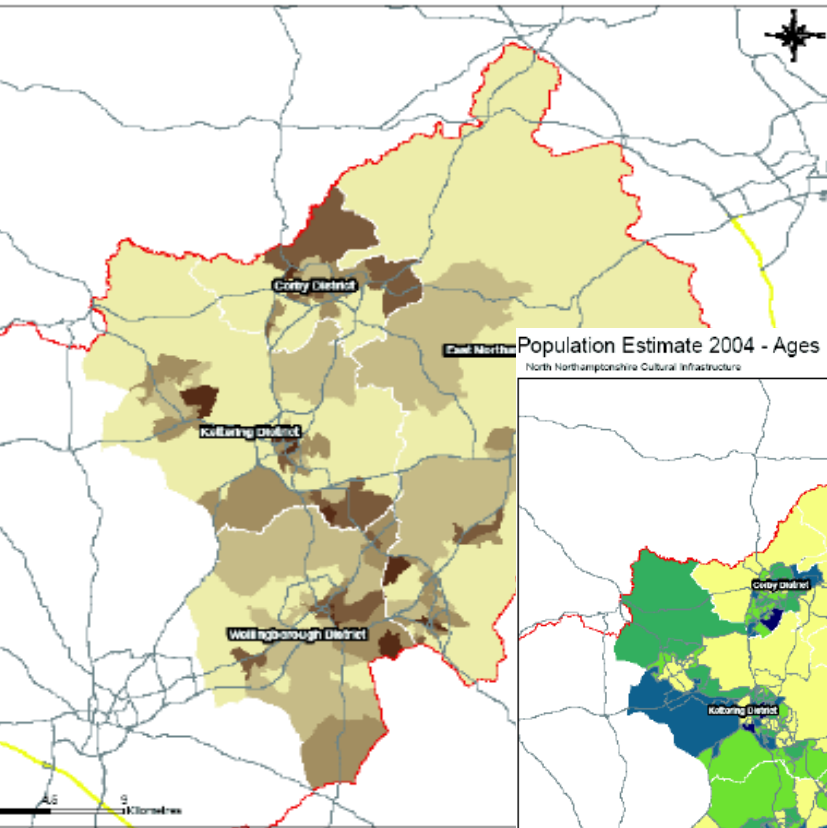
Cultural Planning TOOLKIT



Mapping Communities

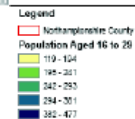
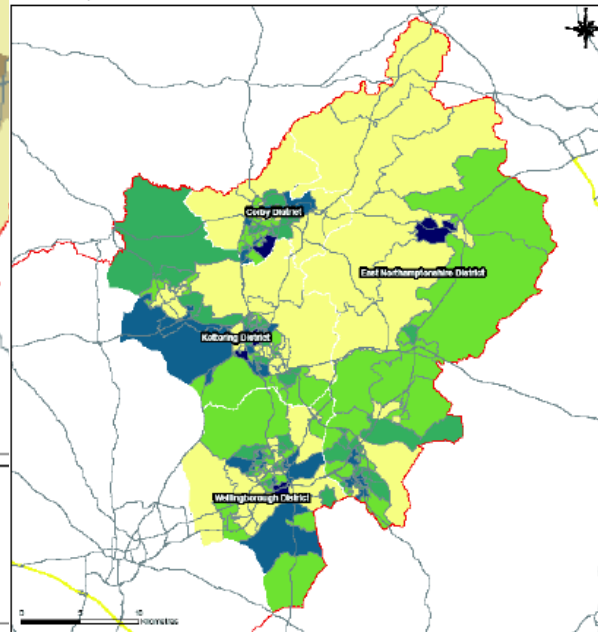
Mosaic - Group D - Ties of Community

North Northamptonshire Cultural Infrastructure



Population Estimate 2004 - Ages 16 to 29

North Northamptonshire Cultural Infrastructure



Group D - Ties of Community

0% - 7.76%
 7.76% - 21.86%
 21.86% - 38.09%
 38.09% - 60.39%
 60.39% - 95.84%

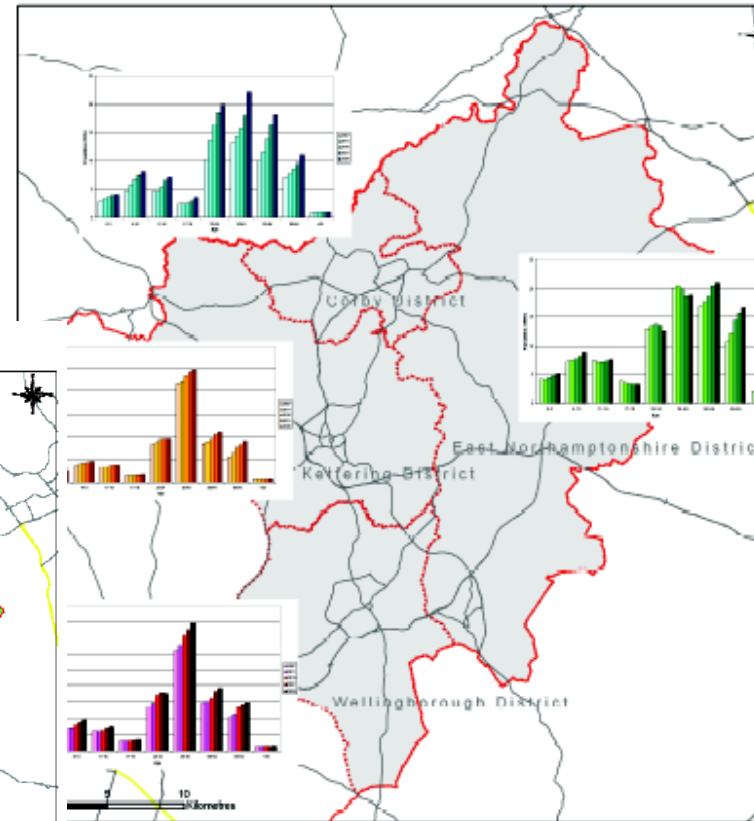
Northamptonshire County

© 2007 Esri

Last Updated: November 2007

Population Projections 2007, 2011, 2016, 2021 and 2026

North Northamptonshire Cultural Infrastructure



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Road
 Railway
 Northamptonshire County
 North Northamptonshire Districts

Source: Census 2001; Office for National Statistics

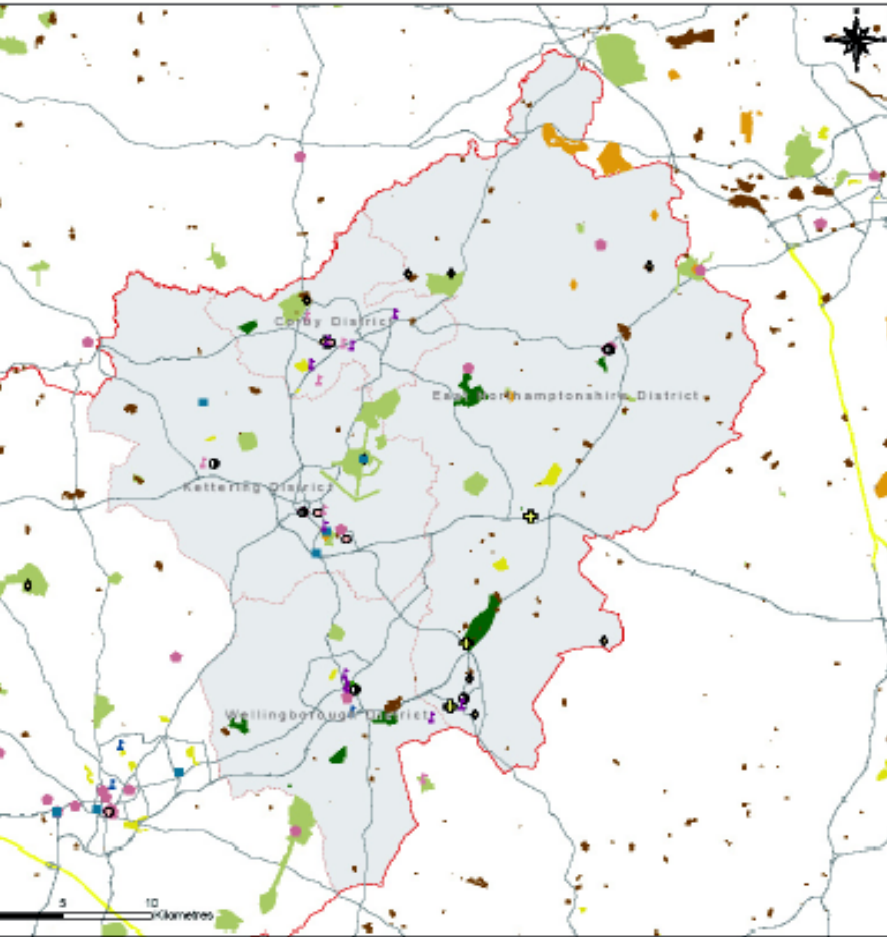
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Mapping Culture and Growth

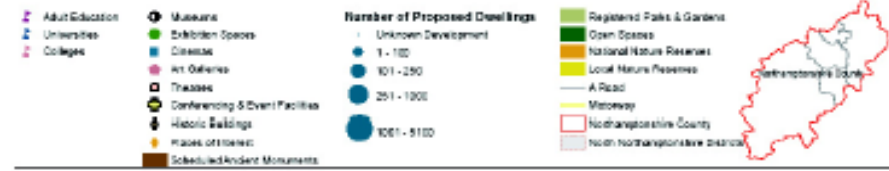
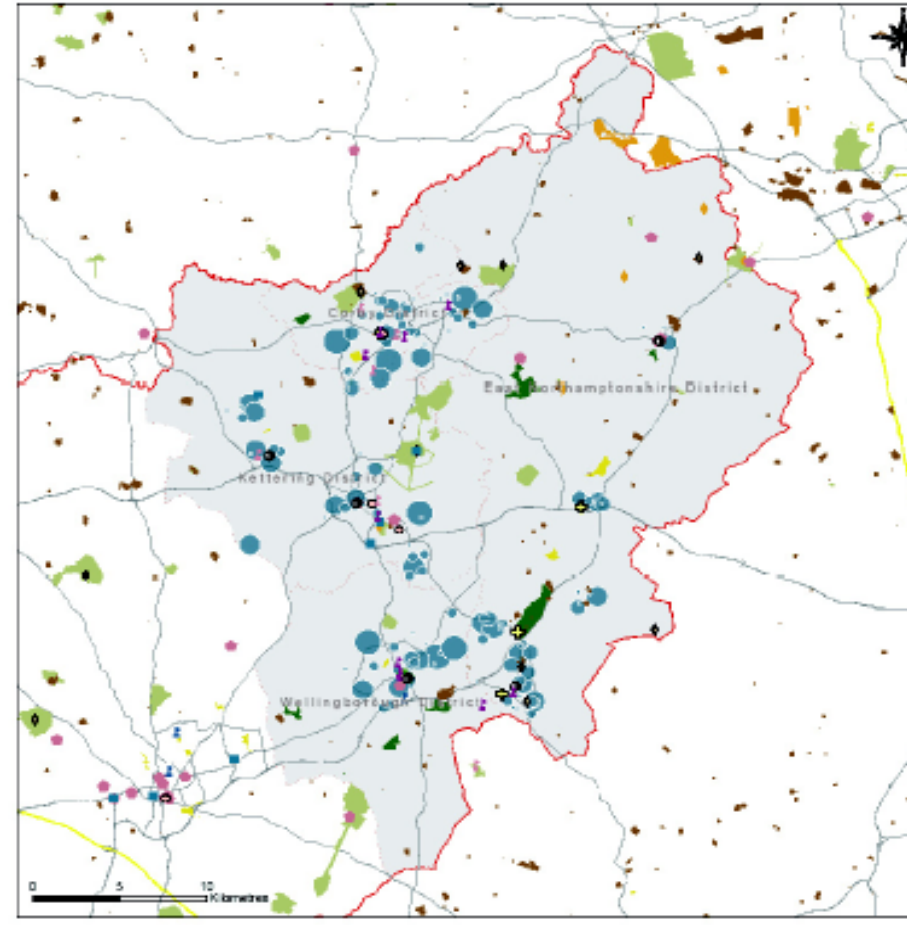
Cultural Facilities

North Northamptonshire Cultural Infrastructure



Cultural Facilities

North Northamptonshire Cultural Infrastructure





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Culture, but not just its aesthetic dimension, can make communities. It can be a critical focus for effective and sustainable urban regeneration. The task is to develop an understanding (including methods of study) of the ways – cultural and ethical – in which even the ‘worst estates’ can take part in and help shape the relics of their city (and society) as well as their locality.

This is a massive challenge to academics, professionals, business, and to local and ultimately national government and – of course – citizens. But nothing less can work

(Bob Catterall, ***Culture as a Critical Focus for Effective Urban Regeneration***)



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