

Zero-Impact Cultural Heritage Event Network – ZEN project –

Research output 1: Brief background to event evaluation in North-East Region of Romania Regional Report

Partner P9: North-East Regional Development Agency

Introduction

For carrying out this task, the project team delegated by North-East Regional Development Agency analyzed the existing studies, research at regional/national level on the event's impact at economic, social, environment level.

The basic idea was to:

- analyse the main coordinates of impact assessment in public sphere in general and public administration in particular.
- address main experimental design particularities along with the main peculiarities of such studies in the public field.

Upon the analysis in terms of *dimension and composition* of cultural offer available in urban centers, we have found the following:

- In Romania there is no relevant academia literature referring to impact assessment of the cultural heritage events.
- At international level the analyze is used mainly in 2 fields of public interest:
 - improved access to culture for social groups representing a low cultural consuming (Inkei, 2010);
 - practices of “city marketing” type (currently, local authorities from several towns in the world use cultural events as strategy for improving the town image, enhancing urban development, attracting tourists and investors (Richards and Wilson, 2004).

“The competitiveness of a destination can be measured by a large number of variables that include visitor numbers, market share, tourist expenditure, employment rates, value added by the tourism industry, as well as more subjectively measured variables such as ‘richness of culture and heritage’, ‘quality of the tourism experience’, or ‘sustained well-being of residents’ (Dwyer and Kim, 2004). Therefore, the concept of destination competitiveness includes all aspects of sustainable tourism development in a given destination, giving much weight to two main dimensions: first, the destination’s ability to create and integrate value-added products that sustain its economic, social, cultural and environmental resources and capacity while maintaining market position relative to competitors (Hassan, 2003:239; also Dawyer, L. and C. Kim, 2003); second, the appropriateness of the governance mechanisms that allow, create, sustain and enhance opportunities and sustainability in destination development (Go and Govers, 2000, Svensson et Al 2005, Hassan 2000).” –(M.Sutherland, E. Besson, K. Paskaleva and S.Capp, **Analysis of the Mobilising Role of the European Capital of Culture Process, 2006**).

Opinions about organization of cultural events in urban centers

PROS

- Culture-led development or regeneration stimulates significant positive economic and social outcomes, including creating employment and strengthening of social cohesion, inclusion and collective identity (Labadi,2008)
- Cultural sector is economically significant in its own right, a catalyst of urban renewal and that it improves the image of a region and makes it a better place to live and work. (Myerscough,1998)

CONS

- In the 1980s, the economic dimension of the cultural sector was the main focus of evaluation studies;
- In the 1990s research focus shifted to examining the sector's social impacts, with researchers and policymakers arguing that economic impacts were only one part of the benefits of cultural projects.
- Social impacts have been defined as, 'those effects that go beyond the artefacts and the enactment of the event or performance itself and have a continuing influence upon, and directly touch people's lives' (Landry *et al*, 1993). *This broadened focus on both the economic and the social impacts allowed 'to start talking about what the arts can do for society, rather than what society can do for the arts' (Matarasso, 1997, page iv).*

WHY WE SHOULD ASSESS THE POSITIVE BUT ALSO THE NEGATIVE IMPACT

- Need to 'sort out the hype from the substance' (Evans, 2006, page 117).
- More robust evidence on the socio-economic impacts of culture-based development or regeneration projects as well as their shortcomings is required, as has been regularly pointed out over the past 20 years (Bianchini, 1993b, page 212; Belfiore, 2002 page 106; Coalter, 2001).
- The call for improved evaluation is also a rejection of simplistic assertions and grand principles about the assumed benefits of 'culture'. Evaluations should not take for granted the premise that culture contributes to economic development and the social well-being of local populations. (Labadi, 2008)

Analysis of practice studied

At national level we have carry out a depth analysis on the one hand of the **legislation** and the other hand of the **model of event impact assessment**.

The only law in Romania containing some references to the organisation of events is Law no. 60/1991 on organization and carrying out of public reunions – published in Official Journal no. 192 in 25th of September 1991).

According to this law, it seems that there are some very restrictive legal rules for organising the public reunions:

ART.1

Public meetings - meetings, demonstrations, rallies, processions and the like – which will take place in markets, on public ways or in other outdoor places can be organized only after prior declaration provided by law.

ART.2

Public meetings should be conducted in a peaceful and civilized way in order to protect the participants and the environment, without hinder the normal use public roads, public transportation, except the ones authorized, the functioning of public and private institutions, those of education, culture and health, economic units and they must not degenerate into turbulent actions which endanger public order and peace, the security of people, physical integrity, life or their property or the public domain.

ART.3

There must not be declared in advance of public meetings whose purpose is the cultural, artistic, sporting, religious, remembrance, those occasioned by official visits or taking place within the premises or legal persons of public buildings or private. If the organizers of such public gatherings own evidence or data that their conduct might result in acts of disorder or

could lead to violence, they must request, in advance, from mayors and local police authorities, specialist support.

ART.4

Municipalities, city or municipal police and local authorities are obliged to provide the necessary conditions for the normal conduct of public meetings and the organizers are obliged to undertake actions that are necessary for them to perform in accordance with Art.2.

Also, of great value for our report was two interesting materials containing information about how you can organise and how you can assess an event in Romania.

One of these was the „Organiser Manual for VoluntExpo 2006“, according to which the necessary authorisations for organising an event are:

- ✓ Agreement of the Municipality for organizing activities in the public space;
- ✓ Agreement of the Constabulary for organizing activities in the public space;
- ✓ Agreement of the Police for organizing activities in the public space.

Also, this manual has recommended several issues aimed to assess:

- ✓ No. of partner organizations in organizing the events;
- ✓ No. of volunteers involved in organizing the events;
- ✓ The volunteers work;
- ✓ No. of activities organized during the event;
- ✓ No. of sponsors and donors;
- ✓ No. of direct beneficiaries;
- ✓ No. of appearances in the media (print / radio / TV);
- ✓ No. of organizations participating in the event;
- ✓ No. of hours of volunteering;
- ✓ No. of volunteers recruited at the event;
- ✓ No. of estimated visitors;
- ✓ The sponsorship / funding / in-kind contributions;
- ✓ No. of collaborators / partners media;
- ✓ No. local personalities who visited the event.

Also at national level we have identified an Impact assessment for European Capital of Culture Sibiu 2007 - Romania, included in a document entitled „Impact of the Programme “SIBIU 2007” on commercial companies”.

The report comprises the evaluation of the impact generated by the program on the companies, from quantitative and qualitative point of view.

The study had in view the perception of the economic agents on the economic environment and the further development of the city.

The assessed items are:

- ✓ Degree of information about the programme;
- ✓ General impact;
- ✓ Development of partnerships;
- ✓ Promotion actions;
- ✓ Financial impact on: turnover, profitability, investments;
- ✓ Impact on employment: structure of newly created jobs (age, sex, education);
- ✓ Impact on tourism : accommodation occupancy rate, turnover, number and structure of tourists;
- ✓ Intensity of constraints on companies activity: lack of clients, quality of auto park, financing difficulties, deficiency of jobs, infrastructure (especially roads);

- ✓ Future plans: extension of activity and/or investments, diversification of products and services, raise of market place, alliances or fusions with other companies.

At the level of North-East Region of Romania, unfortunately the literature has a gap in offering research or any information on event evaluation methodologies.

At European Level we have identified a few interesting models of Impact Assessment for the designated European Capitals of Culture: Brugge 2002, Lille 2004, Liverpool 2008.

According to the study prepared for the European Commission in 2004, “European Cities and Capitals of Culture” by Palmer-Rae Associates we have found the following: “Although the majority of ECOC had some form of monitoring systems in place, problems were reported concerning the absence of clear procedures and divisions of responsibility, the fact that monitoring often began too late and that monitoring was often not linked to planning.

Most cities evaluated their ECOC programme in some way, although the majority of cities limited this to a final report written by members of the operational team. In a few cities, evaluations were undertaken by the municipalities or national governments. Although about half of the ECOC undertook evaluations of their cultural programmes, very few evaluated either the social impacts or economic impacts of the ECOC in an independent or robust manner. It was a standard practice for ECOC to undertake visitor impact evaluations, although these data were often inconsistent and of variable quality and relied heavily on tourist office visitor statistics that had not measured the additionality of the ECOC.

Respondents reported that problems associated with evaluation concerned having limited resources, insufficient planning time, ill-defined evaluation criteria and limited or no follow-up to the evaluation itself.”

The model of Brugge 2002:

For evaluation of the impact of BRUGGE 2002, the authors have assessed 3 main categories of indicators: cultural impact, economic impact and social impact. None of their conclusion indicated that there could be negative impact of cultural events within the areas where they took place. Nevertheless the environment aspect was not deeply approached.

The model of LILLE 2004:

Lille Horizon 2004 requested an external expert to evaluate the European title and yearlong events. Therefore a wealth of data was collected by these two organisations. This included, first, comprehensive data on all the events organised during Lille 2004 all over the Nord- Pas de Calais region and the cities of Belgium. Through the ticketing system, data was collected on audiences to the paid events. This was complemented by counting visitors in cultural spaces and events that were freely accessible. The 2004 Team also collected data on the educational events organised during the year, including how many schoolchildren took part in these events, and also about the news coverage in the local, regional, national and international media.

Another item for research was the number of jobs created in the retail, cultural, hotel and catering sectors. There were also collected data on the occupancy rates of hotels in Lille and its region in 2003 and 2004. Data was disaggregated according to the purposes of the trip to Lille (tourism or business) and the geographical origin of the patrons – to identify the numbers of international travellers (Labadi, 2008).

In addition, several surveys were conducted, including one among Tables Gourmandes (Gourmet Tables), a regional association of traditional and gourmet restaurants, in September and October 2004. The aim of this survey was to collect and analyse data on the profits and

turnover of these restaurants in Lille. It was carried out during the summer in order to ensure that as many tourists as possible could be interviewed in major touristic places and the railway stations. Its aim was to determine the countries of origin of the tourists, find out what means of transport they had used to get to Lille, how long they were staying, the facilities used (hotels, restaurants, and so on), the reasons for coming to Lille, the places visited both in and outside of Lille, what they thought of the places they visited, as well as any plans to come back to Lille. Only tourists from beyond the Nord-Pas de Calais region were questioned.

From point of view of evaluation of economic impact, the report on the evaluation of Lille 2004 highlighted the notable impact that all the events organised had on different economic sectors. Data related to tourists was separated out from data about people staying overnight in Lille for other reasons, such as business. It was evaluated also the number of contracts concluded during the event.

One of the objectives of Lille 2004 was to involve the whole population in the events organised. The high rate of participation of the local population in the different events organised has been widely publicised. No survey was conducted, however, to ask the local population about events they were attending or not attending, or about the impact such events may have had on their identity and their relation to their city and their region, the social cohesion and integration. The evaluation of Lille 2004, European Capital of Culture focused on presenting a very positive picture of the impact, at local and regional levels, of this event. It included data about the budget, the sources of funding, the number of events organised and the number of tourists and visitors to Lille and its region. However, no itemisation of the budget is provided or indication as to whether it was sufficient or not; no figures are provided on the FTE jobs created. There was no indication of the social and economic impacts of the events organised for the local community, in particular the lower classes who were one of the main targets of the cultural activities.

Sophia Labadi in „ **Evaluating the socio-economic impacts of selected regenerated heritage sites in Europe, 2008**” reflected: „A combination of ex-ante, mid-term and ex-post models for the evaluations of regenerated projects should be encouraged to be developed, as well as evaluations three to five years after completion of the project . Data related to culture and heritage projects as well as major economic and social indicators should be collected in a more systematic and consistent manner by public and private institutions at national, regional and local levels to allow longitudinal analyses to be undertaken over time.

Qualitative evidences and narratives about culture-led regeneration schemes should be given equal importance to quantitative evidence.

Quantitative data is often cited without its context, in particular in the media. Qualitative analyses should not only concern the economic impact of regeneration schemes but also the impacts in terms of social cohesion and collective and individual identity“.

The model of LIVERPOOL 2008

Following the report Impacts 08 Benchmark Indicators, issued in December 2008, we have found some interesting approaches regarding the main categories of indicators that should be used for a thorough evaluation of the cultural events impact organized in heritage sites. The report presented the state of play with respect to the selection and population of benchmark indicators to explore the impacts of Liverpool’s hosting of the European Capital of Culture (ECoC).

The main sectors and indicators assessed were:

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| Sectors | Sub-sectors | Indicators |
|-----------------------------------|---|--|
| Economic Impacts and Processes | The Strength of the Local Economy | Gross Value Added (GVA) |
| | Employment and Skills Levels | ✓ total number of jobs and the number of jobs in specific associated sectors |
| | Impacts on Tourism | ✓ total number of visitors, levels of visitor spend, hotel capacity and occupancy rates |
| The City's Cultural System | Shape of the Sector | <ul style="list-style-type: none"> ✓ size of the Creative Industry (CI) sector ✓ size of visitor base ✓ total income of Liverpool's largest arts organizations ✓ Employment in this sector |
| | Profile of the sector | <ul style="list-style-type: none"> ✓ % national press coverage on Liverpool culture (references to Liverpool's cultural system) ✓ percentage of positive press reviews ✓ positive coverage about ECoC events ✓ national press reviews about the arts offer |
| | Sustainability of the System | <ul style="list-style-type: none"> ✓ national press reviews about the arts offer ✓ percentage of earned income within the maintained arts sector ✓ value of ACE investment ✓ total income of the RFOs ✓ number of staff employed by the RFOs ✓ increase in other public subsidy ✓ known attendances at events |
| | The Liverpool Culture Company's Contribution | <ul style="list-style-type: none"> ✓ days of artist employment ✓ origin of professional artists |
| Cultural Access and Participation | Cultural Participation in Liverpool European Capital of Culture | <ul style="list-style-type: none"> ✓ number of in-house, commissioned and grant funded performances, exhibition days and workshops (from now on, events) ✓ number of events and activities advertised on the 08 website ✓ geographical origin of audiences ✓ Overall satisfaction levels |
| | Demographic Breakdown of Participants and Audience | ✓ breakdown of participants (age, sex, race, colour) as; |

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|--|---|--|
| | | <ul style="list-style-type: none"> ○ Black and minority ethnic ○ Disabled/Limiting long term illness ○ Lower socio-economic groups ○ Under 16s ○ 16-24/16-25 ○ Over 65 |
| | Volunteering in Liverpool | <ul style="list-style-type: none"> ✓ The number of volunteers involved in the Liverpool 08 programme: <ul style="list-style-type: none"> ○ Number of registered volunteers (cumulative); ○ Number of active volunteers (cumulative) ✓ days of volunteering ✓ hours of training ✓ Volunteer demographics ✓ numbers of 08Ambassadors |
| | Local Interest in Culture and Cultural Events | <ul style="list-style-type: none"> ✓ residents interest in culture |
| Image, Identity and Sense of Place | Print and Broadcast Media Discourses | <ul style="list-style-type: none"> ✓ the amount, the attitude, and the economic value of media coverage about Liverpool in general and about the ECoC: <ul style="list-style-type: none"> ○ national references to the Liverpool ECoC; ○ total percentage of positive national coverage; ○ total economic value of positive publicity on the ECoC; ○ total media volume ○ total value of ECoC-related stories |
| | Personal Interpretations | <ul style="list-style-type: none"> ✓ Positive impressions of Liverpool |
| Physical Infrastructure and Sustainability | Physical Infrastructure Investment | <ul style="list-style-type: none"> ✓ progress of the 30 major infrastructure projects |
| | Travel and Transport | <ul style="list-style-type: none"> ✓ number of passengers |
| | Culture Company Activity to Minimise Environmental Impact | <ul style="list-style-type: none"> ✓ the percentage of visitors who travel to Liverpool by car ✓ commitment to sustainability * |
| Philosophy and Management of the Process | Income and Expenditure | <ul style="list-style-type: none"> ✓ Income distribution ✓ total income ✓ expenditure |
| | Sponsors and Partner Involvement | <ul style="list-style-type: none"> ✓ number of sponsors |
| | Local and national | <ul style="list-style-type: none"> ✓ awareness of Liverpool as |

| | | |
|--|--|---|
| | knowledge and satisfaction with the Liverpool ECoC | ✓ European Capital of Culture 2008 Satisfaction in Liverpool ECoC |
|--|--|---|

*The Liverpool 2008 European Capital of Culture was a positive step towards this, with early indications suggesting that the use of public transport to attend ECoC events is high. For the 2008 Public Opening Event, it is calculated that 40% of the audience travelled by local rail alone.⁴⁰

The Liverpool Culture Company is also taking a lead within Liverpool City Council in terms of environmental policy, and achieved ISO140001 status in April 2008.⁴¹ As part of this process, there is a weighting towards environmentally friendly measures in contract tendering (e.g. for event catering) and regular promotion of environmental awareness at events.

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