

Extract from Tender*

Evaluation: Scotland's Year of Highland Culture

Centre for Cultural Policy Research

March 2005

* excludes budget; includes analysis of methods

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Introduction

The Centre for Cultural Policy Research (CCPR), University of Glasgow, is submitting this proposal to undertake the evaluation for Highland 2007.

CCPR was launched in October 2001, with a major three-year grant from the Scottish Higher Education Funding Council (SHEFC). It is a leading institution in cultural policy research in Scotland. Based in arts and humanities, but working collaboratively across the disciplines, CCPR has developed a critical and self-reflexive research culture that contributes to the development of the discipline in the UK and beyond. With the creative arts in Scotland as its point of departure, CCPR also plays a leading role in developing cultural policy through the provision of rigorous, independent and high quality applied research and commentary. Major research interests include culture and cities, rural arts policies, the role of culture in social inclusion and health, cultural economics and data, and culture in society.

This proposal has been informed by the CCPR team's skills, experience and academic interest in a range of relevant areas including: festivals and events; rural arts; arts and social inclusion; cultural data; and, the evaluation of cultural events.

We are proposing to augment our team to deliver this evaluation by collaborating with Snedden Economics and Macpherson Research.

Summary of relevant experience

The research team draws on a track record of research experience relevant to the evaluation of Scotland's Year of Highland Culture 2007.

Centre for Cultural Policy Research

CCPR has a strong track record of research and consultancy relevant to this tender including work in relation to –

- the evaluation of festivals and events;
- the evaluation of cultural policies and practice; and,
- the gathering and use of quantitative data.

Evaluation of festivals and events

CCPR is particularly experienced and skilled as regards the evaluation of festivals and events. Examples of our work in this area includes –

Cities and culture: the long-term legacies of Glasgow 1990 European City of Culture

CCPR has undertaken a three-year longitudinal research project on Cities and Culture using the experience of Glasgow, 1990 European City of Culture as a case study for examining the legacies of major cultural events. The research stage of the project was led by Beatriz García, Academic Fellow, who, with Adrienne Scullion, is now in the process of writing a co-authored book based on the research for publication by Ashgate in 2005. Other outputs from the project

to date include: conference papers, seminar presentations, articles for academic journals, book chapters, teaching materials, newspaper and press articles.

The methodology utilised in this evaluation used mainly qualitative techniques, combined with a quantitative approach and developed in partnership with historical contextualisation. Data-gathering techniques involved a literature review, documentation and archival reviews, an extensive interviewing process with experts, a range of consultation meetings with relevant business and cultural groups, a small-scale survey and the content analysis of press clippings on Glasgow's 1990 experience and its aftermath. Some of these methods will be applied in the evaluation of the Year of Highland Culture.

Evaluation of Cultureshock, the North West Cultural Programme of the Manchester Commonwealth Games

CCPR was commissioned to evaluate *Cultureshock* in 2002 by the programme's stakeholders who included the British Council, the Foreign & Commonwealth Office and the North West Arts Board. Beatriz Garcia led this project, conducting the main part of the research and producing a comprehensive final report. The research examined *Cultureshock's* management structures and design rationale, including an evaluation of its mission statement and objectives, the effectiveness of the programme delivery mechanisms and, particularly, its suitability in addressing issues of social inclusion and cultural diversity. The research also explored *Cultureshock's* immediate impacts and potential legacies by analysing its role and visibility within a major sports event, determining its ability to change young people's perceptions of the Commonwealth and assessing the value and sustainability of the international partnerships created within the remit of the programme. The research approach developed and implemented here has helped shape the approach to the evaluation of the Year of Highland Culture.

Studies of major events – Olympic Games

Beatriz Garcia has developed research on the *Olympic Games* during the past eight years. Her work on this area has focused on investigating approaches to defining, managing and promoting the official cultural programme of the Games, and establishing its policy and wider cultural legacy implications for the host city and country. Official Olympic cultural programmes include the Opening and Closing Ceremonies, the Torch Relay and related symbolic events, and what has been termed *Olympic Arts Festivals*, or *Cultural Olympiad*.

In her studies of Barcelona 1992, Sydney 2000, Athens 2004 and the *Winter Games* in Salt Lake City 2002, Beatriz has exposed the great diversity of work being developed within the *Cultural Olympiad* and its potential to strengthen the long term legacy of hosting the Games due to its broader geographic and thematic range and the opportunities it brings to maximise direct local involvement and diverse cultural representation. This work has been published in academic journals, specialist magazines and presented at a wide range of national and international conferences. At the moment, Beatriz is undertaking work assessing the cultural bid of *London 2012* Olympic candidature.

This research is mainly of a qualitative nature, involving in-depth interviews with key stakeholders, the narrative analysis of relevant promotional materials (including PR documents and press releases), the content and narrative analysis of selected media clippings, and participant observations within the organisation in charge of delivering the Games, Olympic media information centres and a representative sample cultural events within the official *Olympic Arts Festivals* or *Cultural Olympiad*.

Evaluation of cultural policies and practice

Study on the impact of cultural development on Shetland

In 2004 CCPR was commissioned by Shetland Islands Council Community Development Services and Shetland Arts Trust to research the cultural activity that is currently taking place within the Shetland Isles and to examine how this activity articulates with cultural and other policies being pursued by the Council, the tourist board, and Shetland Enterprise. Using a qualitative research approach, with desk research, field research, personal and telephone interviews, CCPR researchers, Christine Hamilton and Adrienne Scullion, produced a 15,000 word report identifying the strengths and weaknesses in current practice and making recommendations for the future development of the Shetland Islands' Cultural Strategy.

The effectiveness of the Scottish Arts Council's links and partnerships with other agencies

CCPR was commissioned by the Scottish Executive in 2002 to undertake research for the Quinquennial Review of the Scottish Arts Council in relation to the 'effectiveness of the Council's wider links and partnership working with other agencies including local authorities, social inclusion partnerships, the enterprise and tourism networks, artists and the cultural community more widely'.

The research employed both qualitative and quantitative approaches, including desk research, face-to-face interviews, telephone interviews, a consultation day with key informants, and a survey of local authorities, focus groups, and market research. The key output was a report (of some 27,500 words plus appendices) to the Scottish Executive authored by Christine Hamilton and Adrienne Scullion.

Rural arts touring in Scotland: the case of theatre

CCPR undertook this research project in 2003 and published a 60,000-word report, *The Same, But Different. Rural arts touring in Scotland: the case of theatre*, authored by Christine Hamilton and Adrienne Scullion and published by Comedia in 2004.

The report is an account of the system of cultural provision and production that exists in the rural areas of Scotland and that can result in such high levels of activity and community engagement. It reviews the policy framework that exists in Scotland as a whole and in the selected rural areas of the Highlands and Islands, the North East and Aberdeenshire, and Dumfries and Galloway. It investigates the role of rural-based agents in developing and maintaining cultural provision across Scotland, and critiques the challenge of rural-based agents contributing the cultural diet through the development of indigenous and locally-based talent.

Drawing on both desk research and extensive field work – including interviews with theatre companies and policy makers across rural Scotland and undertaking focus groups with audiences – the report highlights the roles and responsibilities of key agents for arts in rural areas including the Scottish Arts Council, HI~Arts, the Promoters' Arts Network, the Dumfries and Galloway Arts Association, and, crucially, the independent, locally-based volunteer promoter.

Quantitative data

Cultural Data Project

CCPR's Cultural Data Project, led by Susan Galloway, aims to present what can be achieved by exploiting the existing data sources for the cultural sector in Scotland, evaluating the usefulness of the data, identifying gaps, and suggesting ways to overcome these. Where possible, it also aims to produce findings that provide a commentary on the place of the arts and culture within Scotland, and the impact of post-devolution public policy.

To date three web briefings have been produced on the following themes: Employment in Scotland's cultural sector, 1998-2001; Public expenditure on the arts in the UK; and, Cultural occupations. All briefings review terminology, concepts and definitions associated with the subject matter and use both primary and secondary data to identify and measure trends.

The economic impact of the cultural sector in Scotland

CCPR undertook a study of the economic impact of culture in Scotland in collaboration with the Fraser of Allander Institute (FAI) at the University of Strathclyde during 2003/04. The report was published by Scotecon (Scottish Economic Policy Network) in 2004. The main stages of the project were: collecting and assembling basic data; estimating the direct impact from these data; using the FAI's modelling capabilities to estimate the indirect and induced impact; deriving total impacts, in terms of Scottish employment, income and output supported by the arts, and estimating multipliers for the same variables for the arts in Scotland; comparing the arts with other industries; and, using the research results to identifying policy responses concerning the development of the arts in Scotland.

CCPR's approach to the evaluation of Highland 2007 draws on the highly relevant experience derived from these specific projects as well as from our general experience in commenting on cultural policy in Scotland and beyond. CCPR aims to undertake policy relevant research, apply appropriate, clear and transparent research methodologies, and communicate clearly, appropriately and promptly with our clients and, where appropriate, our various wider audiences.

Snedden Economics

Snedden Economics has undertaken a range of economic impact work and survey research throughout Scotland. Examples of relevance to this assignment include –

Economic Impact Assessment of Eden Court Theatre 2007 – 2010 (2004)

This study was commissioned to assess the economic impacts arising from current operational activity at Eden Court and to estimate the economic and other associated impacts that are likely to arise once the envisaged capital development programme is completed in December 2006. The scope of the work included an examination of the synergistic and generative impacts of the Eden Court capital programme at the Highlands and Islands level during the period 2007-10. The impacts were assessed at the Highland and Islands and Scottish levels.

Volume and Value of Tourism in the HOST and Moray Areas, 2004

The main study outputs were estimates of: tourist bedspaces; tourist bednights; tourist trips; tourist expenditure; employment sustained by tourist expenditure, and income generated by tourist expenditure. These estimates were presented for each of nine local areas and by eight

accommodation types. The methodology used for the study provides a benchmark for other tourism studies in the Highlands and Islands.

Volume and Value of Tourism in the Loch Ness Area, 2004

This study provided estimates of: volume in terms of bednights and trips by day visitors and overnight visitors to the Loch Ness area; estimates of the total expenditure by day visitors and overnight visitors to the Loch Ness area; estimates of direct, indirect and induced employment and income generated by tourism in the Loch Ness area; and, it provided a framework within which the above (and other) key measures can be monitored over time.

A selection of other relevant studies, both economic and survey related, includes –

- Satisfaction survey of 7,000 members of the public for The Highland Council (2001 and 2002 surveys);
- survey and audit of businesses and individuals working in the Creative Content Industries in the Highlands & Islands (2001);
- economic evaluation of the impact of the 2000 *Nairn International Jazz Festival*;
- evaluation of the 1999 *Skye & Lochalsh Food & Drink Festival* and 2004 *Highland Food Festival*;
- survey and economic impact assessment of the 1999 *Walker Cup Golf Event* at Nairn (joint study);
- economic Impact Assessments of the 1998 and 2000 *Highland Festival*;
- an assessment of Nature Based Tourism in the Highlands and Islands (2004).

Macpherson Research

Macpherson Research specialises in identifying and meeting the information and research requirements of both public and private sector organisations. Nevertheless, most of its work is for public sector organisations and it specialises in tackling small to medium sized research projects which demand imaginative and intelligent application of research methods. This may be through basic survey research, in-depth interviewing, time period monitoring, or as part of wider economic consultancy work. It aims to use good research skills to add value to the research process. Macpherson Research has its own fieldforce of experienced interviewers throughout the Highlands and Islands and can undertake or manage household, street, telephone, business or visitor surveys.

The type of research activities undertaken by Macpherson Research includes –

Business surveys and research projects –

- Highlands & Islands Food Producers – a census for Highlands & Islands Enterprise
- Cairngorms National Park – a business survey for SQW/HIE
- Survey of accommodation businesses – for Caithness & Sutherland Enterprise

- Incomes and GDP calculations from survey of 2000 firms – for Scottish Office, HIE, ERM Economics
- Customer satisfaction research – for Nevisprint/Lochaber Ltd

Telephone surveys and research projects –

- *Edinburgh Games Festival* – a delegates survey for SQW
- Economic appraisal of the Highlands & Islands air network – for Steer Davies Gleave
- Comhairle Nan Eilean Siar – a customer Satisfaction Survey for Comhairle Nan Eilean Siar
- Ullapool and Alness Arts Facilities – a demand assessment project – for Ross and Cromarty Steering Group
- Orkney Arts Study -- for Bryan Beattie Arts Development

Visitor and household surveys –

- Sound of Harris Impact Study – Survey of passengers for HIE/Grangeston Economics
- Shetland visitor survey –for SIC, HIE, Shet Ent, STB
- National Nature Reserves Visitors Surveys – for Scottish Natural Heritage

Other research surveys –

- Eden Court audience analysis – for HIE, Eden Court
- Performing venues in the Highlands and Islands – for HIE Arts Ltd
- *Feis Alba* - Development study for Creative Solutions, *Feis Alba*
- Highland Printmakers Workshop – Development plan – for HPW, Creative Solutions

Approach and methodology

The Highland 2007 festival is one of the most complex cultural events to be staged in the UK in recent time. It adopts multiple approaches to and definitions of culture. It has a challenging geographical spread and, as a consequence, diverse centres of activity. It addresses numerous audiences in numerous places both within and beyond the region. It seeks to influence how people engage with culture; and, how they know and feel about the Highlands.

These are challenging ambitions that require multiple research methodologies that will be managed and brought together by the research team to create a robust evaluation of the achievements of Highland 2007 and offer a case study for future events of this size and complexity in Scotland and further afield.

Our research approach seeks to celebrate the unique nature of Highland 2007 by adopting an approach to the research that allows for and tracks this diversity. We will use a raft of research methodologies, tested in other demanding research environments but adapted to the particular activities and processes of Highland 2007.

We are proposing an approach which works on various strands – using both qualitative and quantitative methodologies – that are designed to inform each other as the project develops.

In the final report we will bring these strands together to provide a critical review of the Highland 2007 festival which will examine what happened, how successful it was, its impact on Highland culture, and its impact on the reputation of the area as a place to live, work and visit.

Strand one: evaluating the process

The first key part of the evaluation will be to understand what the Highland 2007 team and major funders wish to achieve out of the year's events. It is also important to evaluate how well the project is planned, developed and led within the team, and how it is communicated to stakeholders and others. This research strand seeks to evaluate what the brief refers to as the effectiveness of planning and developments, and the use of government and regional funds.

To achieve this, we will –

Organise a meeting with the CCPR team and the management team of Highland 2007.

The purpose of this meeting will be to –

- clarify and confirm in detail the purpose, scope and approach of the project;
- agree the key areas which will be evaluated;
- seek the view of Highland 2007 of what success will look like;
- achieve a shared understanding of the approach, qualitative and quantitative;
- confirm reporting mechanisms to keep Highland 2007 informed of progress; and,
- establish the communication strategy for the project and dates for meetings and deliverables.

At this stage we have made provision in the timetable and budget for meetings every six months to review progress. Regular local contact will be maintained through Snedden Economics, particularly with regard to the collection of monitoring data from Highland 2007 and individual events. This relationship is discussed further in the economic impact section.

Undertake a review of documents produced by the team and the major stakeholders to clarify the stated aims and objects.

This will take place at the very start of the project, in order to review the genesis of Highland 2007. However, it will also be important to chart how the concept, aims and objectives change and so, we have assigned a day a year to continue updating on this area.

Conduct regular interviews with key members of the team.

These will continue throughout the course of the evaluation and will be used to understand the on-going refining and defining of the Highland 2007 aims and objectives, and to facilitate our understanding how well these are shared. These interviews will happen at the start of the project, at the end of 2006, during 2007, and at the start of 2008. (That is, there will be four interviews with three members of the team – to be agreed.) These focused and data-gathering interviews will be *in addition* to regular update meetings – as referred to above.

Financial evaluation

Analysis and evaluation of festival expenditure against objectives will be carried out based on financial information provided by the agencies through which funding will be routed. Discussions will be held with the agencies and organisers to ensure that records of expenditure are made available at a sufficiently detailed level. The financial analysis will take account of geographic spend, as well as spend against the stated aims and objectives, themes and strands of the festival programme.

Strand two: Highland stories – an overview of Highland 2007

The second strand will evaluate the outputs of Highland 2007, assessing these in relation to aims and objectives.

This strand of the research covers the brief's demand to understand and evaluate: the effectiveness of marketing (both national and international); the effectiveness of visitor management; and, attendance at and financial contributions made from operations.

A key part of this, expressed in the specification, will be understanding how the wider public engages with Highland 2007 asking: what is the understanding of the local audience?; what impact has Highland 2007 had on economic and tourist growth?; what contribution is Highland 2007 making to the perception of the Highlands and its culture both in and beyond the Highlands? The organisers will also wish to quantify the extent to which levels of cultural activity and participation are increased during 2007, and obtain evidence of who is taking part.

This will be achieved through –

- a market research survey of a representative sample of the Scottish population, to include a representative sub-sample of the Highland population;
- a survey of Highland institutions, venues and organisations across the main themes and strands of Highland 2007
- a programme of audience/attendee surveys at a sample of Highland 2007 events.

In the first two cases we are proposing creating a 'benchmark' and then charting how levels of activity, engagement and attitudes have changed over time. This means that gathering baseline data will be an important early task in the project.

(i) Population survey

The questionnaires will be designed to gauge awareness, attitudes and understanding of Highland culture before and after Highland 2007. Interest and participation in local heritage and cultural pursuits will be tested and barriers to participation would be probed. The questions will be aligned with the objectives of Highland 2007 in the broadest sense. Breadth and depth of knowledge of culture, self confidence and ambition will be questioned. The population survey will also be used to test awareness of certain marketing activities. Survey data will be analysed for the Highlands and for the rest of Scotland.

At this stage we present two options for discussion with clients.

Option 1

A telephone survey of 500 individuals chosen at random through Scotland undertaken in 2006 and repeated after 2007. The survey would be stratified geographically throughout the Highlands and the rest of Scotland. The total sample would be 1,000.

Option 2

A telephone survey of 1,000 individuals chosen at random through Scotland undertaken in 2006 and repeated after 2007. The survey would be stratified geographically throughout the Highlands and the rest of Scotland. The total sample would be 2,000.

(ii) Institutional survey

A survey of organisations, venues and institutions will be used to collect data on numbers of events and numbers of attendees/participants. The survey will be planned and scoped during 2005 working closely with the festival organisers, with HI~Arts, the Scottish Arts Council and other relevant agencies, to ensure a close fit both with existing year round activity within the Highlands and with the key strands of special activities and events planned for 2007.

The survey will be piloted with key institutions/venues in the region during 2005 and then conducted in phases to, firstly, collect baseline information for 2006, and then to provide a statistical overview of activities and events held during 2007.

Securing the co-operation of institutions and organisations will be essential to the success of this aspect of the data collection and a strategy for achieving this co-operation will be discussed with the organisers and key agencies.

The survey will provide evidence of the effect of the festival in increasing the cultural offer and consumption within the Highlands during 2007. The survey will collect data with which to evaluate the success of special events and activities held as part of the festival year, and the impact of the festival on permanent institutions, venues and attractions within the region. The evidence drawn from the survey will allow researchers to interrogate whether the festival enhances or detracts from the role of permanent institutions and established events and attractions during 2007.

(iii) Audience/attendee surveys

Face to face interviews with a representative sample of attendees at 10 selected Highland 2007 events will be conducted. These will provide a socio-demographic profile of attendees at a range of types of event within the 2007 programme. In parallel these surveys will also collect primary data for use in the economic impact study, and more detail of the survey methodology is provided in Strand 3 below, under data collection.

The location, timing and type of events surveyed will have a bearing on the steps taken to 'gross up' to an aggregate profile of attendees. In addition to primary survey data collected, general profiling data from event organisers and profiling data from other survey sources (discussed below) will be used to determine the overall profile of attendees. Snedden and Macpherson's background knowledge of a wide range of festival and tourism activities in the Highlands, and related source material, will be an important resource for this part of the research.

Strand three: economic impact evaluation

The economic impacts of Highland 2007 play an important part in the rationale for many of the stakeholders involved in funding and promoting the initiative. Some of these impacts will be qualitative in nature, complex and long term, and, therefore, not readily measurable by standard techniques. The breadth of research methods discussed so far will all contribute to an understanding of these impacts. However, it is also important to capture those impacts which are quantitative in nature, since a demonstration of these impacts could help sustain the legacy of Highland 2007 by drawing future funding and policy support from agencies, government and the private sector.

The economic impact methodology will draw on data from all public engagement activities described above. Not all the events and activities of Highland 2007, and therefore not all the budget, warrants analysis in terms of economic impact (although all elements will be covered by at least one aspect of the evaluation). As discussed below, a major part (but by no means all) of the economic impact derives from additional visitor expenditure in the Highlands. To this extent, the research programme supporting the economic impact assessment will focus on 'visitor events'.

The key *quantitative* economic impacts of interest to the study would relate to –

- volume of impacts in terms of additional visits to the study area;
- value of additional visitors in terms of employment and income generated or sustained;
- indirect and induced impacts at the Highland level and at the Scottish level.

A number of important *qualitative* impacts would be examined, for example, the extent to which Highland 2007 is –

- a factor in attracting new businesses to the region;
- a factor in attracting and retaining creative personnel;
- a factor in developing the social capital of the region;
- a factor in increasing self-esteem and positive attitudes across the community; particularly through its educational role with young people;
- a factor in encouraging new business starts;
- merchandising opportunities.

Highland 2007 Expenditure

The research programme will be designed in such a way as to allow an assessment of impacts based on local evidence (that is, a 'bottom up' approach). However, analysis of expenditure through Highland 2007 will allow a more broad 'top down' approach also to be taken in relation to expenditure in organising, marketing and delivering the content of Highland 2007. Some of these impacts can be expected to continue well beyond 2007, particularly where local capacity is strengthened or new facilities are put in place.

Visitor Expenditure

Additional expenditure by visitors will be central to the quantitative economic impacts. Longer stays, new visits, repeat visits, word of mouth effects, response to media stimuli and other factors will all contribute to additional visitor expenditure in the Highlands. These issues will be addressed through the design of the primary research for the study.

Factor Affecting Expenditure Impacts

In designing data collection techniques and conducting the research, a large number of factors come into play in determining the visitor related economic impacts of Highland 2007. These include –

- bed space availability;
- season;
- length of stay;
- accommodation used;
- likelihood of repeat visits;

- expenditure;
- reason for visiting;
- strength of influence of Highland 2007 (that is, 'additionality' measured from 0% to 100%);
- number of Highland 2007 events visited/participated in;
- general tourism factors such as currency, world events and sectoral trends including short break market and growth of self-catering; and,
- dispersal throughout the Highlands

Scottish Impacts

Analysis of impacts at the Scottish level will be an important element of the study. To some extent, a celebration of Highland Culture will benefit Scotland as a whole, both qualitatively and quantitatively – for example, through additional visits by overseas visitors and through multiplier linkages. However, some additional economic impacts in the Highlands may displace activity from elsewhere in Scotland and the net impacts will be assessed. These issues will be addressed in the design of the survey research.

Outputs

Outputs will include estimates of the following the following additional impacts as a result of Highland 2007 –

1. number of new bed nights generated (by existing visitors and new visitors);
2. day trip estimates;
3. additional visitor expenditure;
4. employment impacts expressed in full time equivalents (fte) jobs (net of displacement i.e. elsewhere in Scotland);
5. income impacts expressed in net additional household income (net of displacement);
6. legacy impacts beyond 2007;
7. approximate geographic distribution of impacts throughout the Highlands and Scotland;
8. value for money assessment (benefits in relation to relevant public expenditure);
9. all of the above in the context of all other non-quantifiable economic and non-economic benefits.

Data collection

The economic impact evaluation will be informed by a range of data, and the following types of data collection will be undertaken

Primary Data

The output from the surveys of event attendees is discussed below in the economic impact section, as is the rationale for selection of certain events. For budgeting purposes, we have assumed that 10 Highland 2007 events would be covered (given due consideration for geographic location, type and scale of event).

In addition, two non-Highland 2007 events/performances would be covered in 2006 as pilots. The purpose of this is two-fold: first to provide some benchmark data (albeit limited) and, second, to help design the questionnaire (which may vary by event) for the 2007 events chosen.

Between 50 and 150 face to face interviews would be conducted at each event, averaging 100 interviews. The total number of face-to-face interviews at Highland 2007 events would therefore be 1,000.

These interviews, together with any supplementary data either from the event organisers or other secondary sources) would provide the main profiling, expenditure, and behavioural data for the economic analysis. Data analysis could extend to tabulation by theme and/or strand.

Data from Event Organisers

In addition to our own primary research, we would seek a close working relationship with Highland 2007 in the run up and during the events period. For all relevant events (a list which we would define at the earliest opportunity with Highland 2007), we would suggest providing a checklist of monitoring data which event organisers could collect. Much of this might be collected anyway (ticketing data, for example), but we would like to check that opportunities are not missed to collect other valuable information at the time of booking for example (simple profiling data) which would be valuable for the monitoring an evaluation process. This could involve our meeting with certain key organisers in advance of events, for which a budget allocation has been made.

Other Data Sources

Our own primary data sources will be supplemented with:

- VisitScotland data;
- UK Tourism Survey and International Passenger Survey data;
- Snedden Economics Volume and Value of Tourism estimates (as discussed earlier);
- Scottish Accommodation Occupancy Survey data;
- Highlands Visitor Survey 2002/03 (including tabulations prepared by HIE);
- Surrey Research Group, *Scottish Tourism Multiplier Study, 1992*;
- 2001 Census;
- Best Practice in Self-Catering Accommodation in Scotland, Queen Margaret University College for VisitScotland, November 2002;
- Annual Business Enquiry (ABI)/NOMIS;
- related impact work, for example studies examining the *Mod, the Highland Food Festival and other Festivals, Highland Festival, Eden Court, Celtic Music Festival, Highland Games and the Mountain Bike World Cup*.

Strand four: cultural impact

The specification asks for the assessment of less quantifiable impacts on 'communities, destination awareness, cultural impacts, related inward investment and positive profile caused by the 2007 programme'. This third key strand of the evaluation will require the use of longitudinal qualitative methodologies addressing relevant cultural indicators.

Building on our experience with the 'Cities and Culture' project –which assessed the long-term cultural impacts and legacy of hosting large scale cultural events -- we will use the following cultural indicators –

Key areas of assessment	Cultural indicators
impact on local communities	levels/variations in self-confidence and self-esteem; notions of identity among local residents/creative communities; self-perception and perception of place
related cultural impacts of inward investment	levels of civic involvement and participation in cultural activity; event ownership; interest in volunteering, activism; interest/awareness of emerging cultural activities/other cultural provision related to Highlands 2007
destination awareness and positive profile caused by the 2007 programme	references to image change by key opinion leaders (of place, of local communities, of Highlands culture); reactions to the event marketing strategy and related destination discourses

In order to understand these soft, quasi-intangible impacts, our methods will focus on studying the progression of personal, institutional and media produced narratives about the Highlands as a place to visit, work in or live in, in the context of the event or its aftermath.

The identification and analysis of narratives will involve the content analysis of media coverage on the Highlands 2007 (see below). Media narratives will then be contrasted with the narrative emerging from official promotional discourses or 'city marketing' strategies resulting from the documentation review understood in Strand One of this project. Finally, media and promotional discourses will be placed in the context of the personal narratives of special interest groups representing the seven key themes outlined in the specification.

The qualitative assessment of media and personal narratives about Highland 2007 will also allow evaluating the success of the project in achieving the following aims and objectives –

- the effectiveness of marketing (assessed through the analysis of image change/perceptions);
- the event's potential sustainability (levels of community ownership, involvement and participation); and,
- the effectiveness of legacy of pledge programmes and related initiatives (a combination of the established cultural indicators).

Focus groups and interviews

We propose to conduct focus groups with four different groups. The groups we have identified reflect the seven key themes as outlined in the specification. These themes are –

- Youth
- Gaelic
- Creativity
- Highland Homecoming
- Access and Inclusiveness
- The Highlands as an Inspirational Place
- Reinterpretation of Traditional Icons

Reflecting these themes the focus groups will consist –

- young people – one group each from schools, Highland Youth Voice, a group not involved in Highland 2007
- Gaelic speakers
- tourist providers in hospitality
- Highland-based event promoters

Focus groups will also be conducted with identified groups who will be asked to comment on Highland 2007, their perceptions and their changing engagement with the project. In each category we propose conducting focus groups before, during and after 2007. Key issues to identify and analyse through these focus groups are: references to cultural identity and representation within event programmes; feeling of involvement and/or ownership of the experience; and, perceptions of the value of hosting an event in terms of quality of life and personal development.

The study of personal accounts will incorporate life-story analysis techniques, thus reflecting how individual backgrounds may influence the interpretation of the event experience so as to distinguish the legacy of Highlands 2007 from the legacy of other, unrelated, personal experiences.

We will conduct six focus groups, three times, thus giving a total of 18 focus groups.

In addition we will undertake *interviews with stakeholders* in the Highlands, and elsewhere, to establish how well the Festival's aims and objectives, and any shifts in emphasis, are understood by those important players. The key agencies will include, but are not restricted to, the Highland Council, Highlands and Islands Enterprise, Scottish Executive, and the Highlands of Scotland Tourist Board. Over the course of the project we would expect to undertake three interviews with each organisation in order to chart changes in attitudes and understandings of the project.

We will also carry out interviews with *major 'programme providers'* – those organisations that are developing and delivering key elements (one interview with each). Here we want to explore their experiences of working for Highland 2007; how they regard their contribution to add to the overall image of the Highlands as a place to visit or to live and work; how well their work was received and understood by audiences.

In total we have allowed for 34 hour-long interviews over the period of the contract.

Interviews and focus group transcriptions, and the notes gathered from documentation reviews, will be analysed with the help of the qualitative text analysis package QSR *Nvivo*. This software package will assist in identifying relevant text segments, attaching category labels to segments and sorting all text segments that relate to respective categories.

Press content analysis

Press content analysis will allow an assessment of the medium to long-term cultural legacy of hosting the Highland 2007 event in terms of image change and its effect on city/regional identity. The study of local, Scottish national, UK national and selected international papers will provide a basis to determine changing narratives about Highland culture and their likely influence on the perceptions of local residents, visitors from around Scotland and tourists from the rest of the UK and abroad. The study of media narratives will inform the key questions to be introduced in survey questionnaires, personal interviews and focus groups.

This method will address the following issues raised in the research specification –

- the effectiveness of marketing (national and international);
- the extent of sustainability of projects and initiatives catalysed by 2007, particularly in terms of image and perceptions of success;

- the effectiveness and legacy of pledge programmes and related initiatives; and,
- the less easily quantifiable impacts on communities, destination awareness, cultural impacts, and positive profile caused by the 2007 programme.

The analysis of press clippings will be twofold.

Firstly, a qualitative approach will be required to interpret the key concepts and values embedded in respective articles at different stages in the development and activity of the festival. Of particular interest will be the identification and understanding of the principal themes prioritised by festival organisers and the way they are presented -- are they discussed positively, in a negative tone or in a neutral tone. Key thematic areas will be agreed with the client but are likely to be: community/cultural representation in the event programme; event accessibility, local participation and social inclusion; cultural policy and urban governance.

Secondly, the analysis will take a quantitative approach, assisted by the use of the statistical software package SPSS. Identified categories will be transformed into numeric variables and their frequencies and correlations will be analysed statistically. This will allow the establishment of the temporal progression of thematic references and attitudes prior to, during and post event and determining the sustainability of event legacies.

The press that will be analysed for this exercise will be –

- Highland press – including Highland editions of Scottish press
- Scottish press
- UK press

We will also analyse a sample of six newspapers from other countries which the Highland 2007 identifies as targets for promotion. The only restriction on this is one of language and, aside from the English language press, the research team has the skills to analyse Spanish, French, Italian and German press clippings.

In order to ensure we have a comprehensive coverage of cuttings we are working in collaboration with a Highland-based company, Platform PR, who will gather all the press cuttings from the Highland press and the Highland editions of the Scottish press. We will also be using a commercial agency for UK press, McCallum Media Monitor. The international press will be monitored by CCPR using Lexus Nexus and Google News.

The material will then be entered, coded and analysed in Glasgow by the CCPR team.

Methodology- assessment July 2008

During the course of the evaluation, as might be expected, the approach taken and the methods used varied in some respects from those outlined in the original proposal. Any significant changes or issues that emerged during the course of the evaluation are detailed and explained below.

Interviews and focus groups

As the Highland 2007 programme was developed by the Project Team during 2005 and 2006 some changes were agreed to the planned interview and focus group work. Specifically:

- The decision of HIE to support activity in the other areas of the Highlands and Islands, beyond the Highland Council areas, and to leverage support from the other local authorities, necessitated a broader view of the programme.
- As The Highland Promise - An Gealladh Mòr developed across the 29 school areas in Highland Council it was agreed with Highland 2007 that a different approach was required to evaluate this.

As a result of these developments the following revisions were agreed:

- Interviews were undertaken, by telephone and face-to face with local government officers within four council areas – Argyle & Bute, Comhairle nan Eilean Siar, Moray Council and Orkney Isles Council.
- We undertook a survey of all 29 Associated Schools Groups (ASGs) in Autumn 2007. We also conducted interviews with head Teachers and focus groups with pupils in three areas: Inverness Royal High, Mallaig High and Kingussie High.

In addition it was agreed to capture information through interviews with Board members and stakeholders at the beginning and end of the project rather, as originally intended, undertaking interviews and focus groups *during* the project.

For practical reasons the intended focus groups with arts promoters took the form of plenary discussions held as part of the annual Promoters' Arts Network (PAN) conferences held in 2005 and 2007. While these involved larger numbers than traditional focus groups, with strong and experienced moderation they proved extremely effective forms of data gathering.

Surveys

Achieving high response rates in surveys of arts organisations tends to be problematic and this aspect of the data collection was anticipated to present challenges. This proved the case in two areas, although the data gathered was not compromised by this experience.

(a) Project Monitoring Forms

Projects which received financial support were required to complete and return a monitoring form to Highland 2007 and this comprised a key source of data for the economic impact

analysis. Despite this being a condition of funding, from the outset it was anticipated that a 100% return was unlikely. In the event data was returned to meet the deadline by 64% of funded events and projects. This covered 339 (68%) of revenue funded activities and 69 (51%) of capital funded projects, a sufficiently robust sample to underpin the economic analysis.

(b) Institutional survey

The survey work was conducted using web-based questionnaire. The system used was SurveyMonkey (www.surveymonkey.com) which allows an online questionnaire to be built and responses to be tracked. Email lists were used in the 2006, 2007 and 2008 surveys for arts, environment, festivals, Gaelic and promoters organisations. Suitable mailing lists for science and sporting bodies were not made available.

Getting buy in to return survey to team was difficult to achieve. For the final survey we ensured that we secured returns for key organisations which had made returns before- so we could map changes. The survey invited the institution to comment on their experience of Highland 2007 and we grouped responses under different headings identifying both positive and negative points. These were then mapped against similar comments from evaluation forms, interviews and focus groups.

Press content analysis

The original topic ideas and coding themes for the press content analysis were expanded upon and revised as new topics emerged during the reading of the articles. Consequently to maintain consistency in the coding some older articles were revisited later on. The number of articles was extended after additional clippings came in through Visit Scotland itself; i.e. the press cuttings agencies apparently did not cover the full reach of newspapers.

It was decided only to focus on articles which included some kind of explicit reference to H2007, as it proved impossible to collect a representative sample of clippings on H2007 events without such a reference. While Visit Scotland did provide some clippings of this type, these were consequently left out of the coding. Foreign press was not taken into account, as no representative sample could be found (apart from incidental references collected by Visit Scotland itself).

Annex A

Specification for Project Evaluation

HIGHLAND 2007 - THE YEAR WHEN SCOTLAND CELEBRATES HIGHLAND CULTURE**1. Introduction**

Highland 2007 is a tri-partite partnership project created to deliver the aims of its principle funding agencies, The Scottish Executive, Highlands and Islands Enterprise and The Highland Council. The Project Director, Fiona Hampton, was appointed to the role on 27th September 2004 and is in the initial stages of confirming the resources available for the Project, establishing the Project Team and shaping up the year long programme of events.

2. Project Summary

- *Announced by the First Minister in March 2003, Highland 2007 is a project which will celebrate Highland Culture across Scotland through the delivery of a programme of events, capital projects, a cultural pledge to its young people and through the cultural legacy it leaves beyond 2007.*
- *Highland 2007 aims to create social and economic benefits in the Highlands and Scotland as a whole through cultural celebrations which will focus on the Arts, Environment, Heritage, Language, Science and Sport.*
- *The project's programme of events will be guided by seven key themes; Youth, Gaelic, Creativity, Access and Inclusiveness, the Highlands as an Inspirational Place, Highland Homecoming and the Re-interpretation of Traditional Highland Icons.*
- *Highland 2007 will raise the profile of the Highlands as a dynamic and creative area in which to live, reinterpreting and celebrating its traditional and contemporary culture for the benefit of its present residents and generations to come.*
- *The project will aim to strengthen the infrastructure of the Highlands, improving both the range and access to cultural provision for individuals, community groups and organisations operating across all sectors.*
- *Highland 2007 will provide a legacy for the people from the Highland area through its Cultural Pledge and Capital Programme.*

3. Background Information

In March 2003, speaking at the Convention of the Highlands and Islands in Elgin, the First Minister gave his backing to plans being developed for a year long celebration of Highland Culture in 2007. Impressed by the momentum built up during the preparation for the Inverness/Highland 2008 bid, the First Minister announced that a cultural celebration would be held and that 2007 was the year designated for that purpose.

Highland 2007 builds on the strengths of the 2008 bid but tailors its programme of events to recognise and celebrate the area's own culture, combining traditional and contemporary Highland Culture in a reflection on the old and a celebration of the new. Highland 2007 gives the opportunity to deliver a bespoke cultural celebration in the Highlands. The project will provide a legacy which will continue on after 2007, significantly contributing towards the benefit of the region in social and economic terms.

4. Definition of Culture and Key Themes

Highland 2007 has adopted the European definition of culture, which spans arts, sport, heritage, science, environment and language. The programme of events will be influenced by seven key themes. These themes will help to shape Highland 2007 and ensure that the project achieves its objectives.

- Youth
- Gaelic
- Creativity
- Highland Homecoming
- Access and Inclusiveness
- The Highlands as an Inspirational Place
- Reinterpretation of Traditional Icons

5. Aims and Objectives

The fundamental aims of Highland 2007 are:

- To celebrate Highland culture and the role that it has played in Scotland's cultural development through a year-long programme of special events and projects across Scotland
- To offer everyone in Scotland the opportunity to participate in the celebration of Highland culture
- To encourage people with an interest in Highland culture or family roots in the area to visit during the year, boosting the tourism industry both in 2007 and in subsequent years
- To provide a range of events and exhibitions, some with an international profile, across the different aspects of culture: Arts, Sports, Heritage, Science, Environment and Language
- With regard to Language, to use 2007 as a major means of reinforcing other initiatives to boost the use of Gaelic and the number of Gaelic speakers
- To encourage all communities in the Highlands to plan special events and projects for 2007, which will increase their appreciation of their local heritage and culture, widen interest and participation and enhance their cultural infrastructure for longer term benefit
- To remove barriers that prevent or discourage young people from participating in cultural, artistic and sporting activities and to focus attention on encouraging young people to become involved in Highland 2007 through their participation and attendance at events
- To help reposition Highland Culture, enabling it to make a major contribution to the international dimension of Scotland's cultural development – artistic and commercial
- To increase Highland residents' breadth and depth of knowledge of their culture, past and present, raising their self confidence and ambition for the future
- To raise awareness of the vitality and breadth of Highland culture, nationally and internationally and of the Highlands as a place of first choice to live and work
- To refocus the agendas of the national agencies involved as 2007 partners on Highland culture, both in preparations for the year and subsequently
- To enhance the physical infrastructure for culture in the Highlands through linking key projects with 2007 events and activities

6. Partners and Funding

- 6.1 The principle funding agencies of Highland 2007 are The Scottish Executive, Highlands and Islands Enterprise and The Highland Council.

The Scottish Executive has confirmed, in confidence, the sources of funding which will be available to support 2007 projects. No revenue allocation will be made directly to the 2007 budget, instead all potential funding will be routed through agencies in support of specific projects or events.

Highlands and Islands Enterprise have confirmed revenue funding of £2.4 million for the project.

The Highland Council have confirmed revenue funding of £1.2 million in cash and £1.2 million in kind to support the project.

- 6.2 In addition, the project has support from 26 National Agencies as Concordat partners. The support for the project will be comprised of a combination of allocation of resources and contributions in cash or in kind. For example, the Scottish Arts Council have confirmed £75,000 towards the funding of the post of Arts and Heritage Programme Manager.
- 6.3 The overall value of the project is estimated to be between £9m and £12m and the Project Director and Project Funding Manager will be responsible for securing the additional finance required to deliver the planned programme from sources such as sponsorship, European funding and other grant aid programmes.
- 6.4 Funding for capital projects in 2007 has also been identified by The Scottish Executive, HIE and The Highland Council, with details of each programme available from their respective contacts.

7. Highland 2007 Programme

The Highland 2007 Programme will have five key strands; International Events, Regional Events, Community Events and Projects, Events across Scotland and The Cultural Pledge.

- A draft programme of potential international and regional events has been devised and work is underway with Event Scotland and event organisers to establish the feasibility of including each event within the Highland 2007 programme.
- Meetings are ongoing with the Concordat Partners and national event organisers such as The Edinburgh International Festival and The Fringe to develop a programme of events celebrating Highland culture across Scotland.
- Plans are being finalised to issue information about the guidelines, criteria and funding for the Community programme to each Highland Council area in February 2005. Work is underway to establish a Highland 2007 Management Group in each area to co-ordinate this process, to encourage bids and to shortlist applications for the approval of funding allocations.
- Initial discussions are underway to develop the Cultural Pledge to young people across the Highlands in 2007 and beyond.

8. Project Team

At present the project team is comprised of the Project Director and Administrative Assistant. Two new posts of Project Funding Manager and Arts and Heritage Programme Manager will be advertised in January 2005.

The team is currently based within The Highland Council Headquarters in Inverness and hope to move to new premises in Abertarff House in Church Street in January 2005. Abertarff House is the property of the National Trust for Scotland, one of the project's Concordat partners.

9. Services Required

The project team requires the assistance of a suitably experienced company to assist in the evaluation of the success of the project in achieving the aims and objectives of its funding partners. Measurement will be necessary in order to ascertain:

- The effectiveness of marketing (national and international).
- The effectiveness of planning and developments undertaken in anticipation.
- The extent of sustainability of projects and initiatives catalysed by 2007.
- The use of government and regional funds.
- Effectiveness of visitor management.
- Attendance at and financial contributions made from operations.
- The effectiveness and legacy of pledge programmes and related initiatives.

All of the programme elements will merit separate quantitative and qualitative analysis. Thus key strands which will be considered comprise International Events, Regional Events, the Community Programme, events throughout the rest of Scotland and the Culture Pledge.

In addition the evaluation should seek to consider less easily quantifiable impacts on communities, destination awareness, cultural impacts, related inward investment and positive profile caused by the 2007 programme.

The standard economic impact areas that will be considered will include:

- Volume (total number of visits, admissions, ticket sales, crowd estimates etc).
- Expenditure (total revenues attributable to the 2007 project).
- Impacts on employment (both directly and indirectly, evaluating the cultural industries via an economic multiplier).

Highland 2007 can provide a valuable and illustrative measurement of planning, organisation and impact that can be replicated across Scotland if evaluation commences before, during and after the event on the five strands detailed above. Thus evaluation should be undertaken as follows:

2005	Evaluation of Baseline data / current performance
2007	Project Evaluation and Impact analysis throughout Scotland
2008	Post project evaluation of impact, community interface legacy and cultural pledge reviews

10. Submissions

Interested companies should include the following information within their submission:

- A summary of the relevant experience of the company in undertaking research of this type.
- The methodology that the company will adopt in undertaking this work.
- The overall timescale proposed, with key phases and dates highlighted
- The CVs of the personnel who would be assigned to deliver this commission, indicating the lead contact.
- The estimated costs of undertaking the commission, indicating the anticipated number of days assigned to each stage.

11.0 Timescale

As advised in the Invitation to tender document, companies should note that the tendering exercise is being conducted via the Council's Electronic Tendering System – eTS – for which full instructions and guidance have already been provided via a separate communication.

Although the press advertisement and the OJEU Notice stated that a Bidders' Conference would be held on Thursday 24th February, the Conference will not now take place.

Companies which have questions concerning the services required should raise them in writing and address them to the Purchasing Officer of The Highland Council via the details given in Section 1, Part 1, of the tender documentation package.

Questions should be submitted no later than 5-00 p.m. on Friday February 18th. The Highland 2007 Project do not guarantee to provide answers to questions received after this time.

The questions will be collated, answered, and the answers circulated to all tenders no later than Friday February 25th.

It is strongly emphasised that questions relating to any financial aspect of the project should not be raised and will not be answered part of this process.

Tenders must then be submitted by 12-00 noon on Friday 11th March 2005.

Following evaluation of the submitted tenders, companies shortlisted for further consideration may be invited for interview on a date to be determined.

It is intended that the successful company will be notified following the Highland 2007 Board Meeting to be held in the last week of April.
