

Evaluation Report:

**Scotland's Year of Highland Culture 2007**

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# EXECUTIVE SUMMARY

## Background

- This report evaluates the impact of Scotland's Year of Highland Culture 2007 (Highland 2007), a tri-partite partnership project funded principally by The Scottish Government, Highlands and Islands Enterprise (HIE) and The Highland Council, and one of the most ambitious and complex cultural projects ever staged in the UK. Highland 2007 brought together major agencies to deliver a year-long set of events and projects aimed at promoting and celebrating the Highlands and its culture.
- The evaluation was carried out over a three-year period, from May 2005 until June 2008, and examined what happened before, during and immediately after Highland 2007.
- The funders wished to measure the success of Highland 2007 in achieving its aims and objectives, with a particular focus on: Process (the effectiveness of planning events and projects; development and marketing activities; and of visitor management); Accountability (the effective use of government and regional funds); Impacts (both cultural and economic); and Legacy (the sustainability of projects and initiatives arising from Highland 2007).

## Key Findings

### Process

- A board comprising the key public sector agencies, The Highland Council, Highlands and Islands Enterprise (HIE) and the Scottish Government, planned and led Highland 2007. This was seen as a positive and effective partnership. The only criticism of this approach was the lack of private sector involvement at this level. However this was outweighed by the view that this was exemplary public sector partnership working.
- The staff of Highland 2007 were viewed as having worked effectively to manage a huge range of demands and expectations and were widely praised for their helpfulness.
- Funding for Highland 2007 came from a range of sources, public and private, the largest contributors being the public sector organisations on the board. In addition to funding the Highland 2007 organisation in Inverness, the three main partners also provided cash support for the main funding streams for events and activities, and for some of the major events in the programme. Additional significant funds were invested in capital projects as a result of Highland 2007.
- Highland 2007 also developed a relationship with 33 Concordat partners from the public and private sectors, and 17 commercial sponsors, which assisted in

levering funding for strands of activity. To ensure all of the Highlands and Islands was involved, Highland 2007 set up partnerships with the local authorities in the areas not on the board: Argyll & Bute, Comhairle nan Eilean Siar, Moray, Orkney Islands, Shetland Islands and, with funding from HIE, developed a programme for these areas.

- A total of £6.5million was invested directly in the Highland 2007 organisation; £3.1million directly into Highland 2007-supported projects (not through the Highland 2007 office); and £3.6million of in-kind support including £1million from The Highland Council to the administration of Highland 2007. £31.6million was invested in related capital projects.
- Highland 2007 commissioned a series of 'flagship' events for the programme. The rest of the funding was distributed to groups and organisations that applied to Highland 2007, with the funding tied to criteria set by the funders.
- There was criticism from some promoters of the lack of a commissioning fund and the need to tie applications for activity to what were seen as 'non-cultural' criteria. The requirement to demonstrate how the event was new or had developed on previous years also provoked negative comment.
- Despite these criticisms of aspects of the funding process, Highland 2007 made its decision-making transparent and expenditure was properly accounted for.
- £2million in-kind support for marketing was committed by VisitScotland to Highland 2007. While some difficulties were encountered between Highland 2007 and VisitScotland around the issue of how this funding was allocated, this relationship did deliver an increase in visitors to the Highlands in 2007. Marketing activity carried out by VisitScotland on behalf of Highland 2007 had a reach of over 19 million people around the world and was valued at £4.7million. UK and international PR activity on behalf of Highland 2007 was valued at £1.4million and included regular contact with over 1400 media contacts.
- The impact of this activity saw an increase of 1.3% in visitor numbers (in 2007 from 2006) to visitor attractions in the Highlands of Scotland. Accommodation across all sectors saw growth: hotels by 3.4%; guest houses/B&Bs by 5%; self-catering by 1.7%; and caravan/camping by 34.8%.
- Marketing of Highland 2007 included the development of a website (which recorded 327,000 unique visits across the year); the production of a range of print material – particularly a full colour brochure four times in the year which listed all events and was sent to all homes in the area; media relations; and a range of PR events intended to promote Highland 2007 to businesses and to politicians. All projects funded by Highland 2007 were required to include Gaelic as part of their marketing; Highland 2007's own marketing was produced in Gaelic as well as other languages.

- The marketing team of two was under resourced and therefore prioritised its effort on promoting the Highland 2007 brand, directing the public to the brochures and website, while offering advice and guidance to individual promoters. Direct event promotion was reserved for the large scale events that Highland 2007 commissioned.
- Several large events including the *UCI Mountain Bike & Trials World Championships* and *Adventure Racing World Championships* achieved international TV coverage and the BBC reported 27 million hours of audience viewing and listening to Highland-related material during 2007.
- While there was a good level of participation, attendees of individual festivals and events did not always connect them to Highland 2007. There was also negative critical comment from promoters about the effectiveness of the website and the brochures.
- There was a gap in promoting the Highland 2007 brand across Scotland and a lack of PR activity specifically targeted at other parts of Scotland. 60% of those surveyed living outside the Highlands and Islands had no awareness of the year's programme, and there was no significant impact on the press coverage which might have been expected to influence opinion-formers and potential visitors.

## The Programme

- The scale of the programme was far greater than originally anticipated and included 500 events or projects, 136 capital projects and a series of events and activities in schools. Figures suggest that overall attendances were high with a significant level of visitors to the Highlands and Islands participating in events.
- Programme funding was distributed across the communities of the Highlands and Islands and across a wide geographic area. The programme was focused on the Highlands and Islands. With no additional commissioning budget and a stretched staff resource, even with political backing it proved difficult to achieve events in the rest of Scotland with a Highland theme.
- The programme embraced each of the six strands. Of the projects and events that comprised the programme 64% were arts-related, 49% involved heritage, 23% were language-related, 22% environmental, 18% sports, and 5% science-related.
- While there were criticisms of aspects of the programme, in the main the range of events sat comfortably within most people's understanding of Highland culture. New projects which came into being or were enhanced by Highland 2007 helped to re-define Highland culture. Environmental projects represented 22% of the total number of events of Highland 2007, and the landscape went on to define many of the other events in the programme.

- Gaelic was an underpinning theme of Highland 2007. Language-based projects attracted 13% of the project funding available – major events supported included *Blas* and *The Royal National Mòd: Am Mòd Nàiseanta Rìoghail*; new ongoing developments included a fèis in Moray. Highland 2007 supported Air Splaid! (an online resource developed by Cànan) for beginners.
- There were criticisms of the Gaelic community itself from within about its failure to capitalise more on the opportunities offered by Highland 2007. Many who took part in Highland 2007 events with a Gaelic theme did not recognise them as being part of Highland 2007.
- Festivals were one of the biggest successes of the Highland 2007 programme and a particular source of enthusiasm amongst young people living in the Highlands and Islands. While audience figures generally held up in an expanded market, there is evidence that longstanding festivals had to work harder at attracting and retaining audiences, in some cases assisted by Highland 2007 funding.
- Benefits for young people of being involved in Highland 2007 projects included increased self-confidence, increased access to and awareness of local culture, heritage and environment, and new skills.
- The Highland Promise – An Gealladh Mòr, a raft of activities co-ordinated by schools around the six strands, was a positive experience for many schools and shows what is possible when resources are provided to invest in culture. The opportunity to work together in Associated Schools' Groups appears to have been beneficial for the schools involved and the majority of head teachers felt that pupils had benefited by learning something new about Highland culture.
- The approach of allocating all schools the same budget and asking them to deliver a new strand of activity was, on reflection, not entirely successful. Some teachers felt that supporting this additional activity, within an overcrowded year, and for schools undergoing major changes, was just too much. On the other hand many welcomed the chance to be part of a larger series of events, and responded with enthusiasm to the opportunity to enhance their cultural curriculum.

## Economic Impact

- Adjusting for so-called 'leakage' of expenditure outside the region, and allowing for some projects and event activity which would have happened in any case, net employment impact was 326 Full Time Equivalent posts (FTEs) and an income of £6.6million. These figures include multiplier impacts throughout the Highlands and Islands, which allow for further rounds of expenditure via suppliers and spending of wages.
- A further 213 FTEs (net) were supported on a voluntary basis.

- Promoters reported business and tourism benefits, including the formation of new business ideas and opportunities created for repeat visits. New specialist posts were created and skills enhanced, particularly in the creative industries. However most employment opportunities created were casual or short-term.
- An estimated 520,000 additional day visits and 43,000 additional overnight stays in the Highlands and Islands were made by non-residents of the Highlands and Islands as a result of Highland 2007. Among the additional overnight visitors, 58% were from the rest of Scotland and the remainder were from the rest of the UK or overseas.
- The expenditure on accommodation, tickets, food and drink etc. associated with these additional visitors to the Highlands and Islands was an estimated £4.5million.
- Adding multiplier impacts brings a total visitor expenditure impact of £6.1million to the economy of the Highlands and Islands, which would sustain around 133 FTE jobs and generate an income of around £2.1million.
- Visitor impacts were spread very widely throughout the Highlands and Islands, with only around 16% being captured in the Inverness area.
- Around 55% of the visitor impacts fell in the third quarter (July to September), which is broadly in line with the usual annual pattern of visitor trips to the Highlands and Islands. Tourism providers in the Highlands and Islands welcomed Highland 2007 as an important way of stimulating the industry, but were disappointed with the lack of events outside the tourist summer season. They felt that there was a need for closer communication between event planners and the industry.
- Over time there is likely to be a continuing positive impact from repeat visits by people who otherwise might not have considered coming to the Highlands and Islands had it not been for Highland 2007. A conservative assessment of this impact is £260,000.

## **Cultural Impact**

- The programme of community-based events was regarded as a major success of Highland 2007. Promoters reported many benefits related to the social capital of the Highlands and Islands, including, for example, the increased involvement of young people in community life, and a stronger sense of collective achievement and potential.
- Investment in capital projects, large and small, was important for strengthening the cultural infrastructure, providing resources and equipment and improving access. Views about the benefits and impact on existing organisations and promoters in the areas were divided. While some positive assessments were made, reviewing the full range of responses, there is evidence to indicate that a significant community of those involved in developing and promoting events

in the Highlands and Islands either did not find it possible to engage with Highland 2007, or if they did, did not find it a worthwhile experience.

- The majority of people, both at home and across the rest of Scotland, hold a positive, but largely traditional, view of the Highlands and Islands. There was little change in people's views and perceptions between 2006 and 2008.
- Residents generally feel there has been more change in the culture of the Highlands and Islands over the past few years than non-residents. However, other Scots perceived more change in 2008 than they did in 2006, bringing their perceptions more into line with those of residents.
- In terms of the perceived impact of Highland 2007 itself, when asked what effect the year's events had for the identity and prosperity of the Highlands and Islands, a total of 80% of The Highland Council residents perceived an impact, more than a quarter believing it to be a major impact.
- Residents of the Highlands and Islands claimed to have a greater level of familiarity with the Highlands and Islands and also with its culture post-Highland 2007. Non-residents showed no change. Both residents and non-residents of the Highlands and Islands agreed strongly that Highland culture is something of which to be proud. Strong agreement was also expressed for the statement that Highland culture is important for the Highland economy.
- While the majority (76%) of press stories on Highland 2007 had a positive tone, most of this press coverage originated from newspapers based in the Highlands and Islands area. Highland 2007 made little impact generally in the Scottish or UK wide press. When it was mentioned, around half of all coverage in national broadsheets and tabloids was made up of *marginal* references to Highland 2007 only, while the year was *central* to only 23.5% of coverage in national broadsheets, and 19% of national tabloids. This indicates that the impact of Highland 2007 was very much Highland-based, with little wider reach.
- The most consistent and significant finding of the press analysis of the year was the question of how far events were identified as being part of Highland 2007. There were examples of significant stories in the Scottish press concerning high profile Highland 2007-supported events which did not make reference to the year. To attempt to redress this would require additional, focused expertise in brand marketing, PR and online/web marketing.

## Legacy

- There is a willingness to sustain the partnerships of agencies involved in delivering Highland 2007.
- The engagement of a large number of communities across the Highlands and Islands stimulated a positive interest in promoting and developing cultural events in the future. Some established promoters in the Highlands and Islands

were critical of the funding process, marketing and that an external provider was contracted to produce the flagship events. This has to be addressed to avoid undermining future initiatives.

- Highland 2007 has identified a broader and more contemporary definition of Highland culture and encouraged the re-interpretation of traditional Highland icons.
- £31.6m was invested in ten major capital projects as a result of Highland 2007. Funding came from The Highland Council, HIE and the Scottish Government to enhance funding which had already been pledged. Projects include Eden Court Theatre and the Culloden Battlefield Visitor Centre and Fas at Sabhal Mor Ostaig College and are designed to enhance the physical infrastructure for culture in the Highlands.
- The Highland Promise – An Gealladh Mòr enhanced opportunities, developed skills and brought in new ideas. However, without continued funding, it is unclear how The Highland Promise – An Gealladh Mòr will benefit schools in the future, as opposed to the individual pupils who took part. The ending of the Cultural Co-ordinators programme does undermine future plans.
- Highland 2007's appointment of one of the UK's leading event management agencies to deliver the key flagship events was anticipated by some as an opportunity to enhance the skills of those living and working in the Highlands and Islands. While there is evidence of an ad hoc engagement of local people, a case was made for a more formalised and sustained approach.
- Concerns were expressed by promoters about there being too many events – particularly festivals. While there was no evidence of significant displacement in terms of attendances between 2006 and 2007, any future developments would be advised to work closely with these promoters – large and small – to ensure no damage to the existing infrastructure.

## Methodology

The evaluation is based on data derived from a range of qualitative and quantitative research methods. These include:

- Review of documentation produced by Highland 2007.
- An analysis of press cuttings from July 2004 to March 2008.
- Interviews with board members, staff and representatives of key stakeholder organisations before and after Highland 2007.
- Population surveys of residents in the Highlands and Islands and across Scotland before and after 2007.
- An analysis of monitoring returns made by events funded by Highland 2007.
- A survey of those attending ten events during Highland 2007.
- Surveys of cultural institutions and organisations in the Highlands and Islands in 2006, 2007 and 2008.

- Interviews with ten promoters of Highland 2007 events.
- Focus groups and discussion groups with Gaelic speakers, young people, tourism providers and the network of local promoters in the Highlands and Islands before and after Highland 2007.
- Survey of participating Associated Schools' Groups in The Highland Council area.
- Interviews with staff and focus groups with pupils in three Associated Schools' Groups before and after 2007.

## I. INTRODUCTION

This report evaluates the impact of Scotland's Year of Highland Culture 2007 (Highland 2007), a tri-partite partnership project funded principally by The Scottish Government, Highlands and Islands Enterprise (HIE) and The Highland Council, and one of the most ambitious and complex cultural projects ever staged in the UK.

A team led by the University of Glasgow's Centre for Cultural Policy Research (CCPR) was contracted by the Highland 2007 Project Team to carry out the evaluation, which took place over a three year period commencing May 2005. This timescale allowed data to be gathered before, during and immediately after the year's events took place.

The evaluation was led by Christine Hamilton on behalf of CCPR, with additional support provided by Beatriz Garcia, Floris Langen, Rebecca Robinson and an independent consultant in Glasgow, Malcolm Burns.<sup>1</sup> CCPR undertook the evaluation in collaboration with two Highland-based companies, Snedden Economics, which was responsible for the economic impact research, and MacPherson Research, which undertook the Population Survey. Susan Galloway of CCPR contributed to the authorship of the report.

### I.i. Overview

The report assesses the success of Highland 2007 in achieving its aims and objectives and is divided into the following parts:

**(1) Process.** Appraises how well the project met the aspirations of its funders; how well it was planned, developed and led within the Highland 2007 Team; and how effectively the project was communicated to stakeholders and others.

**(2) The Programme.** Aims to understand whether the original expectations were met, looking at the different strands of the programme, and assessing the evidence gathered in the form of responses from organisers, population survey findings, and a survey of cultural institutions. It reveals how the wider public engaged with Highland 2007; the effect of the project outputs on changing perceptions of the Highlands and Islands and Highland culture, and on levels of cultural activity and participation.

**(3) The Highland Promise – An Gealladh Mòr.** Evaluates the part of the programme specifically targeted at schools.

**(4) Economic Impact.** Seeks to assess in qualitative and quantitative terms the impact of Highland 2007 in terms of economic and tourist growth.

**(5) Cultural Impact.** Aims to understand some of the softer, quasi-intangible impacts of the project in terms of identity, self-perception, perception of place amongst local communities;

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<sup>1</sup> Beatriz Garcia left CCPR in April 2006 to take up a post in University of Liverpool but was responsible for developing the framework for the press cuttings analysis and guiding this aspect of the research. Christine Hamilton left for a post at Coventry University in February 2007 but, with the support of her new employers, continued to work on this project until it was completed.

change in destination profile and external profile of the Highlands and Islands; and cultural infrastructure.

A **Conclusions** section summarises the research findings against the aims and objectives of Highland 2007. These objectives are outlined in more detail in Appendix 1 which presents both the Project Team's research brief and CCPR's original proposal.

While the evaluation took place over three years, the final fieldwork was completed in early 2008. The report therefore concentrates on the immediate outputs and outcomes of Highland 2007.

While the longer term impact of Highland 2007 is beyond the scope of this report, the evaluation was designed to capture multiple dimensions of anticipated outcomes, both positive and negative. Gauging the extent to which these outcomes are sustainable or long-lasting is not part of the remit of this report, although an attempt is made to identify some of the potentially enduring effects of the year's activities.

## **I.ii. Methodology**

The evaluation is based on data derived from a range of qualitative and quantitative research methods. These methods are detailed in Table 1 below, which lists the different approaches and indicates which aspects of the evaluation they informed.

Table 1: Research methods

RESEARCH METHOD	INFORMS THIS PART OF THE REPORT					For details see:
	Process	Outputs	Economic Impact	Cultural Impact	Highland Promise	
<b>REVIEW OF DOCUMENTS</b>						
Monitoring forms returned by funded projects		X	X			
Highland 2007 Board papers and reports	X	X			X	
Highland 2007 financial records	X	X	X		X	
Official government data sources	X	X	X			
<b>PRESS CONTENT ANALYSIS</b>						
						Appendix 6
Press articles gathered between July 2004 - March 2008 (regional, national, specialist press)	X			X		
<b>INTERVIEWS</b>						
						Pages 97-98
Highland 2007 Board members	X	X		X		
Highland 2007 Project Staff	X	X		X		
Stakeholders (The Highland Council, HIE, Govt agencies)	X	X		X		
Other local authority officers	X	X		X		
Promoters of Highland 2007 events	X	X		X		
Gaelic speakers	X	X		X		
Teachers	X			X	X	
<b>FOCUS GROUPS</b>						
						Pages 98-99
Gaelic speakers	X			X		
Tourism operators	X	X	X			
Questors Group, Eden Court						
School pupils					X	
<b>DISCUSSION GROUPS</b>						
						Pages 97-99
Promoters' Arts Network	X			X		
Highland Youth Voice				X	X	
<b>SURVEYS</b>						
						Appendix 5
Secondary head teachers (The Highland Council)					X	
Institutional survey (annual, 3 years)						
	2008	X		X		
	2007	X		X		
	2006	X		X		
Audience/attendee surveys at 10 events in H&I during Highland 2007			X			
<b>POPULATION SURVEYS</b>						
						Appendix 4
Telephone survey representative sample of Scottish public Jan 2008	X	X	X	X		
Telephone survey representative sample of Scottish public 2006	X	X	X	X		

A review of research methods is given in Appendix 1. CCPR was principally responsible for the qualitative work including interviews, focus groups and press analysis. At Snedden Economics, Ewan Snedden and Angela Cran undertook the review of all funded projects which produced the economic impact research and survey of promoters. Colin MacPherson of MacPherson Research carried out the Population Survey.

## 1. THE PROCESS

*This part of the report outlines the structures established for the governance, management, funding and marketing of Highland 2007, based on documents, interviews with the Highland 2007 board and staff and a wide range of stakeholders before, during and after the year's events. Evidence is also drawn from board papers and reports produced for Highland 2007, a survey of institutions across three years, interviews with promoters and focus groups.*

*The key to the approach for the board and staff was partnership. Highland 2007 brought together major agencies to deliver a year-long set of events and then build further links across local authorities, Concordat partners and others.*

*Total income received for the Highland 2007 project was £13.2million. £6.5million or 49% of the total was cash support provided directly to the Highland 2007 organisation to distribute, the remainder invested directly into projects. It is estimated that £3.6million in-kind support was given. In addition, £31.6million was invested in major capital projects as a direct result of Highland 2007.*

*Highland 2007 developed processes for allocating financial support across the Highlands and Islands area, covering six strands it had identified as defining culture. It engaged with a wide number of organisers and promoters and balanced that with the criteria established by the funding agencies. Highland 2007 regarded itself as a broker, encouraging events to come forward and matching their needs with funding available. Criteria were publicised on its website and Highland 2007 established a decision-making process which was transparent.*

*Some promoters had wished for a pan-Highlands and Islands commissioning fund to which they might apply. However the approach adopted did succeed in leveraging in additional public funds to support culture in the Highlands and Islands.*

*The marketing effort was focused on promoting Highland culture using principally a website and print – notably a series of brochures. There was support via media, banners, and partner organisation support and PR. VisitScotland provided the international marketing. There was criticism of the web site and print, and a gap in the PR effort across Scotland, due in the main to lack of resources.*

Highland 2007 was an innovative and unique project on many levels. It aimed to deliver a year-long ambitious series of events aimed at promoting and celebrating the Highlands and Islands and its culture. This programme of events aimed to engage not only the 400,000<sup>2</sup> inhabitants of the Highlands and Islands, but the whole of Scotland, as well as reaching out to an international audience.

The ambitious and innovative nature of Highland 2007 is reflected in the aims and objectives<sup>3</sup> adopted for the project, outlined below. By adopting a European definition Highland 2007 took

<sup>2</sup> <http://www.hie.co.uk/location.html> [accessed October 2008]

<sup>3</sup> These are set out in full on the Highland 2007 website <http://www.highland2007.com/vision-aims-and-objectives.html> [accessed July 2008].

a much broader approach to culture than is usual in the UK and this is reflected in the project's aim to encompass the arts, heritage, environment, language, science and sport.

## 1.1 Highland 2007: Aims and Objectives

### Aims

- To promote the Highlands as a great place to live and to visit through showcasing the unique and special nature of Highland culture past, present and future.
- To provide the opportunity for people across Scotland and in key target areas across the world to join in a year long programme of celebrations of Highland culture.

### Objectives

- To develop and deliver a programme of events for 2007 that enthuses its target audiences and leaves them with memories of a great year of celebrations.
- To generate positive economic and social benefits for the Highlands and for Scotland.
- To contribute to the work of other agencies in promoting the Highlands as a modern, vibrant and prosperous place to live and to visit through highlighting the wealth of cultural activity in the area.
- To establish positive and sustainable partnerships across Scotland to support the development of the cultural infrastructure of the Highlands in 2007 and beyond.
- To promote the significance of Highland culture to Scotland, past, present and future, to people living in the Highlands for the purpose of enhancing their awareness of and sense of pride in their local area.
- To contribute to the work of other agencies to increase the level of confidence and to develop the skills and capacity of individuals and communities across the Highlands.
- To stimulate interest and participation in cultural activity in the Highlands in 2007 and beyond by people in the Highlands, across Scotland and abroad.
- To contribute to the development of the social and physical cultural infrastructure of the Highlands.
- To support other agencies and initiatives to promote Gaelic language and culture and to increase the number of Gaelic speakers.
- To encourage young people to take part in cultural activities in 2007 and beyond through their involvement in planning the Highland 2007 programme and by their participation in projects and events.

Although later dropped from public documents, in the early days Highland 2007 had as its main themes:

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

With the exception of *Highland Homecoming*, which now naturally sits as *the* theme for the Year of Homecoming 2009, the others all remained within the programme of Highland 2007.

Highland 2007 was also ambitious in geographic terms. It sought to deliver a rolling programme of events on a range of scales across six local authority areas covering a geographic area of 15,000 sq miles and encompassing eighty-nine islands, one city and many scattered and remote communities.

In the event Highland 2007 became 500 events or projects at small, medium and large scale, which took place over the period 1 January 2007 to 12 January 2008, and included an extensive programme across The Highland Council schools. Added to this were 136 capital projects ranging from large-scale theatre rebuild to equipment for village halls. The scope and scale of Highland 2007 was therefore unprecedented in Scotland.

## 1.2 Delivery

The exciting programme of events and the fantastic opportunities on offer in 2007 would not be possible without the support and assistance of our three member organisations, the 33 national agencies who form our Concordat, the other local authorities who have pledged support and our official partners.<sup>4</sup>

The mode of delivery for Highland 2007 was also unique. It was a tri-partite partnership project funded principally by The Scottish Government, Highlands and Islands Enterprise (HIE) and The Highland Council. According to some of the stakeholders interviewed the project model was developed from the foundation of pre-existing partnerships and inter-agency links forged during Inverness's bid for European Capital of Culture. The project was managed through a partnership of The Highland Council, HIE and the Scottish Government (until May 2007, the Scottish Executive)<sup>5</sup>. This partnership of public agencies became a properly constituted board of the company entitled **Highland 2007** on 8 June 2005 – although they had been effectively working as a board since November of the previous year.

The membership of the board comprised three representatives each from The Highland Council, HIE, and the Scottish Government. The chair was appointed from within this membership; in the event the Convenor of The Highland Council took this role.<sup>6</sup>

Each of the agencies also appointed a senior officer which made up the **Operations Board**. The role of this board was to liaise between the agency and the staff of Highland 2007 on a regular basis. It had a role in planning and it ensured actions could be taken and, if necessary, decisions made between meetings. Representatives from The Highland Council and HIE met with the Director at a set time every week in The Highland Council offices and had a video conference with the Scottish Government officials in Edinburgh.

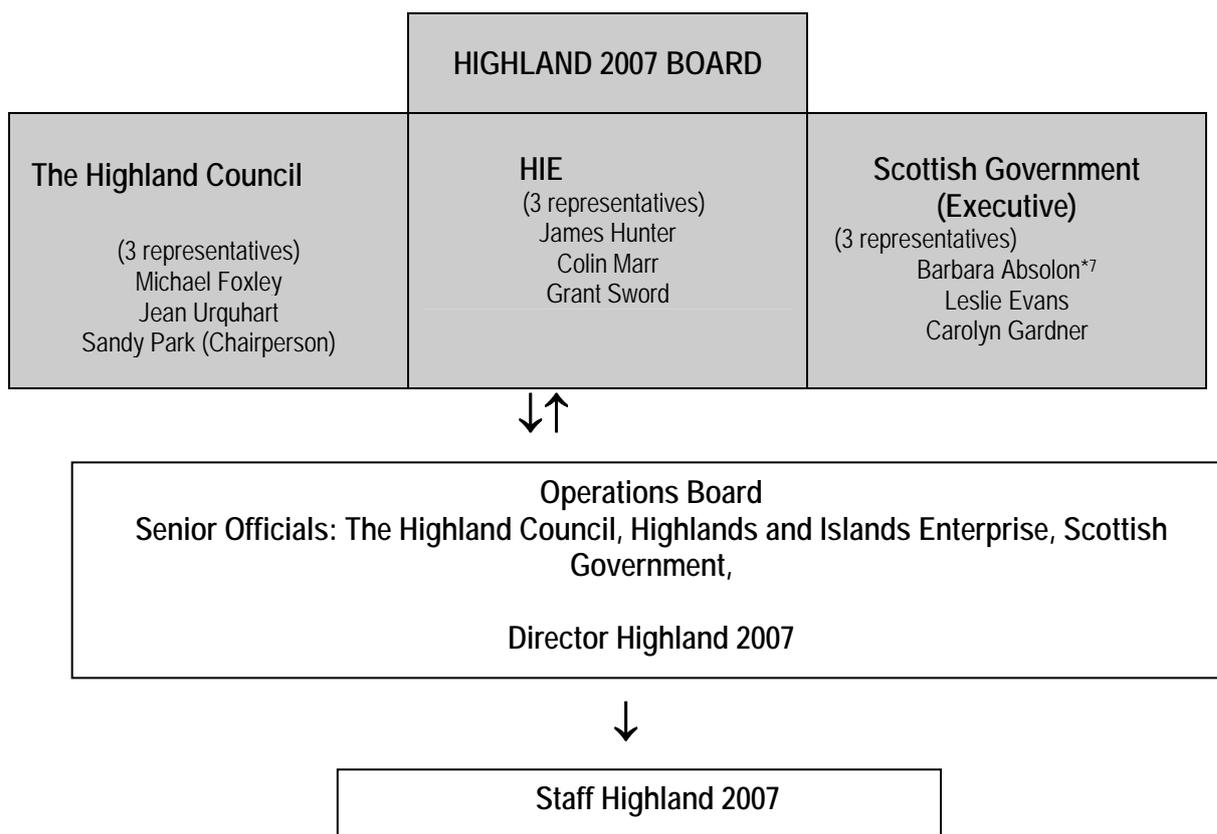
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<sup>4</sup> <http://www.highland2007.com/partners.html> [accessed July 2008]

<sup>5</sup>The term Scottish Government is used throughout this report.

<sup>6</sup> Figure 1 shows the final board membership. The inaugural Highland 2007 board members were Alison Magee (Chair: Convenor, The Highland Council), Michael Foxley (HC), Andy Anderson (HC), David Williams (Scott Executive: EventScotland), J Brown (SE), Angela Saunders (SE) Grant Sword (HIE), Colin Marr (HIE) and James Hunter (HIE: Vice Chair).

Figure 1: Highland 2007 Governance Structure



### 1.2.1. Management

The Board appointed Fiona Hampton as the Director. Prior to this appointment she spent two and a half years as Head of Skills and Learning Infrastructure in the Developing Skills Group of HIE. She had previous experience in Glasgow, where she was Facility Operations and Events Manager with Glasgow City Council and helped run the International Year of Sport in 1997. More recently she had been Director of Operations with Edinburgh Leisure.

Fiona Hampton appointed a core team of four: Alison Bell, Marketing and Communications Manager, Morven MacLeod, Project Officer, Torquil MacLeod, Project Funding Manager and Cathy Shankland, Arts and Heritage Manager (a post partly funded by the Scottish Arts Council). In addition, Gavin Bowie was seconded from The Highland Council to manage the capital funding programme. Additional appointments were made. Julie Corbett joined the team at the beginning of 2006 as Marketing and Communications Officer, and Fiona MacKenzie was seconded in 2007 on a part-time basis from The Highland Council, as Gaelic officer, with the role of establishing closer links with the Gaelic agencies. Further support was provided on a voluntary basis by ProjectScotland – a programme of volunteering which offers full-time placements (30 hours a week minimum) lasting between three months and a year with non-profit organisations.

<sup>7</sup> Barbara Absolon, an official of EventScotland, was one of the 3 Scottish Government representatives.

As part of its contribution, the central support services for Highland 2007 were provided by The Highland Council, valued at £1million. This support took the form of:

- Financial Services (including banking, accounting and tax advice procurement)
- Legal Services
- HR (including recruitment and selection, payroll and pension, employee welfare policies and support services, health and safety advice and support)
- Corporate Services (including support for The Highland Council Committee commitments; Committee Clerk support to the Highland 2007 Board, advice on risk management as required).

Staff from The Highland Council's Education Culture and Sport department supported the Director and participated in the Operations Board. The Highland Council staff also participated in the delivery of Highland 2007 projects, particularly The Highland Promise – An Gealladh Mòr.

Further details of how the costs of the year break down between staffing and running costs and the programme, are given in Figure 6 in **Part Two**.

### 1.2.2. Roles of Concordat Partners

Highland 2007 emerged from the failed bid for European Capital of Culture 2008 in recognition that the links which had been established should not be lost. The same 'Concordat' partners – agencies from across Scotland – were invited to 'sign up' for 2007. Thirty-three organisations in all pledged support, either through dedicated funding or in developing a shared programme (see Figure 2 below).

These agencies were seen as the key vehicle for delivery of the Scotland-wide vision and included EventScotland, a major funder of Highland 2007. This is discussed in the analysis of the programme given in **Part Two**.

The Concordat featured agencies such as the Scottish Arts Council, which has a remit to support culture, through to national organisations such as the National Museums Scotland, whose role it is to deliver cultural experiences, and included commercial organisations such as Caledonian MacBrayne.

Figure 2: Highland 2007 Partners

	<b>MAIN PARTNERS</b>	
The Highland Council	HIE	Scottish Government
	<b>CONCORDAT PARTNERS (33 national agencies)</b>	
An Comunn Gàidhealach Arts and Business Bòrd na Gàidhlig British Council British Waterways Cairngorm National Park Authority Caledonian MacBrayne	Heritage Lottery Fund Historic Scotland National Galleries of Scotland National Library of Scotland National Museums Scotland National Trust for Scotland Pròiseact nan Ealan	Scottish Arts Council Scottish Council for Development and Industry Scottish Council for Voluntary Organisations Scottish Enterprise Scottish Museums Council

Camanachd Association Chartered Institute of Library and Information Professionals in Scotland /Scottish Libraries Association Comunn na Gàidhlig EventScotland Forestry Commission Scotland	ProjectScotland Royal Incorporation Architect Scotland; Royal Commission on the Ancient and Historical Monuments of Scotland Royal Scottish Academy	Scottish Natural Heritage Scottish Screen Scottish Tourism Forum SportScotland VisitScotland
<b>PARTNER LOCAL AUTHORITIES</b>		
Argyll & Bute Council Orkney Islands Council	Comhairle nan Eilean Siar	Moray Council Shetland Islands Council

### 1.2.3. Other local authorities

Arising from the Capital of Culture bid, The Highland Council had a role in leading this new Highland 2007 project in partnership with Highlands Islands Enterprise (HIE). However HIE's remit extends to the Shetland and Orkney Islands, Western Isles, Argyll & Bute and Moray. These areas too had a place in delivering a programme of Highland culture. Their involvement was addressed via targeted funding from HIE which was used to lever support from the other five local authorities. However, involvement on the board of Highland 2007 remained the sole provenance of The Highland Council.

## 1.3 Funding Arrangements

To deliver the Aims and Objectives, Highland 2007 set out to raise, in cash and in-kind, funding which would be directed for the events and activities which formed the Highland 2007 programme. The focus on financial issues is expanded upon in **Part Two** which looks at the distribution of expenditure on the Highland 2007 programme, and **Part Four**, which assesses the economic impacts. Here sources of that income are considered, and how it was managed across the Highlands and Islands.

### 1.3.1. Highland 2007: Sources of Income

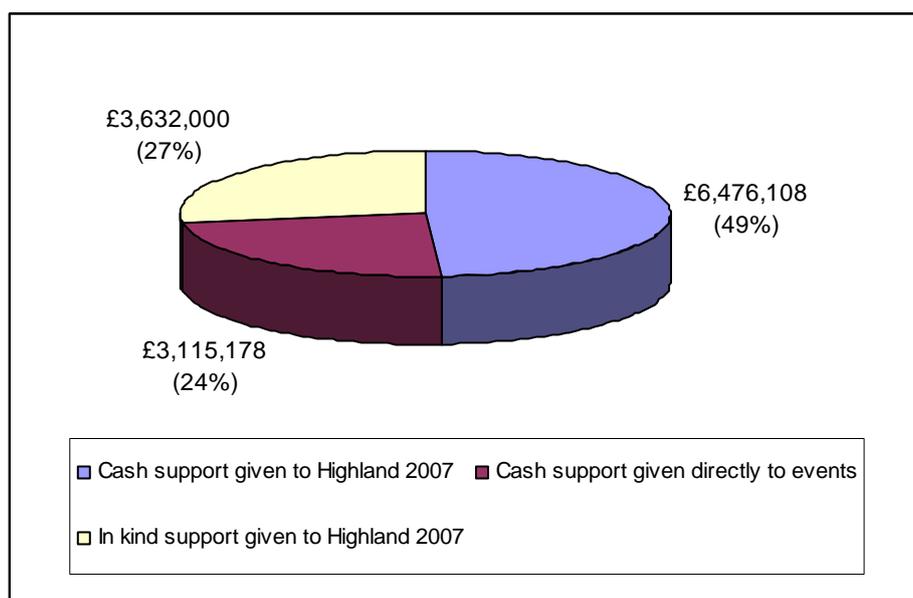
Financial support for the project was provided directly to the Highland 2007 organisation as well as directly to events, both in cash and in-kind. It is important to note that cash support channelled through the Highland 2007 organisation in Inverness forms only part of the overall funding picture.

The public sector provided a majority of the funding. In addition a range of businesses also signed up as official partners of Highland 2007. LifeScan Scotland Ltd was Highland 2007's principal private sector partner, with Tulloch Homes and The Scottish Co-operative joining public sector broadcaster BBC Scotland as the three major partners.<sup>8</sup> These, and a range of other companies, contributed both direct cash support to Highland 2007, as well as cash and in-kind support to some of the major events held.

Total income received for the Highland 2007 project was £13.2million. £6.476million or 49% of the total was cash support provided directly to the Highland 2007 organisation. Figure 3 provides an overview of the sources.

<sup>8</sup> <http://www.highland2007.com/highland-2007-partners.html>  
[accessed July 2008].

Figure 3: Highland 2007 Main categories of income



A further £3.115million of cash support (24% of all income) was given directly to specific events or projects and did not go through the Highland 2007 office. These are shown in Table 2 below. Examples are the Scottish Government's financial support for the musical *Highland Quest* (£188,000) which went directly to the Eden Court Theatre, and for the *Fonn 's Duthchas: Land and Legacy* exhibition (0.4million) which was channelled directly to the National Museums, Libraries and Galleries. It also includes the financial support made towards Community events from all of the local authorities, as well as The Highland Council's specific contribution towards the Highland 2007 Launch event and *Invernessfest*. The Clydesdale Bank was the only private sector contributor in this category, providing £25,000 of funding.

Table 2: Cash contribution directly to Highland 2007 events

Source	£	%
The Highland Council	1,010,000	32.4%
Scottish Government - National Exhibition	402,000	12.9%
Scottish Government - Highland Quest	188,000	6.0%
Moray Enterprise	120,000	3.9%
SportScotland	30,000	1.0%
Other Local Authorities	560,000	18.0%
SAC Partners' Residencies Scheme	294,178	9.4%
EventScotland World MBC	200,000	6.4%
EventScotland - Adventure Racing World Championships	60,000	1.9%
EventScotland - NVA Storr	66,000	2.1%

Project		
Clydesdale Bank	25,000	0.8%
Communities Scotland	160,000	5.1%
<b>TOTAL</b>	<b>3,115,178</b>	<b>100.0%</b>

Contributions of in-kind support to the value of £3.6million (25% of total income) were also received. In-kind support was provided directly to the Highland 2007 organisation, the most significant examples being VisitScotland's provision of marketing services, valued at £2million, and The Highland Council's provision of administrative services, valued at £1million.

In-kind support, levered by Highland 2007, was also provided directly to events which were part of the programme. Seven companies provided in-kind support to a total value of £232,000. Examples of this were transport services provided by First Scotrail, Caledonian MacBrayne and Highlands & Islands Airports Ltd.

**Table 3: Sources of in-kind contributions to Highland 2007**

Source	£	%
The Highland Council	1,200,000	33.0%
Scottish Government - Visit Scotland	2,000,000	55.1%
Heritage Lottery Fund	200,000	5.5%
Scottish Co-Operative	30,000	0.8%
Caledonian MacBrayne	50,000	1.4%
Aviemore Highland Resort	50,000	1.4%
Highlands and Islands Airports	50,000	1.4%
First Scotrail	50,000	1.4%
Fionnar	2,000	0.1%
<b>TOTAL</b>	<b>3,632,000</b>	<b>100.0%</b>

£31.6million was invested in capital projects across the Highlands and Islands during 2007. With the exception of small capital grants, this funding went directly to projects and did not involve Highland 2007 in the allocation. However, the view from those involved in these projects is that this funding would not have happened but for Highland 2007. A breakdown of this is given in Table 4 below.

**Table 4: Capital funding directly to projects**

Source	£
The Highland Council – Capital Grants	1,500,000
The Highland Council – Eden Court Theatre	4,150,000
The Highland Council – Fas, Centre for Creative and Cultural Studies	1,200,000
The Highland Council – Mountain Biking World Championships	200,000
The Highland Council – Inverness Museum and Art Gallery	1,450,000
The Highland Council – Highland Archive Network	630,000

The Highland Council – Highland Folk Museum	100,000
The Highland Council - Lairg Auction Mart	100,000
The Highland Council - Dornoch Sports Barn	100,000
The Highland Council – Caithness Sports Facilities	300,000
The Highland Council – Highland Gallery and Museum	20,000
The Highland Council – Thurso Town Hall	1,810,000
The Highland Council – Nairn Community Centre	2,300,000
HIE – Eden Court Theatre	3,258,000
HIE – Fas	2,590,000
HIE - Culloden	350,000
Scottish Government – Eden Court Theatre	6,791,000
Scottish Government – Culloden Battlefield	3,750,000
Scottish Government – Fas	1,000,000
<b>Total</b>	<b>31,599,000</b>

### 1.3.2. Income of the Highland 2007 organisation

Having looked at the sources of income of Highland 2007 as a whole, we now look at a subset of this: the Highland 2007 organisation itself. Its total income was £6.48million. These direct cash contributions are shown in Table 5. Of this, private sector organisations provided £0.32million or 5% of the total. The largest financial contributions were made by the three main public sector partners, HIE (£3.15million), The Highland Council (£0.463million) and the Scottish Government, through its own direct support (£0.14million) and through the financial support of its agencies EventScotland (£1.76million) and the Scottish Arts Council (£0.35million). Together these sources accounted for 93% of the Highland 2007 organisation's total income.

Table 5: Highland 2007 Income

Source		
HIE	3,150,038	48.6%
The Highland Council	463,000	7.1%
Scottish Government	140,258	2.2%
EventScotland	1,760,000	27.2%
Scottish Arts Council	351,548	5.4%
Leader + (a European Community Initiative for assisting rural communities in improving the quality of life and economic prosperity in their local area)	150,000	2.3%
learndirectscotland	24,675	0.4%
Hi-Arts Ltd	6,147	0.1%
<b>Total public sector</b>	<b>6,045,666</b>	<b>93.3%</b>
Lifescan	176,250	2.7%
Tulloch Homes	58,750	0.9%
Scottish Co-Operative	23,500	0.4%
Royal Bank of Scotland	29,375	0.5%
Morrison Construction/Alpha	29,375	0.5%

Schools		
<b>Total private sector</b>	<b>317,250</b>	<b>5.0%</b>
Heritage Lottery Fund	23,500	0.4%
Interest on Revenue Balances	79,991	1.2%
VAT Credit	9,701	0.1%
<b>TOTAL</b>	<b>6,476,108</b>	<b>100.0%</b>

In addition to the direct financial contribution which the three main partners made to the Highland 2007 organisation, they also provided cash support (not channelled through the Highland 2007 organisation) towards the main funding streams for events and activities, as well as for some of the major events within the Highland 2007 programme.

## 1.4 Managing the funding process

Organisations and communities from across the Highlands and Islands were invited to propose ideas to celebrate Highland 2007 and these were assessed against published criteria. Six strands – the arts, heritage, environment, language, science and sport – were reflected in those criteria. The funding also reflected **the source** of the support, encapsulating criteria of the local, regional and national agencies – three of the largest of which were partners on the board. It was the task of Highland 2007 staff to manage this process. In particular, their role was to ensure that the funding criteria were fair, clear and widely publicised. The website was a key tool in publicising the funding available and applications could be downloaded. Staff then had the role to ensure the process of decision-making was conducted fairly and transparently and according to the agreed criteria. It was also their role to monitor the development of projects. In some cases this meant giving advice and assistance, in others it meant little involvement. Table 5 below gives an overview of the main categories of revenue funding for events, which organisations funded them, and within which geographic area. Each of the main categories of funding for events and activities is discussed below.

**Figure 4: Funding for Events – Revenue Streams**

Stream	Source	Geographic Reach
INTERNATIONAL EVENTS	EventScotland HIE	The Highland Council only
REGIONAL EVENTS	EventScotland HIE	The Highland Council only
COMMUNITY EVENTS	The Highland Council for The Highland Council area In other areas –HIE matched by local authorities*	All H&I
CROSS-COMMUNITY EVENTS	The Highland Council	The Highland Council only
CAPITAL FUND (part of community and cross community fund)	The Highland Council	The Highland Council only

HIGHLAND PROMISE (SCHOOLS)	The Highland Council, HIE, Scottish Government, Leader +, sponsorship	The Highland Council area only
NATIONAL LOTTERY: PARTNERS' INITIATIVE ARTS CAPITAL FUND	Scottish Arts Council	All H&I

### 1.4.1. International and Regional Events

A major source for event funding came from EventScotland. Using their criteria and terms 'international' and 'regional', for events which attracted people into the Highlands and Islands, the decision-making process involved Highland 2007 staff and EventScotland. It was from this source that Highland 2007 commissioned a small number of large-scale events such as the launch event in Inverness. HIE and The Highland Council also contributed to these events.

### 1.4.2. Community Events

At a community level, The Highland Council provided funding for their area and decisions made at local area level.<sup>9</sup> An additional Cross Community Fund was created to support events across The Highland Council area and decisions were made at council-wide level involving Highland 2007 staff. Events in other local authority areas were supported via funding from HIE intended to lever funding from the local authority. Highland 2007 worked alongside local authority staff to determine criteria and to decide on the distribution of these funds.<sup>10</sup>

In Moray funding from the council and the local enterprise company supported a programme of commissioned events as well as an open application process. Argyll & Bute Council also had a twin track approach with events commissioned directly by them (including the festival *Connect*) using support from the local enterprise company alongside events resulting from an open application. In the Comhairle nan Eilean Siar the match funding was found from within the existing budget for culture. In Orkney established organisations such as the Pier Arts Centre and *St Magnus Festival* received support, as well as new projects. Similarly The Shetland Islands programme included additional support for existing as well as new organisations.

Communities Scotland also allocated funds to involve communities and voluntary groups in Highland 2007 throughout the area.

### 1.4.3. The Highland Promise – An Gealladh Mòr

There was a special fund for projects in schools in The Highland Council area managed by Highland 2007 under The Highland Promise – An Gealladh Mòr programme (see **Part Three**).

<sup>9</sup> There are eight areas: Badenoch and Strathspey, Caithness, Inverness, Lochaber, Ross and Cromarty, Nairn, Skye and Lochalsh, Sutherland.

<sup>10</sup> Other local authorities are: Argyll & Bute, Comhairle nan Eilean Siar, Moray Council, Orkney Islands Council, Shetland Islands Council.

#### **1.4.4. Lottery funding**

The Scottish Arts Council's National Lottery Partners' (sic) initiative prioritised Highland 2007 projects across the Highlands and Islands. The decision-making rested with the Scottish Arts Council and Highland 2007 staff. The Scottish Arts Council, working in partnership with Highland 2007, made £250,000 available in capital grants for Highland 2007 related arts projects in the Highlands and Islands.

The Heritage Lottery Fund also contributed to heritage projects across the area as well as supporting key capital developments.

#### **1.4.5. Capital funding**

Small capital grants (including equipment) were available through the community funding programmes supported by the local authorities and HIE in The Highland Council area.

Capital funding for projects across the Highlands and Islands was also awarded by the Scottish Arts Council and the Heritage Lottery Fund (see above).

£31.6million was raised by major capital projects during Highland 2007. Although this funding was not directed through Highland 2007, responses through interviews indicate that these would not have happened but for Highland 2007.

### **1.5 Marketing Highland 2007**

The Marketing and Communications Strategy for Highland 2007 had the following aims:

- To maximise the potential for the programme of events and the Highland 2007 brand to promote the Highlands and Islands to key audiences in the Highlands, the UK and overseas;
- To develop links with project partners to extend the reach of Highland 2007 to, and with, key audiences in the Highlands and Islands, the UK and overseas;

The following aims were established for public relations:

- To raise awareness, understanding and support for Highland 2007 with key stakeholders, both internal and external;
- To develop and manage the expectations of key stakeholders with regard to the Highland 2007 project in general, and also relating to its potential to leave a lasting legacy for the Highlands.
- To develop effective two-way communications with key stakeholders listed above using all available methods within existing resources.

The marketing of Highland 2007 beyond Scotland became the responsibility of VisitScotland working with Highland 2007, and this is outlined in a separate section below. All other marketing and PR within the Highlands and Islands and throughout the rest of Scotland was the responsibility of Highland 2007 itself. Excluding VisitScotland, the spend on marketing totalled £722,000. There were two members of staff dedicated to marketing. The principal tools

employed by Highland 2007 are summarised below, based on a report to the Highland 2007 board in July 2008.

### **1.5.1. Website**

Working in partnership with Hi-Arts, supporting the development of their event database, Highland 2007 developed a website which included listings of events by strand, dates and geography. A key part of the marketing strategy was to direct those looking for information on to the web site.

### **1.5.2. Print and Promotional Material**

Highland 2007 produced:

- 710,000 A5 colour fold out leaflets, produced in six languages (including Gaelic).
- four editions of a full colour events brochure with a print run of approximately 385,000 per edition delivered to every household in the Highlands and Islands.
- 130,000 Highland 2007 introductory leaflets.
- 50,000 bookmarks to target audiences in Scotland, the rest of the UK and beyond.
- 10,000 Highland 2007 event calendars to organisations and businesses in the Highlands and Islands and selected others across Scotland.
- 30,000 copies of a full colour programme for the Highland Lights event in January 2008.
- guidance notes, application forms, publicity guidelines and other associated print for each of the Highland 2007 funding programmes.
- A3 and A4 posters to Community Programme event organisers.
- A4 generic Highland 2007 posters for use at posters sites throughout Scotland.

### **1.5.3. Advertising**

The advertising strategy had two main aims – to build recognition of Highland 2007 during the early weeks and months up to December 2005 and to market the programme to particular audiences. Every advert carried the highland2007.com website address. An outline 'shell' design was developed as part of the branding strategy. Adverts in publications offering editorial alongside were given priority. Events funded by Highland 2007 were featured in the events brochure and in addition were expected to budget for and place their own adverts where required.

### **1.5.4. Event branding**

As part of the conditions of their funding, events supported by Highland 2007 were required to acknowledge that support in a number of ways. Highland 2007 provided banners for use at the events.

### **1.5.5. Partnerships**

Highland 2007 developed partnerships with a range of organisations. For example, the BBC reported 27 million hours of audience viewing and listening to Highland-related material during

2007<sup>11</sup>. The BBC also engaged with school pupils throughout The Highland Council area as part of The Highland Promise – An Gealladh Mòr – see **Part Three**. A full list of the BBC's engagement is given in Appendix 2.

Partnerships were established with a number of organisations and companies appealing to similar target markets as Highland 2007. Through an 'in-kind' relationship, these companies offered profile for Highland 2007 through their communications channels in return for an association with the project, extending the reach with key target markets. Concordat partners were particularly important in this respect. Highland 2007 sponsorship programme was supported by the marketing and communications function. In addition to supporting the project's relationship with its 17 commercial partners, receptions were organised with businesses in the Highlands. Similar events were organised in Edinburgh and London as a means of engaging Scottish and UK politicians.

### **1.5.6. Media Relations**

Media relations took the form of media releases and engagement with individual journalists. The involvement of the BBC is indicated above. Highland 2007 engaged local media as partners. An analysis of the press coverage – its extent and impact – is given in **Part Five**.

### **1.5.7. VisitScotland**

One of the early decisions taken in putting together the Scottish Government funding for the project, was that VisitScotland, the Scottish tourism agency, should direct £2million of its spend to Highland 2007, with the aim of promoting Highland 2007 to the tourism market outside of Scotland, including internationally. This was assessed by VisitScotland as £2million worth of support in-kind, and for this VisitScotland provided a list of opportunities for Highland 2007, although these were not fully detailed and agreed until well into 2006.

## **1.6 Appraisal of the Process**

### **1.6.1. Scope**

In 2003, Inverness and the Highlands made a bid to be the European Capital of Culture in 2008<sup>12</sup>. This bid involved a partnership of public and private agencies from across the Highlands and beyond, and the expectation was that the city would make the shortlist of cities from which the UK Government would make the final selection. However the Inverness bid failed to be shortlisted and in March 2003 the then First Minister, Jack McConnell, announced plans for 2007 to be 'a year long celebration of Highland culture', later to receive the official appellation, 'Scotland's Year of Highland Culture 2007' (Highland 2007).

Many in the Highlands and Islands who were interviewed for this report welcomed the commitment to engage the rest of Scotland in the celebration, reflected in the Aims and

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<sup>11</sup> Estimates are based on BARB and RAJAR data provided by BBC Scotland.

<sup>12</sup> The European Capital of Culture is a city designated by the European Union for a period of one year during which it is given a chance to showcase its cultural life and cultural development. Each member state in turn has the opportunity to nominate a city. The title came to the UK in 2008.

Objectives as well as the title. As discussed later in the report, this was not achieved to the extent many had initially hoped.

Jack McConnell recognised the importance of the partnerships which had developed in formulating the Capital of Culture bid and its potential to deliver a major cultural project in the Highlands and Islands. He also saw the economic growth of the Highlands and Islands as a lesson for the rest of the country. Highland 2007 would be a vehicle for promoting the Highlands and Islands, but also an example of culture-led regeneration within a rural context and a success story to be presented to the rest of Scotland.<sup>13</sup> The leadership of the First Minister was crucial in committing national resources. This commitment continued under Alex Salmond's leadership from May 2007.

Amongst event organisers interviewed and surveyed, there was criticism of the broad definition of culture that was adopted encompassing the arts, heritage, environment, language, science and sport. However the overwhelming view was that mountain biking, geological trails and a flotilla of boats in the Moray Firth, all sat well within a programme that also included heritage and arts events. The importance given to Gaelic language in the programme and in the promotion provoked comment as some argued it had little or no relevance to, for example, the Northern Isles, and parts of the mainland such as Caithness. However, there is evidence that the focus on Gaelic encouraged some new ongoing developments, such as a fèis in Moray. The range of the programme is examined in more detail in **Part Two**.

### **1.6.2. Governance**

There were several areas where the governance structure was seen to be effective. Because the partners on the board were drawn from the key funders, decisions on major funding questions could be made quickly. Members of the board felt that it worked well on planning issues in the run up to Highland 2007 and in dealing with important issues of programming and delivery – for example whether or not Highland 2007 should support a major event or how it should respond to key PR questions.

Board members commented on the openness of the discussions and the good relationship between the board and staff. There was felt to be a culture of trust and mutual respect amongst the board members and between board members and staff.

The Government was an equal partner in this project, and this was underlined in the way in which the board operated. Evidence of this was the decision to hold its meetings in Inverness. It was considered unusual for meetings involving the Government to take place outside Edinburgh. This was an aspect of the board most commented on by members based in the Highlands and Islands.

This structure of governance did have its critics. Some of the board and major stakeholders commented that the board, given it represented the main funders, was public sector orientated and voiced the opinion that at some stage the private sector needed to be more involved in the delivery of such projects. From within the board there was a suggestion that the board perhaps lacked a certain level of expertise that might have helped to deflect some criticisms, minimise risks and add credibility and that there was a need for more professional expertise in, for example festival organisation, event management or cultural programming.

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<sup>13</sup> Interview with Rt Hon Jack McConnell, MSP, for this report, August 2007

However, these concerns were outweighed by the view that this was exemplary of public sector partnership-working. Some went further and argued that this approach might prove a model for partnership-working in other sectors in the Highlands and Islands.

The governance structure reflected how the project was to be delivered. It was decided by the board that Highland 2007 would not be directly responsible for commissioning all but a few key events and would look to promoters and agencies in the Highlands and Islands to develop projects. When it came to deciding which projects would be supported, Highland 2007 worked in partnership with the different funding agencies – including the three partners on the board – to ensure that spend met the criteria agreed between them. While there was additional money invested in the Highlands and Islands during 2007 for the delivery of a year long programme, the role of the board and the staff was about 'bending' existing spend and attracting streams of funding into activity in the area. As the Director commented in an interview in 2005:

I don't anticipate Highland 2007 delivering events directly. For the majority I would foresee us as being brokers, working with others to deliver the events, and to market and promote them. We hope that by bringing people together we can enhance and strengthen the impact of many of the events as well.<sup>14</sup>

The effectiveness of Highland 2007's model of partnership-working was recognised by Alex Salmond in his closing address in January 2008. He charged the public agencies with continuing to build on this approach.

Over the next few months, I would like the strategic board for [Highland] 2007 to come back to the Scottish Government with proposals on how we can capitalise on the success and momentum of the past year.<sup>15</sup>

A legacy of Highland 2007 will be partnership working according to the model outlined.

### **1.6.3. Management**

In an early proposal put to the project partners in April 2004, it was suggested that there would be 150 local or community events. In the end there were over 400, with another 50 at regional and international level, plus over 100 capital projects and a schools' programme. The model for Highland 2007 was based on a partnership of agencies all of whom provided funding for Highland 2007, but on the basis of their own existing funding criteria. As a result the Highland 2007 team assumed the role of managing a huge range of demands and expectations. Highland 2007 turned into a much larger project than had been anticipated and this did present challenges to such a small team. Both board members and staff themselves recognised that the size of the staff resource had a negative impact on the marketing effort and this is discussed later in the report.

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<sup>14</sup> *Northings*, Hi-Arts Journal, February 2005 [http://www.hi-arts.co.uk/feb05\\_feature\\_highland\\_2007.htm](http://www.hi-arts.co.uk/feb05_feature_highland_2007.htm) [accessed 22 July 2008]

<sup>15</sup> Rt Hon Alex Salmond, First Minister, Eden Court, 11 January 2008 <http://www.highland2007.com/Default.aspx?LocID-07Inew084.ReflLocID-07I008002.Lang-EN.htm> [accessed 22 July 2008]

Promoters expressed gratitude for support from the Director personally and her team. This was not just the case within the Highlands and Islands. Promoters who work across Scotland and beyond also mentioned how supportive and helpful the staff had been in delivering events.

#### 1.6.4. Funding process

The role of Highland 2007 staff was to ensure that the funding allocation was made both in line with decisions and with verifiable expenditure. The website was used to publicise funding criteria and provide application forms, and the staff provided direct assistance and feedback to applicants both during and after the application process.

In The Highland Council area some voluntary promoters felt they had been misled into thinking they would get 100% funding. The application process did include a request for information on 'match funding/in-kind support from other sources' and while it was not a condition, it was strongly encouraged as a way of strengthening the application. Groups were also encouraged to include 'in-kind support' as part of their budgets, in other words match funding need not involve cash. In the end, however, groups who did express concern about having to raise additional funding, succeeded in receiving funding both from Highland 2007 and from elsewhere, although in some cases the project had to be trimmed.

Turning to other local authority areas, the process worked well in Orkney, Shetland and in Moray where it was integrated into the already familiar approach of Moray Council's arts development team. In Argyll & Bute a key criterion for Highland 2007 funding concerned increasing visitors to the area. This provoked some anger from local promoters, whose aims were cultural rather than economic. Comhairle nan Eilean Siar, relying on an existing budget and not an additional source of funding led to some concern from the area about Highland 2007 *distorting* rather than building or enhancing activity and again provoked some negative comments in the survey returns.

There were criticisms from those who did not receive funding. One promoter commented, 'We applied but our application was rejected as it was too small'. Another suggested, 'For whatever reason, Highland 2007 pointedly refused to support [our project] or even to include it in its publicity.' Both of these examples are Gaelic projects and both originated outside The Highland Council area. In the case of the latter, according to Highland 2007 records, support was given, via the *Outer Hebrides Community Programme* administered by Comhairle nan Eilean Siar. It appears that some promoters did not recognise the significance of Highland 2007 in brokering funding.

Another criticism concerned the criteria for funding. As indicated above, there was a specific requirement for projects in Argyll & Bute to demonstrate an economic return and this provoked consistent negative comment in the survey returns received over three years. In other areas concerns were expressed about the need to demonstrate how the event was new or a development on what had happened before.

Some were unhappy that the funding criteria restricted them to a category of funding which put a ceiling on what was available (£30,000 in the case of the community programme). Mainly it appears that they did not like to be designated as 'community' events as this did not reflect their ambition which was to promote events which could attract people from across Scotland. On the other hand, there were 400 community

events funded and promoted across the Highlands and Islands in 2007 and many of them were managed by the existing network of local promoters.

Questions were raised about the focus on 'events'. A Gaelic promoter commented 'I feel it need not have been so events-based but could have focused more on the development of items like CDs and books which would have had a longer-lasting legacy'. This was echoed by others who felt that the event-focus of the funding was due to the influence on the criteria by the funding agencies, and left little room for manoeuvre. As one board member commented:

We could have been presented with the best programme idea in the world and we would have had no way of pulling it off because the money all came in these little chunks. Apart from [the funding which went to Unique Events to organise a series of large events], there was no commissioning money.

The impact of this is considered in **Part Five**.

### **1.6.5. Marketing**

Given the size and scope of the year-long programme of events, Highland 2007's marketing strategy was, in summary, to promote the Highlands and Islands as a great place to live and visit through the promotion of the Highland 2007 brand, directing the public to the brochures and the website, while offering advice and guidance to individual promoters about promoting events and branding them as Highland 2007. Any direct event promotion was reserved for the large-scale events that Highland 2007 commissioned.

Promoters, from surveys and interviews, understood the approach taken by Highland 2007 and welcomed the advice and support on offer. From returns, in general those who took part in Highland 2007 were happy with the level of engagement with audiences. However concerns about the marketing were expressed also from this group.

There was criticism of the brochures that were seen by some as too cluttered, particularly with logos. It was also felt that, while the intention was to 'sell-on' between different areas, the brochures were not targeted geographically and information regarding events happening in Wester Ross were of little interest to those living in the Sutherland coast. According to some interviewees, the information given was not always accurate, although they had, as requested, provided the material.

Another question raised in a number of interviews was the issue of promotional dressing. A common complaint was a lack of 'buzz' about Highland 2007 and this was related to a lack of flags and banners. There was insufficient budget to dress every town and village in the Highlands and Islands with banners or flags to mark Highland 2007 and so the decision was taken to do nothing – beyond the dressing undertaken for specific times and events such as the *Invernessfest*. There was support for this approach with one board member commenting:

To even think for a second there could be a buzz [is wrong]. You can have a buzz at an event but you can't have a buzz about the Highlands. I just simply don't believe that you can do that when one event is in your village hall in February and the next one's in August. But in between there's something on every night, every week, every day in another part of the Highlands that is as alien to you as [what is happening in

Glasgow]. More so – more people in Ullapool will know Glasgow, and will have gone to events in Glasgow than they will have gone to Golspie and yet we assume some uniform area. It's not: it's a political boundary line, and that's all.

The willingness of people to travel to Eden Court from large distances is testament to the fact that it *is* possible to have a cultural programme which creates its own momentum across the Highlands and Islands. However, this is a crucial observation: for people living in the Highlands and Islands, what happens in a village at the other side of the country is perhaps not of huge interest and certainly does not contribute to a buzz in their own village.

Another complaint was that the website did not work well. Concerns fell into three categories. First, it just took too long to amend or update the website. It involved information going from the promoter to Highland 2007 then being passed to the web manager, who worked part time. These delays were addressed during the project. Second, it was felt that its functionality just was not good enough. It did not have the advanced search options which would allow for searching using more than one criterion. It was argued that the site did not prioritise events which Highland 2007 funded, particularly those in receipt of significant funding from Highland 2007. It should be noted that there were separate pages on the website given over to Highland 2007 funded events; perhaps the dual remit (corporate information and funding details) was confusing.

A report from Sitekit, commissioned by Highland 2007, analyses the activity on the website. It indicates a pattern of use which peaks with major events – the opening and closing events appear to have encouraged traffic – and also reflects the pattern of events throughout the year with a dip after January, building across the summer. The total number of unique visits over the year was 352,362. The report does not distinguish between visits related to obtaining event information and those looking for information on funding or support. In terms of downloads, however, the majority were related to downloading the logo and the information and application packs. It appears that the website was significant in supporting the organisers and promoters across the Highlands and Islands in seeking funding from Highland 2007.<sup>16</sup>

The focus for the marketing team in Inverness was, as they confirmed in interviews, to promote Highland culture throughout the year. The size of the team and the level of budget meant they had to prioritise how this was done. The focus was on marketing events, using the website and the brochures, in particular. This delivered audiences for events across the Highlands and Islands. International marketing was left to VisitScotland, and again this delivered increased visitor numbers to the Highlands and Islands. To this extent, the marketing strategy was delivered.

However there was a gap in promoting the Highland 2007 brand across Scotland, including the Highlands and Islands, and a lack of PR activity specifically targeted at other parts of Scotland. The impact of this is considered in **Part Five**.

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<sup>16</sup> Report to Highland 2007 by Sitekit commissioned as part of a project concerned with archiving Highland 2007. 'Unique visits' is a measure which counts a visitor to the site only once in a 30 minute period. It is a measure of the site's true audience size.

### 1.6.6. VisitScotland

The relationship between Highland 2007 and VisitScotland was difficult, and it is clear that more than in any other area, Highland 2007 found it challenging to maximise the benefit to the project within the terms set by the agency. Significantly, unlike the other partners, VisitScotland was not represented on the Highland 2007 board. This was in contrast to EventScotland, also a Scottish Government agency tasked with focusing its funding on Highland 2007, which *was* included on the board as one of the three Scottish Government representatives. This difference in approach meant that there was not the same sense of shared objectives between Highland 2007 and VisitScotland as was evident with the other agencies. Some board members went as far as to suggest that the commitment from VisitScotland was 'foisted' on them and that the agency was unwilling to develop a shared approach.

Highland 2007 had no control over how the £2million VisitScotland budget was spent. For example, Highland 2007 wished to promote the year within VisitScotland tourism publicity material during 2006, but this was not an approach that VisitScotland supported. In a number of instances Highland 2007 felt that the programme had not been given sufficient prominence in the marketing of the Highlands and Islands for 2007 and there were clear misunderstandings about how the funding was spent and how much it might cost Highland 2007 to support the opportunities which were offered.

There was an evident lack of understanding on both sides. Some of the board believed VisitScotland had a role in promoting to the domestic (i.e. Scottish) tourist. In fact this was not the case. If Highland 2007 was to have a profile in the rest of Scotland then that had to be resourced from its own marketing budget.

There were significant outputs delivered. Marketing activity carried out by VisitScotland on behalf of Highland 2007 had a reach of over 19 million people around the world and was valued at £4.7million. UK and international PR activity on behalf of Highland 2007 was valued at £1.4million and included regular contact with over 1400 media contacts. The impact of this activity saw an increase in 1.3% in visitor numbers (in 2007 from 2006) to visitor attractions in the Highlands of Scotland.<sup>17</sup> Accommodation across all sectors saw growth: hotels by 3.4%; guest houses/B&Bs by 5%; self-catering by 1.7%; and caravan/camping by 34.8%<sup>18</sup>.

## 1.7 Summary

This part of the report has outlined the structures established for the governance, management, funding and marketing of Highland 2007, based on documents, interviews with the Highland 2007 board and staff and a wide range of stakeholders before, during and after the year's events. Evidence has also been drawn from board papers and reports produced for Highland 2007, a survey of institutions across three years, interviews with promoters and focus groups.

The key to the approach for the board and staff was partnership. Highland 2007 brought together major agencies to deliver a year long set of events and then build further links across local authorities, Concordat partners and others. The commitment was to deliver a year of Highland culture across Scotland.

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<sup>17</sup> Scottish Visitor Attraction Monitor as provided by VisitScotland to Highland 2007.

<sup>18</sup> Accommodation Occupancy in Highlands 2003-2007 as provide by VisitScotland to Highland 2007.

Having identified significant streams of money to support activity, Highland 2007 set about developing processes for allocating funding across the area covering the six strands it had identified. In this it sought to engage with a wide number of organisers and promoters and balance that with the criteria established by the funding agencies.

Highland 2007 regarded itself as a broker encouraging events to come forward and matching that with funding available. While some promoters may have been unhappy with this approach and had wished for a pan-Highland commissioning fund to which they might apply, the approach adopted did succeed in levering in additional public funds to support culture in the Highlands and Islands. As outlined in the next part, Highland 2007 was successful in brokering a large number of well-received events with a huge geographic spread and across the strands and categories it defined in its early plans. In setting out the categories, in being scrupulous to define the different types of events, in being precise in spelling out the various geographic areas and local authorities which determine how decisions are made, Highland 2007 made its decision-making transparent. Every public agency connected with Highland 2007 can be assured that its money is properly and well accounted for.

The marketing effort was focused on promoting Highland culture using principally a website and print – notably a series of brochures. There was additional support via media, banners, and partner organisation support and PR. VisitScotland provided the international marketing. Criticism of the website and print, and a gap in PR effort across Scotland, due in the main to lack of resources has also been identified.

## 2. THE PROGRAMME

*There was a significant public investment in Highland 2007 which levered private investment and visitor spend. From this a large number of events were supported including 500 events or projects, more than 130 capital projects and a series of events in schools. Figures suggest that overall attendances were high with a significant level of visitors to the Highlands and Islands participating in events. However, it is also the case that not all those who attended events realised they were being promoted in the context of Highland 2007.*

*Highland 2007 engaged with communities across the Highlands and Islands. The programme was delivered principally in the Highlands and Islands with few events elsewhere in Scotland adopting a Highland theme.*

*All strands were covered. Gaelic underpinned many of the events and it was a condition of funding that the language had to be used on marketing material. Festivals were a significant part of Highland 2007, particularly over the summer. There is no evidence of major displacement during the year, but pre-existing festivals professed to feel pressure on audience retention.*

*There are those who felt that Highland 2007 should have been about Highland culture; others felt that too much was focused on existing organisations and events. However others held the view that the festivals and large-scale events, in particular, gave (mainly) young people in the Highlands and Islands the chance to enjoy what is available elsewhere in the country.*

The programme which was delivered was bigger and broader than anyone had predicted, with a total of 500 events and 136 capital projects receiving support (see Table 6 below). A full list of these is given in Appendix 3. This Part starts with an indication of the expectations for Highland 2007. Then an analysis is given of the figures: where the funding came from and how it was spent on each of the programme strands, across each geographic area and how it was balanced between public and private funding. This is followed by a descriptive account of the outputs in terms of programme delivered by strand and by funding type. Consideration is given to the 'additionality' created by Highland 2007 funding, and an examination of both attendances and the response to the programme from promoters and others. The economic and cultural outcomes of the Highland 2007 programme are considered in **Parts Four** and **Five** of the report.

The information and analysis presented here is based on data from four main sources. This includes an evaluation form, developed and agreed between the evaluation team and Highland 2007 staff, intended to be completed and returned by the organisers of each event funded as part of Highland 2007. Forms returned by March 2008 form the basis of the analysis.<sup>19</sup> Second, the results are used of surveys: one a survey of a sample of the population; the other a survey of arts, Gaelic, and environmental organisations and festivals. Third, this section draws on data gathered through focus groups held with Gaelic speakers, arts promoters, tourism providers

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<sup>19</sup> Data was returned by the deadline for 64% of funded events and projects. This covered 339 (68%) of revenue funded activities and 69 (51%) of capital funded projects.

and from interviews with stakeholders and with local authority officers. Finally it refers to material drawn from an extensive analysis of the media from July 2004 until March 2008.

## 2.1. Board and Stakeholders' expectations

I stressed [earlier] the support of the First Minister, other ministers and civil servants and national agencies. It's been absolutely critical. It would have been a wee local year of celebration without that strong Scottish Executive and Civil Service commitment. The political support in principle has been really important in moving the Civil Service along. When that moves, the national agencies move, which has been so fundamental to this.<sup>20</sup>

Board, local government, national agency and Government representatives who had a stake in this project were interviewed and asked what the key outcomes were for the programme for Highland 2007. There was a widely held view amongst this group that the involvement of the Government was central for delivering additional financial support in the Highlands and Islands both directly and indirectly through Concordat members.

For those involved in tourism and event promotion, visitor numbers were central. The prize which was sought was to lengthen the tourist year and bring in high-spending visitors. Others felt that tourist numbers alone were not enough as a measurement – not least given factors beyond the control of Highland 2007. Retention of young people and the creation of new businesses – these are ways in which the economic vibrancy of a place can be measured, it was argued. However, these were not the only ways in which the stakeholders wanted to measure success. Less tangible points were made to do with people 'having a good time', being left with a strong memory of something special or gaining an increased confidence and pride in Highland culture.

It was also expressed strongly that this was an opportunity to show the rest of Scotland that the Highlands and Islands no longer had to be associated with failure and decline; that here was a chance to show what the *Highlands* did for *Scotland*, not the other way round. The social as well as the economic remit of HIE had a lot to do with cultivating the view that economic prosperity depends on the development of cultural support.

There was a widely held view amongst the stakeholders – whether from economic agency, local council or government – that this year of events had to work for those in the Highlands and Islands first and foremost and if they embraced it and made something of it, then the rest would follow. In the end, while differences between the aims of the partners and other stakeholders existed – hardly surprising given their differing remits – there was a remarkable consensus about what was trying to be achieved.

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<sup>20</sup> Interview with stakeholder in 2006.

## 2.2. Local expectations

In the run-up to Highland 2007 interviews were held with various key groups in the Highlands and Islands including those working in tourism, young people, Gaelic speakers and an existing network of promoters in the Highlands and Islands. Here, their expectations and some of the tensions are highlighted.

Tourists were regarded by some stakeholders as a key group for Highland 2007 and those working in the industry were keen to see the extension of the tourist year beyond the spring and summer months and that there would be a real attempt to spread events throughout the year. Inevitably, there was a concentration of events over the summer and there was a drop in events between the launch in January and Easter. However, building an audience for a new event takes time; there needs to be a core local audience on which to build, and the tourist takes time to get on board.

An example is the launch event, which took place on 12 January 2007. The board took the decision to launch and close the Highland 2007 celebrations with specially-devised outdoor events in Inverness on the 12<sup>th</sup> January, the Old New Year. The choice of date avoided clashing with Hogmanay celebrations elsewhere. It also supported the Government's strategy of creating a season of *Winter Festivals* in Scotland – from St Andrews Day to Burns Night. The response from locals was overwhelming with large numbers turning out for what was a family-orientated early evening event, in contrast to the alcohol-focused celebrations at Hogmanay. However, the reaction from the tourist industry to date has been to point out that, while the Old New Year is an excellent local event, it does not, in their view, attract tourists, who have already departed the Highlands after the New Year. If events are to play a role in extending the tourist season, there needs to be a long-term strategy and commitment in which the public sector and the industry work together to establish and build their reputation.

Young people wanted more bands, festivals and events targeted at them and access to extreme sports. They displayed weariness with the traditional imagery of the Highlands and a frustration with how it is promoted. As one young person said, 'if you keep promoting the idea of the Highlands as a place to rest or retire then you are not going to get younger people. Yes we have got absolutely beautiful scenery but [...] we are a diverse nation in every aspect of our lives'. However we also heard how much young people value the fact that they live in a safe and clean environment.

The two most cautious groups were the Gaelic speakers and the established network of local promoters, the Promoters' Arts Network (PAN), who are the backbone of arts promotion across the Highlands and Islands.

The concern of the Gaelic speakers was that their language and culture are central to Highland culture but that the funding from Highland 2007 would not go to Gaelic focused events and have 'little or nothing to do with Gaelic culture.' They also feared groups 'latching on' the Gaelic culture to get funding. 13% of the budget was invested in language themed events (see Table 7 below). A condition of grant for those promoting events with funding from Highland 2007 was that they include Gaelic on their promotional material and branding.

The Promoters' Arts Network felt that the responsibility for delivering the greater part of the arts programme for Highland 2007 should have been given to them. This group also had concerns about the definition of Highland culture and were unhappy with the importing of events from the rest of Scotland and beyond. As discussed in **Part One** PAN members were amongst those who expressed concern with the process of funding.

## 2.3 Public Perception

To gauge public perceptions of the Highlands and Islands, the views of a sample of the public were surveyed by telephone in 2006 and at the end of Highland 2007, in January 2008.<sup>21</sup> The results of these surveys are discussed in more detail in **Part Five**.

The 2006 survey, carried out as information on the programme for Highland 2007 became available in May/June 2006, indicated that Highland 2007 started from a position where there was a strong positive attitude towards the Highlands and Islands. People across Scotland had a positive perception of the Highlands and Islands as a place to visit and to live, shared a sense that the Highlands and Islands enhance Scotland's image and reputation and represent a key aspect of Scotland's identity. Those who had settled in the area shared a sense of pride with those born there and this was backed up in the discussions with focus groups. There was also a significant interest in attending events during 2007 with the quality of the environment, the traditional and historic culture and festivals scoring well. The challenge for the Highland 2007 team was to translate that positive view from telephone interviews into visits and attendances.

Taking the political demands, stakeholder expectations, local interests and the wider public perception of Highland culture into account, it can be seen that a complex task faced the board and staff of Highland 2007. Indeed, one of the board members said with hindsight:

There may have been a vision but it probably wasn't a vision that was then sold locally. If there was anything sold locally, it was a vision of a cultural festival. And, if there was actually a vision, it was about a tourism exercise. So, I think there was, maybe, a disconnect there.

Managing a set of differing expectations was the challenge to Highland 2007.

## 2.4. Overview of Programme

### 2.4.1. By category of funding

In total, Highland 2007 comprised 636 individual projects, a complete list of which is provided in Appendix 3. These are summarised below, according to the project categories used by Highland 2007 for administering grant applications.

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<sup>21</sup> The 2006 survey was intended to act as a baseline against which changes in perceptions, attitudes and behaviour could be identified and measured between 2006 and the end of Highland 2007, when key aspects of the survey were repeated.

As Table 6 below shows, of the 636 events or projects supported in total, a fifth received capital awards (136 or 21%) while the rest were revenue-funded from various streams (500 or 79%). The Community funds provided support for the greatest number of projects (394 or 59% of the total).

**Table 6: Number of projects by category of funding**

	Number of grants awarded in each category	% of grants awarded in each category
Community capital	120	19%
Scottish Arts Council- arts capital fund	16	3%
<b>Total Capital</b>	<b>136</b>	<b>21%*</b>
International	15	2%
Regional	32	5%
Community	374	59%
Cross Community	20	3%
InvernessFest	24	4%
The Highland Promise <sup>22</sup>	35	6%
<b>Total Revenue</b>	<b>500</b>	<b>79%</b>
<b>Overall Total</b>	<b>636</b>	<b>100%</b>

\* Does not sum because of rounding of figures.

## 2.4.2. By programme strand

The extent to which the projects addressed the six Highland 2007 strands is summarised in Table 7. As can be seen, the majority of projects covered more than one strand of the programme. Of the total number of projects, 64% were arts related, 49% were heritage projects, just under a quarter related to language (23%), over a fifth were to do with the environment (22%), 18% involved sports, and one in twenty was science-related (5%). In terms of expenditure, arts and heritage projects comprised the major part of the Highland 2007 programme budget (59%). Language and environment related projects each accounted for 13% of the programme budget, sports projects accounted for 11%, while 5 science related projects accounted for 2% of the programme budget.

**Table 7: Projects by Programme Strand - number and % share of budget**

Highland 2007 Strand	% of projects	Approximate share of Highland 2007 programme budget %
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<sup>22</sup> This includes grants to each of the 29 Associated Schools Groups which generated a range of projects funding for a pilot project and for centrally funded activity which the schools could access. For more information see Part Two below on The Highland Promise – An Gealladh Mòr.

Arts	64%	34%
Heritage	49%	25%
Language	23%	13%
Environment	22%	13%
Sport	18%	11%
Science	5%	2%
<b>Total</b>	<b>181% *</b>	<b>98%**</b>

\*Total does not equal 100% because many projects addressed more than one strand.

\*\* Total does not equal 100% because of rounding of figures.

### 2.4.3. Role of Concordat Partners

This was Scotland's Year of Highland Culture and at the start of the project it was hoped that national organisations, particularly in the area of the arts, would deliver a programme to the rest of Scotland and adopt a Highland theme for their events in 2007. The main vehicle for this pan-Scotland programme would be the Concordat Partners. While this appeared a workable idea, in practice the scale of work required to make it a reality was underestimated. As a result Highland 2007 soon modified its focus to activities and events *within* the Highlands and Islands, where there proved to be more success in persuading central-belt focused organisations to 'bend the spend'. In the event a couple of very important contributions were made. The National Museums, Galleries and Libraries worked together on *Fonn 's Duthchas: Land and Legacy*, an exhibition which toured to Edinburgh and Glasgow as well as Inverness and Lewis. BBC Scotland provided a platform for showcasing events, as well as contributing to the programme in the Highlands itself, specifically The Highland Promise – An Gealladh Mòr. However, with no additional commissioning budget and a stretched staff resource, it was difficult, even with political backing, for Highland 2007 to persuade events happening in the central belt to adopt a Highland theme.

The Scottish Arts Council focused a key strand of its funding on Highland 2007 projects and on capital developments; the Heritage Lottery Fund invested £6million across 25 projects and supported the *Highland Portraits* event at the end of the celebrations; the National Theatre of Scotland made several visits; *Celtic Media Festival* located to Skye in March and created a tourism surge; *Six Cities Design Festival* had a major presence in Inverness; and commercial promoters brought big sporting events.

### 2.4.4. Highland 2007's own spend by location

The geographic distribution of the Highland 2007 organisation's expenditure on projects and events (covering all categories, but excluding the schools programme) is shown in Table 8. These figures are based on monitoring data supplied by event organisers plus, where necessary, data supplied to Highland 2007 in grant application forms. In some smaller cases, it was necessary to estimate the total cost of a project. Cross Community projects (5% of total project expenditure) covered a range of geographic areas. As can be seen, one fifth of all Highland 2007 expenditure on projects was directed to Inverness (21%). However, the majority of expenditure on projects and events was distributed outside the city and across a wide geographic area.

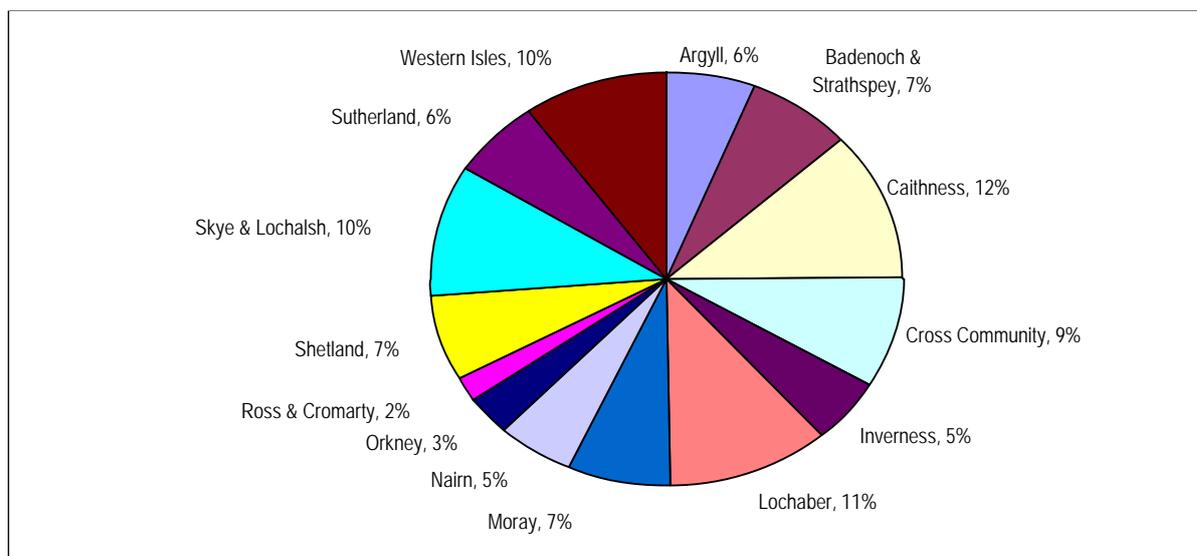
**Table 8: Highland 2007 Project Expenditure by location**

<b>Location</b>	<b>% share of total expenditure on projects</b>
Inverness	21%
Lochaber	12%
Argyll & Bute	10%
Skye and Lochalsh	10%
Ross and Cromarty	9%
Badenoch and Strathspey	8%
Sutherland	7%
Caithness	6%
Moray	4%
Comhairle nan Eilean Siar	4%
Nairn	2%
Shetland Islands	1%
Orkney Islands	1%
Cross Community	5%
<b>Total</b>	<b>100%</b>

Turning to Community projects, the majority of events and activities held as part of the Highland 2007 programme was supported through the Community Funds. Expenditure on community events comprised 59% of the Highland 2007 organisation's total events expenditure and the chart below (Figure 5) shows the geographic distribution of this spend.

As can be seen, the Cross Community Fund comprised 9% of all funding for community events. It is not disaggregated by geographic area because, as explained earlier, this funding stream applied to The Highland Council area only. Ross and Cromarty hosted the smallest share of community funded events (2%) while the largest share was held in Caithness (12%). The Highland capital Inverness was home to 5% of all community events while 10% of the total respectively took place in the Western Isles and in Skye and Lochalsh, while 11% were held in the Lochaber area.

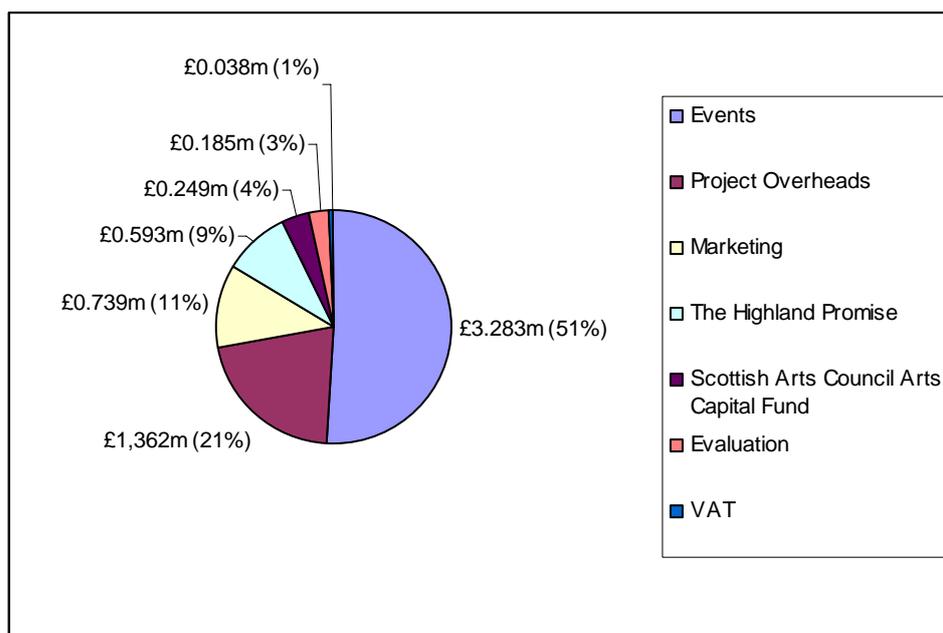
Figure 5: Highland 2007 expenditure on community events by geographic area



### 2.4.5. Allocation of Highland 2007 Expenditure

Final expenditure by the Highland 2007 organisation was £6.45million (see Figure 6). Figure 6 shows how this was distributed. Events and activities across the different categories of programming comprised the major part of this (£3.283million or 51% of total expenditure). An additional £0.593m, 9% of total expenditure, was spent on the schools programme, The Highland Promise – An Gealladh Mòr.

Figure 6: Allocation of Highland 2007 expenditure



Note: the figure for project overheads is a budgeted figure covering costs up until 30 September 2008, including salaries, rent and utilities.

## 2.5 Outline of the Programme

The various streams of funding were channelled into major events, a community programme (including small capital grants) and a major capital programme. There was also a major schools' project, The Highland Promise – An Gealladh Mòr, directed at schools in The Highland Council area. The report now considers what was delivered.

### 2.5.1. Major Events Programme

Highland 2007 with revenue from EventScotland funded 15 events and projects which met EventScotland's criteria for international events, eight of which were new for 2007. These included events created specifically for Highland 2007, and commissioned from Unique Events, such as the major launch party in Inverness, the *Outsider* Festival in Rothiemurchus and the *InvernessFest* Club and Fringe, which ran in tandem with the separately funded *InvernessFest* two-week programme of events in July. These are discussed in more detail below. While these events were funded in line with EventScotland's criteria, they were the only real direct programming which Highland 2007 undertook. A major Highland 2007 closing event was also held in Inverness, funded via the Inverness Common Good Fund and Highland 2007.

A further 32 events were supported as part of the major events programme, one third of which were new for 2007. Examples of new events included the Moray Firth Flotilla; a Highland Disability Sport TRYathlon (the first of its kind in the UK); Highlands & Islands Theatre Network's *Drama na h-Alba*; and the Forestry Commission's *TouchWood Festival*.

### 2.5.2. The Community Programme

When asked to say what the highlights were of Highland 2007, many of the board, staff and stakeholders, said 'the community programme'.

The majority (77%) of community projects or events were new. Based on feedback from just over two thirds of the funded projects it is clear that this funding translated into very positive impacts on community life and experience. Most of these new projects or events were revenue-funded, with around one-fifth of them capital-funded.

Of the new community projects or events that gave feedback 90% said that they would not have taken place in the same kind of format without Highland 2007 funding. This included all but two of the capital-funded projects that gave feedback. Capital funding was awarded for a wide range of community purposes. This included the upgrading of various built premises such as school halls and grounds, community halls and other venues, sports training facilities, museums and print studios. However it also extended to the creation or restoration of statues and monuments; new heritage trails and footpaths, upgrades to heritage displays, the purchase of new PA and ticketing systems, recording equipment; improvements to access (e.g. disabled access, improved car parking at mountain bike trail), and investment in winter lighting and floral display baskets.

### 2.5.3. Across the Highlands and Islands

Moray Council supported a programme of commissioned events including a visit by the National Theatre of Scotland to Elgin with *Macbeth*, which sat alongside an open competition for funding for local events. In line with the aims and objectives of Highland 2007, these

covered the six main strands across the area and included projects proposed by the Elgin Youth Forum and the Elgin Boys Club, to Forestry Commission Scotland. An artist residency took place at Burghhead and Scottish Opera undertook a schools' programme in Scots, Gaelic and Spanish. There are physical legacies in the shape of a new Moray Arts Centre and a sculpture at the Lecht by George Wylie.

Argyll & Bute Council also had a twin track approach with events commissioned directly by them using support from the local enterprise company alongside events resulting from an open application. Two major new events were the *Connect* festival at Inverary castle, and NVA's site-specific arts and environment project at Kilmartin.

Comhairle nan Eilean Siar supported a range of projects across the Western Isles. These included the Gaelic summer school, Ceòlas in South Uist, the Harris Arts Festival and Façal: The Hebridean Book Festival. Taigh Chearsabhagh Museum and Arts Centre, Lochmaddy received capital funding.

The Northern Isles arguably are the most disconnected from the idea of 'Highland culture' as their roots and ties are with the Nordic countries. In Orkney established organisations such as the Pier Arts Centre and *St Magnus Festival* received support, as well as new projects, including a celebration of Orcadian song and language and the *Orkney Science Festival*. The Shetland Islands programme included additional support for *Shetland Folk Festival* as well as projects in sport, environment and heritage, including a conference on Shetland women.

Prior to 2007, there was some comment about how far a Highland year of culture would extend beyond The Highland Council area. In the end, additional funding and a positive contribution from Highland 2007 staff did remove most concerns and there is talk of the development of an Islands festival involving the Hebridean and Northern Isles celebrating their own cultural year.

#### **2.5.4. Gaelic**

Gaelic was treated not only as another strand of programming for Highland 2007 but as an underpinning theme. This means that not only were there Gaelic-led or focused events but all receiving funding from Highland 2007 had to acknowledge the Gaelic language as a condition of funding. This condition was changed in the case of some places such as the Orkney Islands where a different language is spoken.

Some questioned the relevance of Gaelic for parts of the Highlands and Islands, for example in Caithness or Moray. In the face of this scepticism, Moray held its first fèis as part of Highland 2007 and this is being repeated, so a clear language legacy was left behind. There was a suggestion that non-Gaelic speaking areas, particularly at community level, took on the challenge of promoting the language in a modest way and gained a lot from it.

If not in the content, Highland 2007 was looking for some branding or signage which included Gaelic, and this was a condition of securing a grant. Although difficult to police, this was generally taken up and there was a demand for Gaelic translation. It was alleged in interviews, however, that some of the big events refused to use Gaelic. Part of the problem with branding sporting events, for example, is that they are already branded with their sponsors' logos so adding a strap line in Gaelic is problematic. Where there was a problem with adding a Gaelic strapline, efforts were made to include the language in other ways.

In terms of Gaelic-led projects which came from the Gaelic agencies, the surveys identified a divide. There were those for whom Highland 2007 was an excellent opportunity to organise and promote their work. However, others were very critical of the lack of funding available. This is partly attributable to an earlier observation about the criteria for support being event-led. Highland 2007 was not a festival in the conventional sense and had little flexibility to commission large-scale arts-led activity. It is also the case that local funding in the Western Isles was stretched as no new funding was available to match the HIE contribution.

However, some of the harshest criticism from Gaelic supporters and speakers was directed, not at Highland 2007, but at the Gaelic agencies themselves. Some from within the Gaelic community claimed the agencies had not done enough to make use of the opportunities available in Highland 2007 to promote the language and, in particular, to promote it with learners. Highland 2007 supported Air Splaoid! (an online resource developed by Cànan) for beginners and all the Highland 2007 staff made an attempt to learn the language. There was a widely-held view that Highland 2007 could only do so much, and that the community itself, through its agencies, also had a role to play.

## **2.6 Additionality**

The term additionality is commonly used to describe the extent to which an event takes place, or is modified in some way, due to the influence of a particular funding source – in this case, Highland 2007. It is often given a numeric value between zero and 100%. 100% additionality would imply that without Highland 2007's contribution, the event would not take place at all. Zero additionality implies that an event would take place in exactly the same way irrespective of Highland 2007's funding.

### **2.6.1. Revenue Projects/Events – High Additionality**

A broad analysis of feedback from revenue-funded projects that indicated 100% additionality suggested the following enhancements to project/event development due to Highland 2007 funding (approximately by frequency of mention):

- Quality (e.g. project development, ability to attract high-profile artists, etc.)
- Scale (e.g. length, scope)
- Promotion and advertising
- Audience development (e.g. ability to reach and attract wider audiences)
- Physical legacy (e.g. exhibitions, films, DVDs, costumes etc)
- Benefits of Highland 2007 publicity
- Quality/scale of facilities (e.g. venues, marquees, accommodation for artists etc.)
- Involvement of schools / young people
- Access to match funding

### **2.6.2. Revenue Projects/Events – Low Additionality**

Those projects/events that would have taken place without Highland 2007 funding mentioned similar types of impacts as above, most often benefits of scale and quality facilitated by the Highland 2007 funding, for example events being longer than usual or featuring 'add-ons' to usual activity. Other frequently mentioned enhancements to projects were the ability to provide

better promotion, to reach wider audiences and to access better facilities and purchase better project materials.

Lower additionality events mentioned benefits of scale and promotion particularly (including Highland 2007-linked publicity). For example, the organiser of an annual sporting event commented:

The event would have gone ahead but it would not have been the size it was or generated the exposure it did without its clear links to Highland 2007.

Highland 2007 funding also allowed better scoping and development of projects. A few of the events were enabled to employ or contract professionals to assist them. For example, funding from Highland 2007 helped the organisers of a well-established arts festival to employ a part-time administrator for the first time, several other groups contracted co-ordinators or professional PR companies to assist with event management and promotion. One such organiser commented:

Funding from Highland 2007 enabled [us] to employ the professional support of [a] PR company ... and use an increased advertising budget alongside this. The promotional advantage [this] provided to the festival was excellent.

Another said:

The funding allowed us to enhance every area of the event ... being part of the Highland 2007 year-long event programme was very important to us – it was the sole reason for the Festival returning to Skye in 2007.

## **2.7 Audiences and Public Awareness**

In building a picture of the audience for Highland 2007 events, several different sources were drawn on. Some of the larger events in particular did their own analysis to inform future planning. The focus here, however, is on the audience for Highland 2007 as opposed to a single event. To do this the report uses the returns made by event organisers, a Population Survey undertaken before and after Highland 2007, and an in-depth analysis of the press coverage. Various focus groups were also conducted, with an emphasis being placed on young people.

Drawing on the returns submitted to Highland 2007 by the event organisers, it is estimated that Highland 2007 generated 520,000 additional day visits and 43,000 overnight visits to the Highlands and Islands. A more detailed analysis of these figures and their impact is given in **Part Four**.

The Population Survey carried out before and after Highland 2007 suggests that there was a high level of public awareness of Highland 2007: it shows, for example that 75% of those interviewed across the whole of the Highlands and Islands, and over 90% in The Highland Council area were aware of Highland 2007 at the end of the year (See Appendix 4). In contrast, however, actual attendance and participation levels in Highland 2007 were significantly lower than anticipated by respondents beforehand. In 2006, 90% of residents interviewed in the Highlands and Islands expected to attend Highland 2007 events but only 39% of the second

sample actually did. This ratio for The Highland Council area was better at 56% attending compared to 89% expecting to. Similarly, in 2006, 53% of respondents living in other parts of Scotland expected to attend Highland 2007 events but only 9% of the 2008 sample actually did. It is clear that respondents significantly overestimated their likely involvement. It may also be due to a lack of 'brand awareness' and a missing ingredient in the media coverage. They may even have attended Highland 2007 events but not identified them as being such.

A long term detailed monitoring of the media was undertaken to assess cultural impacts discussed in **Part Five**. The media analysis was confined to press clippings containing references to Highland 2007. However it is noted that there were some significant stories in the media which concerned Highland 2007-supported events but which did not make any reference to Highland 2007. For instance, an August 2007 edition of *The List* contained a large number of articles on various artists performing at the *Connect Festival*, one of the main summer events of the Highland 2007 programme, but did not once mention this as the context in which the event was taking place. Similar articles (i.e. lacking any reference to Highland 2007) appeared on a number of other high profile events.

This observation is consistent with what was established through interviews and focus groups. There was a general awareness of Highland 2007 as a concept. However, even amongst those who knew about it, people claimed that not a lot had happened during the year. One of the Highland 2007 board members expressed frustration at having to correct friends and neighbours who offered the view that Highland 2007 were involved in the opening and closing outdoor events only.

Across the interviews, focus groups and press coverage, the same was true: a failure in branding meant that attendees of individual festivals and events did not connect them to Highland 2007.

## **2.8 Programme: Enhancement or Displacement?**

For its programme Highland 2007 relied on the enthusiasm, commitment and imagination of those working in the Highlands and Islands, particularly those with experience as promoters or producers, whether at local level or across the Highlands and Islands. Highland 2007 also took the decision to programme directly some major 'flagship' events which would make a mark in the Highlands and Islands and beyond. In this approach, it was attempting to balance the expectations of promoters and organisations in the Highlands and Islands. In doing so it raised questions about the consequences of the Highland 2007 programming approach. Were the outcomes for existing events negative, due to displacement, or did the increased number of events encourage more attendance and visitors, with a positive outcome for all?

### **2.8.1. Response from Promoters**

One expectation amongst producers was that existing events would be enhanced by Highland 2007. To a great extent this happened with the festivals in particular receiving additional funding – *Blas*, *Belladrum Tartan Heart Festival*, *Rock Ness*, *Skye Festival* and annual events which came to the Highlands and Islands in 2007 such as *Celtic Media Festival* and the *Royal National Mod: Am Mòd Nàiseanta Rìoghail*. The *UCI Mountain Bike and Trials World Championships* in Fort William was another example. The World Cup events had visited and built up a reputation in Fort William over several years, and with Highland 2007 support, the Championships came in 2007.

This could lead to the accusation that 'it is all about events which are already happening' but there were new ambitious projects such as the Moray Firth Flotilla, the commissioning of a new musical, an astronomy and art project, Highland Constellation, and a festival of theatre with local and international companies.

The original ambition was to encourage events showcasing Highland culture to happen elsewhere in Scotland. As already noted, this happened to a limited extent only and the view of the board and team was that they needed to concentrate their resources on work within the Highlands and Islands.

There was also some criticism of decisions to bring events to the Highlands and Islands, particularly for those who felt that this year should be about Highland culture being showcased to the world. Not all incoming events were criticised: the national agencies' exhibition, *Fonn 's Duthchas: Land and Legacy*, for example, was welcomed, as was the visit of the National Theatre of Scotland. Here, national agencies were seen to benefit the Highlands and Islands with their money.

While neither the participation of Swedish theatre companies in *Drama na h-Alba* nor North American singers in *Blas* attracted comment, there was criticism of the decision to support the stadium concert given by Elton John in Inverness in July. This highlights the balancing which any festival has to do. If a festival in the Highlands does not celebrate Highland culture then who will? On the other hand, why should a Highland population not enjoy the kind of major events which happen regularly in other parts of the country? As a member of the tourism focus group commented about the Elton John concert, and specifically the role of Inverness Caledonian football stadium:

It was also a celebration of the Highlands and Highland culture – the fact that the Highlands could host an international star and host him well. Caley Thistle did an amazing job, absolutely first class. I think that's great, absolutely tremendous.

Focus groups revealed that the Elton John event proved to be a memorable night, winning over the sceptics. However the concert also raised other concerns, to do with the involvement of promoters from outwith the Highlands and Islands, and these concerns persisted.

### **2.8.2. The Unique factor**

The biggest issue of contention, amongst promoters, was the decision of Highland 2007 to award a major contract to Unique Events to deliver key events across the year. Unique Events was contracted after a competitive tendering process to 'scope, design and deliver two international opening and closing events in Hogmanay 2006 and 2007<sup>23</sup> plus an event in October/November and a programme of events for July. They were also asked to identify two further events. The appointment of Unique Events secured £1million support from EventScotland and the company organised the opening and closing *Old New Year* events, *InvernessFest* and the *Tattoo* at Fort George (held in July), facilitated the Elton John concert and organised a new event in June called the *Outsider* which was part music festival and part environmental and sports event. Unique Events was also commissioned to programme the *Strange Fruits* performance at the Highland Games.

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<sup>23</sup> The tender was advertised in the Official Journal of the European Union and the proposals received considered at Board level.

One of the major criticisms centred on the decision to award funding to an organisation which was from outside the Highlands and Islands and not to enhance the capacity of those already operating in the area. While there were some (principally disappointed Highland-based promoters) who raised issues about how public money was being used and decisions made, the board and staff were able to demonstrate that a proper process had been followed. There was, however, an acknowledgement from within Highland 2007 that perhaps not enough had been done to communicate to promoters in the Highlands and Islands what was being proposed before the contract was awarded.

A deeper unease, and one that was echoed by some board members too, was whether enough had been done to ensure that this was not another example of the Highlands and Islands being considered 'not good enough' to control its own activities, and of needing to 'bring folk in' from the central belt. There were real fears that not enough had been done to pass on to local people the skills which Unique Events brings – although the research team did identify people who had worked on the Unique Events programme, as well as other festivals and gained a great deal from the experience. Nevertheless there was little evidence of any planned approach for achieving this.

However the bottom line for awarding contracts, as one stakeholder put it, is that

The Highlands and Islands is part of Scotland. It's not a republic. [...] The idea of putting the shutters on our region for anything is not one that I support at all.

In the end Unique Events was regarded as the company which could deliver what were very large events and which had the track record to attract significant funding. They possess the flair to bring a fresh approach. The *Outsider*, for example, although marred by atrocious weather, set out to offer a music and outdoor event which could appeal to families and not just to the youth market who had the opportunity to visit other festivals held during the year. In addition, Highland 2007 and its public sector agency backers bought from Unique Events the minimisation of risk. Even Unique Events' biggest critics acknowledged that they had the expertise to put on very large events safely in very difficult circumstances.

### **2.8.3. Festivals and displacement factors**

A further criticism centred not only on Unique Events and the appearance of the *Outsider* and the Elton John concert, but also around *Connect*, a festival held in the grounds of Inverary Castle and supported by Argyll & Bute Council as part of their celebrations. The concern was partly about audiences and 'festival fatigue' based on the argument that the Highlands and Islands can only sustain a certain number of these events. There was a very strong and consistent view expressed to us that the Elton John concert damaged the *Hebridean Celtic Festival* on Lewis and the latter lost an audience who left to travel to Inverness and did not stay for the Saturday night on the island.

Responding to the survey questions, the *Hebridean Celtic Festival* organisers maintained that:

It was inevitable that a displacement effect would occur, affecting some of the established events throughout Highlands and Islands during 2007.

The attendance figures for the *Hebridean Celtic Festival* were reported as being around 15,000 in both 2006 and 2007. However, the organisers argue that in 2007:

Some of the established festival events struggled to survive in an artificially distorted market.

They went on to note that the *Hebridean Celtic Festival* itself suffered a significant financial loss for the year. Referring specifically to the Elton John concert, they said that:

Despite assurances that HCF would be given consideration in the scheduling of events within the wider programme, this did not happen. This resulted in a dilution of our media impact and a 30% loss of attendances from our Highland audience.

*The Belladrum Tartan Heart Festival* raised similar concerns about displacement due to Highland 2007. As with the Hebridean Celtic festival there was an increase in attendances – from 12,000 in 2006 to 12,500 in 2007. In a return to the survey, they commented:

[Highland 2007] spawned two competing events which received far larger sums of money than us and now threaten our market. The effect of the arrival of these two events, *Connect* and the *Outsider*, in an already overcrowded festival market last year was offset by grants from HIE Inverness and East Highland but this year [2008] those are not available while *Connect*, because it is part of a corporate monster, has maintained the financial muscle to hurt us and is using it.

This highlights a concern centred on who 'owns' these festivals and events across Scotland: were they, like *Belladrum Tartan Heart Festival* or the Unique Events organised events, owned and run by Scottish-based companies; or were they owned by global players, or at least European conglomerates? The larger the organisation, the bigger the offer they can make to bands to appear, and also *not* to appear at other events. If they are performing, for example at *T in the Park* they are banned from performing at another festival in Scotland, even if it is at the other end of the country and at a different time of year. *Glastonbury* has the strongest 'brand' and it was alleged to us that bands signed up for less with them because of the name.

This becomes more complex when public money is involved. Has public money been invested in helping to create events which then compete against each other? All the main festivals in the Highlands received public money in 2007. They were funded against set criteria. As with other activities, some received more than others but whether that had an impact on the viability of the event is open to question. What is known is that the *Skye Music Festival*, which was first launched in 2005, has been cancelled for 2008, partly blaming too much competition from other festivals.<sup>24</sup>

Some organisers of larger-scale events that have been running for several years suggested attendance figures may have been affected due to the large numbers of events taking place in the Highlands and Islands during 2007. For example, the organiser of a food and drink festival commented with regard to a 15% drop in attendance between 2006 and 2007:

Without doubt this was due to the very high volume of events in the Highlands and Islands and the feedback from regular attendees was that they had already been to so many events that they would not be attending.

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<sup>24</sup> See [http://news.bbc.co.uk/1/hi/scotland/highlands\\_and\\_islands/7343180.stm](http://news.bbc.co.uk/1/hi/scotland/highlands_and_islands/7343180.stm) [accessed July 2008].

The organiser of a well-established festival in Skye commented on the status quo in ticket sales during 2007, rather than any downturn:

We are ... well aware that the vast increase in events in Highland 2007 and particularly the arrival of the *InvernessFest* at exactly the same time [as the Skye event] had a detrimental effect on ticket sales. Given that the Festival is running almost to capacity anyway we were pleased to hold ticket sales' level for 2007. The lack of increase in numbers was due to the competition of other new festivals in the region, 'events overload' throughout the year locally and competition from the *InvernessFest*.

The same organiser acknowledged that ticket income had increased on previous years, 'due to higher prices and a more vigorous and managed sales system', which was partly facilitated by Highland 2007 funding, both towards the purchase of a new ticketing system and the employment of a part-time administrator.

A festival which was part-funded by Highland 2007 during 2006 and 2007 achieved further growth during 2007 but did not reach its target for ticket sales/box office income. The organiser commented:

While we failed to reach our target, this can be offset against the over-target income achieved in 2006, and is explained chiefly by the fact that the ... concert in Fort William failed to make anything like its box office projection. There seemed to be an awful lot going on that weekend it took place, during the *Mountain Bike Championships*.

A festival in its third year during 2007 held its audience numbers. It also increased participant numbers largely due to the 'add-on' of a community events programme part-funded by Highland 2007. The organiser acknowledged that:

2007 funding helped [us] survive in a very competitive year with the creation of so many new festivals in 2007. It provided a challenge for many of the established festivals already happening in the area to survive. As a festival with a loyal audience we managed to overcome the potential loss of audiences to the newly established events.

On the basis of returns made to Highland 2007 and information taken from the surveys undertaken, it appears that on attendances alone, most held up, though without any great boost to figures in 2007. It is not possible to comment on the extent to which additional festivals made it difficult to book acts but the organisers are clear that this was a factor. It is evident also from returns that long-standing festivals had to work harder at attracting and retaining their audiences. In some cases they were assisted in this by Highland 2007 funding.

Sadly, the rivalry and competition had, in some occasions led to the damaging of relationships and it is difficult to see how this can be healed. Ironically, the festivals were one of the biggest successes of Highland 2007 and hold the key to one strand of the legacy of the year. 2007 was for many young people in the Highlands and Islands and beyond, a great year to go 'festivalling' in the area. It can be argued that this was built up, over a long period, by events such as the *Skye Music Festival* and *Hebridean Celtic Festival* and, more recently, by *Belladrum Tartan Heart Festival* and *Rock Ness*. However, young people observed in the focus

groups that it was just a year when there was lots to do and many of them were able to take up the opportunity.

So far discussion of displacement/enhancement has been confined to major events, particularly festivals, but this was also an issue of relevance to the existing cultural and heritage infrastructure and provision across the Highlands and Islands during 2007. Historic Scotland, for example, is responsible for a number of visitor attractions across the Highlands and Islands, of which some are ticketed sites with a sales office and therefore record visitor numbers. Urquhart Castle, on the banks of Loch Ness, was the backdrop to events held as part of Highland 2007 and is one of the top three historic visitor attractions in Scotland (the others being Edinburgh and Stirling Castles). During 2007 visitor numbers increased by 12% or 29,000, compared to a 2% rise for Edinburgh Castle and no change in visitor numbers to Stirling.<sup>25</sup> Of course year on year visitor numbers can fluctuate significantly due to a range of factors, not least the weather. In this case, while other factors such as increased promotional activity by Historic Scotland were involved, anecdotal evidence from staff at the Castle suggests that events during Highland 2007 may also have helped towards this.

## 2.9. Summary

There was a significant public investment in Highland 2007 which levered private investment and visitor spend into the pot. From this a large number of events were supported including 500 events or projects, more than 130 capital projects and a series of events in schools. Figures suggest that overall attendance was high with a significant level of visitors to the Highlands and Islands participating in events. However, it is also the case that not all those who attended events realised they were being promoted in the context of Highland 2007.

Looking at where the money was spent, various initiatives were successful in engaging communities across the Highlands and Islands and the risk of funding and programming being concentrated in Inverness and the surrounding area was avoided. The programme was delivered principally in the Highlands and Islands with few events elsewhere in Scotland adopting a Highland theme.

Some strands received more funding than others, which to some extent reflects the nature of the strands: performance arts and sport are *per se* event-focused. However, Gaelic underpinned many of the events and it was a condition of funding that the language had to be used on marketing material. Festivals were important in Highland 2007, particularly over the summer. There is no evidence of major displacement during the year, but pre-existing festivals felt the pressure on audiences. It is too soon to say what long-term impact this will have.

In terms of reception, there are those who felt that Highland 2007 should have been about Highland culture; others who felt that too much was focused on existing organisations and events. However others held the view that festivals and large-scale events in particular gave (mainly) young people in the Highlands and Islands the chance to enjoy what is available elsewhere in the country, but this time against a uniquely Highland backdrop.

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<sup>25</sup> Source: Historic Scotland.

### 3. THE HIGHLAND PROMISE – AN GEALLADH MÒR

*The Highland Promise – An Gealladh Mòr, comprised a raft of activities coordinated by schools around the six strands, for which funding was made available by The Highland Council. It was a positive experience for many schools. The opportunity to work together in Associated Schools' Groups (ASGs) appears to have been beneficial for the schools involved. It is unlikely that it will translate into other projects unless there is a specific budget. The approach of allocating all schools the same budget and asking them to deliver a new strand of activity was, on reflection, not entirely successful. In the general responses, some teachers certainly felt that this was yet another strand of activity to be fitted into an overcrowded year, and supporting additional activity, particularly for schools undergoing other major changes, was just too much.*

*On the other hand many schools welcomed the chance to be part of a larger series of events, and to ensure the school did its 'bit' for Highland 2007, and they responded with enthusiasm to the opportunity to enhance their cultural curriculum.*

*In terms of legacy for the schools, without a regular financial input it is difficult to see how any benefits can be sustained. The cutting of the Cultural Coordinators scheme means the delivery of an ongoing programme may be problematic. The real and only legacy rests with the children who took part. The Highland Promise – An Gealladh Mòr, has shown what is possible.*

Alongside the public events programmed for Highland 2007, The Highland Council wished to introduce something special for its young people of school age. It allocated a budget, with assistance from the Scottish Government, and developed a programme which offered school children the opportunity to participate in events related to the six categories of culture defined by Highland 2007.

This section looks at what The Highland Promise – An Gealladh Mòr set out to do; how it was implemented at school level and how it fitted in with existing activity and with the school curriculum. The reaction of the pupils is considered and put in the context of the views expressed by young people in the Highlands and Islands about Highland 2007 generally.

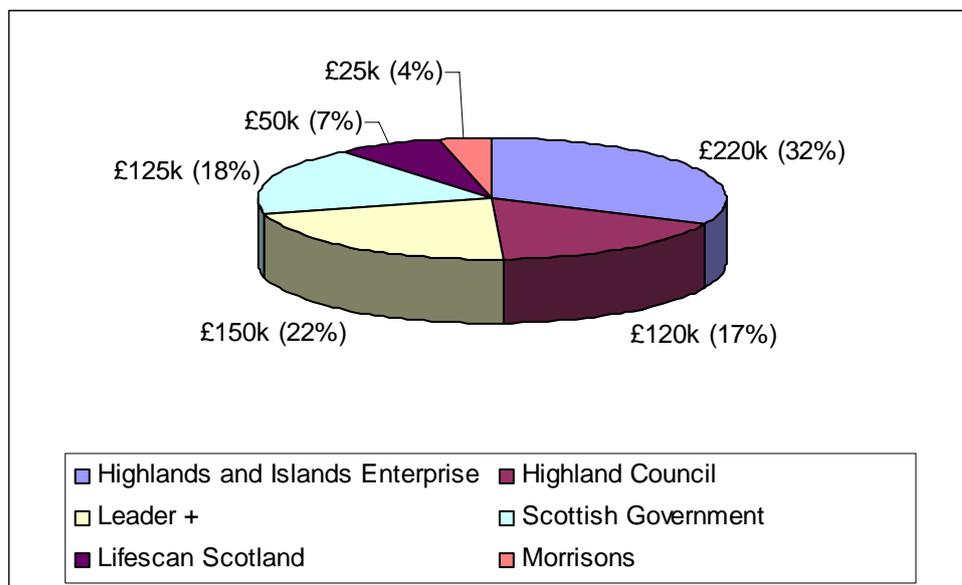
It is based on a review of the documentation surrounding the project and interviews undertaken with staff at The Highland Council, and with staff and pupils at schools in Mallaig and the Small Isles, Inverness, and Kingussie. These were carried out initially during 2006 and then again towards the end of 2007. A web-based survey of head teachers in all The Highland Council secondary schools was also undertaken, to ascertain the pattern of activity across the whole area and to help identify issues. The results of the survey can be found in Appendix 5, and the findings are summarised here.

This programme existed only in The Highland Council area, and, unlike the rest of the events programme, was targeted at schools only. The funding was specially allocated and managed through the Highland 2007 office. In total £600,000 was allocated to The Highland Promise – An Gealladh Mòr.<sup>26</sup> As the chart below shows (Figure 7), the majority of funding came from

<sup>26</sup> £593,010 was claimed by end of March.

public sector organisations, including the Scottish Government, which directly contributed £125,000 and £150,000 from Leader +, a European funding programme. There was also private sector support for The Highland Promise – An Gealladh Mòr in the form of contributions from LifeScan Scotland Ltd and Morrison Construction, who together provided £75,000 or 11% of the costs.

**Figure 7: Sources of funding for The Highland Promise – An Gealladh Mòr**



### 3.1 Aims of The Highland Promise- An Gealladh Mòr

The Highland Promise – An Gealladh Mòr started life with the title 'Cultural Pledge'. It then became 'Your Choice' and finally 'The Highland Promise – An Gealladh Mòr'. These changes of name are a reflection of a deeper debate within The Highland Council and specifically within its education committee and department, and not just a search for a catchy title.

The plan was to offer a 'shopping list' of projects which would be delivered by national agencies (including the BBC, Scottish Opera, Royal Observatory) or local companies or agencies (for example Feisean nan Gàidheal and the Highland Printmakers Workshop) which would engage young people across the full range of activities included in the Highland 2007 definition of culture (for a full list see Appendix 5). In addition to this list, schools were also to be given the flexibility to introduce their own specific options.

At the early stages there was a tension between the idea of the 'pledge', which carried with it the obligation of the local authority, via the school, to provide an activity, and the 'choice', which implied that both the pupil and the school would have the initiative. At its heart, this difference reflects the tension which exists between the local authority's role in education (delivered within a statutory framework with set measurements and outputs) and its role in culture, where the framework is much looser. It also reflects the difference for the young person: you can choose whether or not you want to attend a theatre event or take part in a new sport, but you have no choice when it comes to attending school and only a limited choice in terms of the curriculum.

It was the task of the officers at The Highland Council to chart a way through this for politicians. This they did, coming up with a title which *included* an obligation but allowed for a *choice* as well:

The Highland Promise – An Gealladh Mòr is a pledge to young people in schools within The Highland Council area that during 2007 they will have the opportunity to take part in activities they might not otherwise have access to across the six strands of culture: arts, sport, heritage, language, science and environment. Young people have played a key role in shaping the options for their school in 2007.<sup>27</sup>

There was a genuine desire to let schools and pupils have a say in what happened and also a desire to avoid simple pledges such as 'every child will get swimming lessons' – which is already part of the provision in Highland schools.

### 3.1.1. Process

Once the policy had been determined, there were several issues to be addressed in terms of how The Highland Promise – An Gealladh Mòr would be implemented.

The first was structure. The Highland Council has 29 secondary, 183 primary and 3 special schools distributed across the whole of the Council area, from Caithness to Badenoch, including the island schools. The Council is encouraging its schools to work in their ASGs (that is, in groups of secondary plus feeder primary schools). This structure is to encourage cross-school collaboration and is particularly important in assisting pupils making the transition from primary to secondary, a process which involves some moving away from their home in a remote area and boarding during the week, or sometimes for longer. It was this ASG structure which was used to deliver a programme across the schools.

Each ASG was allocated £20,000 in cash for The Highland Promise – An Gealladh Mòr. Some additional funding was allocated to four ASGs.<sup>28</sup> There was significant support given via key staff of The Highland Council – particularly the Quality Development Team, Active Schools' Coordinators and the Cultural Co-ordinators<sup>29</sup> who supported teachers in identifying and delivering the appropriate activity in sport, art or heritage in particular. Each school had to include Highland 2007 activity in its school plan, and each ASG produced a special plan for Highland 2007 outlining how the project would work across the ASG.

In addition to the funds allocated to each ASG, Highland 2007 centrally funded projects which the schools accessed. These included BBC Scotland's *Broadcast Team* and a project on Thomas Telford delivered by The Royal Commission on the Ancient and Historical Monuments of Scotland.

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<sup>27</sup> <http://www.highland2007.com/the-highland-promise.html> [accessed July 2008].

<sup>28</sup> The three ASGs were awarded additional funds to support special needs pupils (Inverness Royal Academy, Tain Royal Academy, Dingwall Academy), and Portree High School was allocated extra to take account of the geographic spread of its associated primaries.

<sup>29</sup> Cultural Co-ordinators, funded by the Scottish Government, work to facilitate arts and cultural heritage visits, events and workshops for their local schools.

Highland 2007 also funded pilot projects from the budget before The Highland Promise – An Gealladh Mòr was launched, including a joint initiative between the *Edinburgh Science Festival* and *Caithness Science Festival*.

A key part of The Highland Promise – An Gealladh Mòr concerned the involvement of pupils; they were to be encouraged to choose what they wanted to do and to shape activity. A list of activities was produced by the Council's education department working with Highland 2007. As indicated, this offered a wide range of activity providing opportunities both to participate in and attend events. Schools were also free to develop their own programmes, and many of them did.

The question asked was, did this activity form part of the curriculum or was it additional? There was no insistence that it had to be curriculum related, although many saw these activities as being part of other initiatives targeted at strengthening the curriculum. There was also no policy as to whether or not this activity happened within school hours or not. Much did, of course, but by implication, visits to a concert or the theatre happen outside school hours. For many schools in the Highlands travel distances alone mean that *any* activity happening away from school happens outside the school timetable.

### 3.1.2. Research

To establish what happened across the council area, the head teachers of the main secondary schools in each ASG were surveyed. These were the individuals responsible for the budget and the organisation of The Highland Promise – An Gealladh Mòr activity for that group of schools (see Appendix 5).

The questionnaire was designed to identify the level of participation by the schools and pupils in The Highland Promise – An Gealladh Mòr. This included assessing the prepared menu of events, the range of events, the quality of the participation by the schools and pupils, and qualitative views about how The Highland Promise – An Gealladh Mòr was experienced by the participating schools. The survey was conducted between October and December 2007. Twenty-one schools responded, a response rate of 75%. With one exception in all cases the response was made by the Head Teacher or Rector of the school, or their deputy.<sup>30</sup> The answers received in response to the main survey questions are summarised below.

### 3.1.3. Management

The responses indicate that the head teachers were quite heavily involved in the management and delivery of The Highland Promise – An Gealladh Mòr programme in the ASG for which they were responsible. Where this was not the case it appears to have been due to a head teacher not having been in a specific post throughout the period. 95% of schools had put into operation at least half or more of their initially planned The Highland Promise – An Gealladh Mòr programme. Two thirds said they had done 'most of it', though only two schools indicated they had put their entire planned programme into operation. The total number of schools reported as being involved by the respondents was 125, including 101 primary schools, 21 secondary schools and 3 other (special needs) schools. The Thurso response gave no indication of number of schools, but there should have been at least one secondary as Thurso

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<sup>30</sup> The one exception was a school where the response was made by its dedicated Year of Culture Coordinator.

and Wick High Schools are part of one ASG. There was an aggregate total of 15,688 pupils involved in The Highland Promise – An Gealladh Mòr activities comprising 6,664 primary, 8,974 secondary and 50 other (special needs schools).

### **3.1.4. Support from beyond the ASG**

A wide range of support from the local authority was described in the responses. Clearly, funding was seen as the most useful form of support, indicated by two thirds of respondents. The menu of activities provided was also mentioned, as were training, co-ordination and specific expertise. One ASG mentioned time for planning being made available; another indicated that timescales were too short. A broad range of partnerships was reported. More than half of the ASGs had partnerships with other schools or school groups; just under half of them had partnerships with local businesses. Two fifths of ASGs developed partnerships with national bodies in arts, heritage or sports. Parents' bodies and voluntary organisations made up just under a third each and one ASG had its local enterprise company as a partner.

Two ASGs reported that they had received funding from 'other public funds'. These were Fortrose Academy, which received £10,000 through the Scottish Arts Council; and Kinlochleven which received £7,500 from unspecified 'other public funds'. A further two ASGs reported 'sponsorship by private organisations': Alness Academy to the value of £1,000 and Nairn Academy to the value of £500. Inverness High School reported receipt of £2,000 from another unspecified source. Inverness Royal Academy reported support in-kind from 'other public bodies' while three other ASGs reported other forms of support in-kind.

### **3.1.5. Challenges**

Time appears to have been the main challenge, followed by funding. The responses generally suggest there was an increase in opportunities available which, albeit welcome, proved a challenge to fit into already busy schedules and staff resources. Timetabling is mentioned specifically by one respondent; another commented on the amount of administration and reporting. A couple of respondents also mention motivation and/or involvement of staff and pupils as a challenge; while one indicates that high pupil aspirations were also a problem.

### **3.1.6. Achievements**

A very wide range of achievements were noted, covering most if not all of the Highland 2007 strands, arts, sport, heritage, language, science and environment.

Head Teachers were also asked about problems they faced. The aim was not just to try and identify specific problems which may have been faced but how flexible and resourceful the ASGs were in dealing with them. Some schools reported no difficulties. Generally the difficulties which have been reported appear to fall into two categories: issues relating to general management including resources; and logistical, mainly transport-related problems encountered with specific activities. The resolution to difficulties, when found, appears typically due, in the words of one school, to 'goodwill and hard work'.

### **3.1.7. Programme**

The 'menu of choices' which was prepared by Highland 2007 appears to have been used by 80% of the ASG respondents in at least some way. While it 'formed the basis of our

programme' for only one ASG, three quarters reported that they had 'used elements of it and found other events elsewhere'. Meanwhile, a fifth of respondents (20%) did not use the Highland 2007 'menu of choices' at all. The vast majority of schools indicated they had provided at least 'a few activities' involving each of the six Highland 2007 strands of culture.

Language was the strand which was covered least, with 11% of respondents indicating they had not involved this strand in any activities at all. However more than half (55%) said the language strand was involved in some activities, and a third (33%) said language was involved in most activities. Art, sport and science were not involved in any activities by only 5% of respondents. Heritage and environment appear to have been involved in at least a few activities by all respondents. The arts strand was involved in most activities or all activities by more than a third (35%) of ASGs responding; sport by 20%; and heritage by 15%.

### **3.1.8. Pupils' involvement**

Respondents were invited to indicate whether their pupils' involvement in The Highland Promise – An Gealladh Mòr programme could be described by any the following statements:

- pupils were involved in deciding which activities or events should be included
- pupils were free to choose anything they wanted to participate in from the activities or events included
- pupils helped to develop and organise some activities or events
- pupils led development and organisation of some activities or events
- pupils took part in some activities or events which were mainly conducted in Gaelic

Amongst the 19 ASGs which responded to this question, the vast majority, nearly 90%, indicated that 'pupils were involved in deciding which activities or events should be included' in The Highland Promise – An Gealladh Mòr programme. More than two thirds (68.4%) said that 'pupils helped to develop and organise some activities or events'. In almost one third of cases (31.6%) pupils 'led development and organisation of some activities or events'. In a quarter of cases (26.3%) 'pupils were free to choose anything they wanted to participate in from the activities or events included.' Also, it was reported that 'pupils took part in some activities or events which were mainly conducted in Gaelic' in around a quarter of ASGs.

## **3.2. Appraisal**

Taking the results of the survey alongside the interviews with teachers, it can be concluded that the collaboration between primary and secondary schools through the ASG did work, up to a point. It was felt that it gave a focus to the ASG but also a challenge. It was the first time that these schools had worked together with a common budget and there were (polite) tensions between schools about how this was spent.

While the survey does indicate full involvement across primary secondary and special schools, one of the major problems of joint activity – as opposed to joint working – was the difficulty in delivering activity which suited all age groups, and, just as tricky, activity which crossed between the 'cultures' and the timetables of primary and secondary schools. Once secondary school pupils reach Standard Grades, the timetable becomes a great deal less flexible. There were also child protection issues involving very young children (for example, you cannot take a five year old on an overnight trip from an island to the mainland without parent or guardian

involvement). The schools were most successful with projects which either focused on joint activity amongst the primary schools or activity which included the age group of (roughly) 7- 14.

Another issue raised was that of leadership. Here is the response of one teacher:

With most of the ASGs the running seemed to devolve to the secondary Head Teacher. But that wasn't clearly stated which meant we were in the awkward position of not wanting to appear too pushy, not to lay ourselves open to accusation and simply steam-rolling over people. [...] There are advantages in that collaboration but it makes it really difficult to co-ordinate a project if you're not clearly designated the co-ordinator.

While there is no evidence of real conflict, given the different needs of each age group of pupils, issues of geographic spread, and the demands of the curriculum, the new roles which fell to head teachers did throw up some challenges. This was further reflected in the comments in the survey about time and commitment.

### **3.2.1. Engagement**

The depth of engagement of schools overall was not consistent. While the survey does show that The Highland Promise – An Gealladh Mòr touched all schools, the level of delivery depended a great deal on the local leadership. Unforeseen issues could upset the best laid plans – for example, an HM Inspectorate of Education inspection, a re-build of part of the school and a change of head teacher.

Some pupils were critical of their school and felt it was not adventurous enough and they 'never got anything' – comparing themselves to similar schools elsewhere. It is the case that some head teachers were more interested in grasping these opportunities than others but alongside must be taken on board the pressures on secondary schools to deliver results. Much more positive was the engagement of primary pupils in a huge range of activity which could be more easily accommodated into their learning outcomes. For example, an environmental project could link with the desire of the school to become an ecologically friendly school and be used to tackle a range of issues.

### **3.2.2. Resources and timing**

The funding level was considered adequate for what was involved. It was regarded as generous by some schools, but, as highlighted above, it brought with it additional responsibility to ensure that it was spent properly across schools. Some schools, as seen in the survey results, were very successful in leveraging other funding from partnership bodies. There was however, a concern that it was one-off and did not tackle the real issues of access to culture. One teacher ruefully explained that he was desperate to have a music teacher in the school on a regular basis and build up an ongoing engagement in music, and not simply a one-off activity. The teacher went on to explain:

The trouble is when you're given £10,000 to spend on sports equipment, you know, when in actual fact you want to put it in the bank because you want to build a pitch, which is going to cost you £100,000. And the trouble with a lot of money that is thrown about, you know, is it's short-term money, has to be spent within a particular time against a particular target.

It also arrived against a background of cuts elsewhere, thus raising issues of displacement. There was a great deal of concern that this was not 'new money' but had been cut from other education budgets.

My impression, as a secondary teacher, was we were told, you're getting this money cut from your budget, lo and behold, there's money available for Highland 2007. It was just the same money. We didn't think that we'd get any extra money. In fact what we got for Highland 2007 probably didn't come anywhere near how much was cut from our budget.

Such complaints about special and targeted funding are common, but it is true in this case that the funding was being invested against cuts being made elsewhere.

There was some feedback that the timing did not meet the needs of the schools, in that Highland 2007 covered a calendar year and not a school year. For some schools this was seen as an opportunity to spread the activity across two school years. Others expressed concern that children at the top of the school were just getting started when they moved on and the leadership they offered, as well as their experience, was lost. This applied to secondary and primary schools (particularly small ones).

### **3.2.3. Pupil involvement**

The involvement of school pupils in determining what happened was patchy. As discussed above, it is not part of the ethos of education to offer pupils a choice in what they learn. The most common approach was to engage and involve the pupils in discussing what these different activities might be; they were guided to think about new activities but also about what was practical and possible. In most cases, school councils or equivalent existing structures were consulted. When it came to implementation the staff took over. This was confirmed both by interviews and in the survey. One teacher commented on how this worked:

They were superb with the early ideas. They were less good at being able to follow those ideas through. [...] I don't mean to be critical but there was a sense that they've, they've come up with these bright ideas now it's over to staff to implement them, and that wasn't the way we wanted to play it. They got a little bogged down and I felt that the organisation seemed to be beyond them.

If, however, the actual implementation of projects was difficult for even secondary school pupils, The Highland Promise – An Gealladh Mòr did, in some schools visited, encourage discussion around the issue of Highland culture. As a pupil commented:

We have got to do a lot and get involved – we talk a lot about it in the class room and it makes you think how good the Highlands are in comparison to a lot of other places. It picks out things which are really exciting but you don't think about it until you talk about it.

This comment was in contrast to those of other pupils who felt there was 'nothing going on', such as the boy who pointed out, 'you can only go and see the dolphins in the Moray Firth so often and then they get boring'.

It is to the great credit of some primary schools that they embraced their pupils' desire to undertake the most extreme sports possible, allowing children to try out challenging activities. From the responses to the survey, a great deal of variety was available across the Highlands.

The Highland Promise – An Gealladh Mòr was intended to involve all children regardless of ability or need. The Highland Council has a long experience of integrating children with special needs into mainstream schools and it is already part of their approach to ensure all children have access to all activities. In research for this report, there were examples of a child with physical disabilities and another with autism participating in kayaking, both from the same school and both requiring very different forms of support.

The research team also visited Drummond School in Inverness which takes children with severe and complex needs. During 2007 some of the older pupils became involved in cross-curriculum work with Inverness Museum as part of social studies access course and Highland 2007 funding gave an opportunity to enhance this and offer more opportunities for trips. The whole school became involved in designing a new tartan and badge for the new school, which was under construction during 2007. Highland 2007 has allowed for the production of badges and a bolt of the tartan from a local firm. However, there was already a focus throughout the school on activity such as music, art and drama as a means of engaging with some of the pupils. The best possible legacy from Highland 2007 has been the re-opening of Eden Court Theatre and its engagement in drama for young people with special needs.

### 3.2.4. The 'menu' of activities

Only one school in the survey was reported to use the menu list that The Highland Council offered as the basis for all activities, with 80% using part of it. Of the schools interviewed, few had chosen from the menu. A popular choice was *Generation Science* theatre show about science linked to the curriculum. This did prove a huge hit with upper primary/lower secondary pupils. Overall, Highland schools already offer their pupils a range of outdoor activities, including the team sports of football and shinty through to individual activities of kayaking, mountain biking and snow boarding. Exploring their own environment and natural history is a key part of their everyday lives—even for those living in the city. There is already an engagement with traditional music—every class interviewed had a large number of pupils learning a musical instrument, usually the fiddle, clarsach or pipes. They already explore the history and traditions of the Highlands from the Clearances to the herring industry (and a visit to Culloden is a regular trip already for Inverness schools in particular). Many secondary schools include also the standard school play or exhibition organised by pupils. In many cases The Highland Promise – An Gealladh Mòr activity (and budget) was used to enhance this range of existing activity.

There were, of course examples of additional activity: the small isles and Knoydart primary schools organised a *Small Isles Odyssey*: a trip to each others' schools with each offering a special activity: geology on Eigg; archaeology on Canna, bird watching on Muck and so on. These schools also worked together on creating a mural about their islands which will go up in the planned new hostel at Mallaig secondary. This time the artists moved from island to island working with the children. All the schools in the Mallaig area worked on a Gaelic song together with an established Gaelic singer. Despite the fact that a trip off the island to the mainland can involve three days away – depending on ferries – there was an increased number of these opportunities taken up in 2007.

### 3.2.5. Benefit to Pupils

Given the short term – albeit generous – investment in The Highland Promise – An Gealladh Mòr, it is difficult to gauge the benefits to pupils beyond an immediate response. The ASG head teachers were asked whether they agreed or disagreed with the following propositions about the benefits of participation in The Highland Promise – An Gealladh Mòr programme for pupils. Possible responses were: agree strongly; agree; neither agree nor disagree; disagree; and disagree strongly:

**Culture has become more important in the school curriculum as a result of the The Highland Promise programme.** More respondents (30%) agreed or strongly agreed that culture has become more important in the school curriculum than disagreed or strongly disagreed (total 10%). However, the majority, 60%, neither agreed nor disagreed.

**Most pupils chose to participate in something which they already knew they would enjoy.** Pupils appear to have been largely able to choose things which were new and different to what they had done before, as well as things which were more familiar. 47% of ASGs responded that they agree or strongly agreed that pupils chose what was familiar to them. Only around 16% disagreed with this statement and none disagreed strongly.

**Most pupils tried something new and different to what they had done before.** 55% said that they agreed or strongly agreed that 'Most pupils tried something new and different to what they had done before.' Again none disagreed strongly, and only 15% disagreed at all.

**Most pupils learned something new about Highland culture.** It was felt by the majority of ASG heads that 'Most pupils learned something new about Highland culture' from their participation in The Highland Promise – An Gealladh Mòr. 60% agreed or agreed strongly with this statement, while none disagreed strongly and only in one case (5%) did anyone disagree.

**Most pupils who participated in The Highland Promise are now more interested in culture than they were before.** The response to the statement 'Most pupils who participated in The Highland Promise are now more interested in culture than they were before' was almost perfectly balanced, with none strongly agreeing and none strongly disagreeing, and two thirds neither agreeing nor disagreeing. One way of reading this is that teachers believe their pupils were already interested in culture, though it could also indicate a lack of enthusiasm for the category.

**Participation in The Highland Promise has led to an improvement in pupil's behaviour and attitude.** Teachers broadly felt that it was not the case that behaviour and attitude had improved as a result of participation. Two fifths either disagreed or disagreed strongly with that statement.

**Participation in The Highland Promise has resulted in better communication and levels of creativity.** It was broadly felt that it had been the case that 'Participation in The Highland Promise has resulted in better communication and levels of creativity.' Almost half (48%) agreed or strongly agreed that it had, while only a quarter (26%) disagreed.

### 3.2.6. Pupils' Views

Teachers' opinions on the impact on pupils were neither particularly positive nor overwhelmingly negative, but what about the pupils themselves? What did they think of Highland 2007 and its impact on them?

One of the issues was they could not distinguish The Highland Promise – An Gealladh Mòr activity from other special activity in the school. For example, pupils in Mallaig primary did a fundraising walk with their teachers in the course of which they visited a village abandoned as a result of the Clearances and also identified geographic features, wild life and local vegetation. It is not surprising then that the children saw this as an activity which touched sport, heritage, science and the environment, and yet it was not initially planned as such. Similarly older pupils did have an awareness of some of the festivals and events which were part of Highland 2007, but did not make the link between these and the activities in their school.

Every pupil was issued with a wristband and material about Highland 2007 but it made little impact. An exception to this in the interviews was in the Mallaig area where primary school children filled in charts and recorded which activities were part of The Highland Promise – An Gealladh Mòr. They were far more aware than secondary school children who in some cases denied knowledge of anything happening at all either in their school or more widely in the community.

In all of this there are great similarities between how young people of school age behave or react in the Highlands and how they might behave or react in more urban areas. For teenagers there is not enough to do, and what is there is boring, or expensive/difficult to get to. There is 'nothing for them' – a cry heard from Mallaig to Motherwell.

Perhaps what is different is that the Highland pupils interviewed, and the young people in focus groups outside school, talked about the freedom and safety of their lives. Even very young primary children were aware that their island life was 'safe' in comparison with lives led elsewhere. Older children also commented on their appreciation of open spaces and a clean environment. In general they claim to be active and enjoying outdoor activity. One teacher said 90% of the pupils in her school walked or cycled except in very bad weather.

The survey does suggest that pupils are already aware of Highland culture. There was a very marked appreciation of the natural environment and what it could offer, and young people appeared to have no difficulty in recognising their culture as being centred around the landscape and wildlife. In some cases this turned around perceptions of the staff who expected pupils to embrace traditional views of their culture. Following the focus groups in 2006, one of the teachers commented:

I was quite surprised with what came out from the children that day. So that's what we took to the first meeting [of the ASG]. We went to that first meeting, saying 'this is what the children want, this is what they see as the culture in their area'.

What had emerged was an enthusiasm for extreme sports, wildlife safaris and traditional music making.

Like any young people, the pupils interviewed enjoy rock music but there is also a huge reservoir of enjoyment for traditional music too – again bearing out their teachers' views of

them as being very conscious of Highland culture. While they reject what they see as icons which are 'just for the tourists' they value their traditions and community.

In fact 'tourists' are one group they generally dislike or regard as a problem. This seems to be related to the fact that in the summer months the Highland roads are 'crowded' (everything is relative). But they also see 'tourists' as being responsible for perpetuating the traditional icons – most disliked was 'Nessie'.

The interviews uncovered a difference of views about Gaelic. There are those who think it is a really important part of Highland traditions and others who see it as a '(near) dead language'. It was the strand least covered in *The Highland Promise – An Gealladh Mòr*. This antipathy from young people may be bred of ignorance or may be a reaction to being encouraged to learn it at school. Whatever the reason, many like singing in Gaelic but would not want to be involved in learning the language. However, in contrast, the children (and their teacher) on Muck enthusiastically took on learning the language, long gone from the island, using taped lessons.

There is, however, a darker side to this picture. Young people struggle with the idea of change and economic expansion, particularly round the growing city of Inverness. They realise that increased opportunities for jobs for them means some diminution in the landscape and the wide open spaces. There is some suspicion of incomers, from Polish migrant workers to retired English people. This does not necessarily disappear when they meet migrants of their own age. At one of the youth focus groups, outside the school, there were references to English children being picked on at school. Another exchange involved a young person complaining that the Polish pupils were unfriendly, even though they spoke English well. This provoked a response from a Pole who explained that it was not their way to use 'small talk', and rather than asking how someone was you should ask them about something specific. The whole exchange was provoked by asking young people what they understood Highland culture to be about and what they liked about living in the Highlands. Another one is charming but illustrative:

Interviewer: Tell me about your ceilidhs.

Child: I think they are better than the ones on the mainland because you know everyone and you don't take much care. They don't care if they step on you. You just go for it. There are dances like Strip the Willow, which is one big one, and it's great.

Interviewer: And are they just for the island?

Child: It is weird when there are other people there. It is like someone has just walked into your house and you don't know who they are.<sup>31</sup>

This young person reflects the tension between being proud of the shared experiences in her island's culture while wrestling with the idea of the change which the arrival of new people can bring. This is a condition shared by many.

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<sup>31</sup> From an interview with primary school children on the Isle of Eigg.

### 3.3. Legacy

What is left and what are the implications for the future? From the survey a wide range of legacies were identified. These included tangible legacies ranging from new science equipment, production of movies and a school tartan. Others highlighted improvements in communications and co-operation within schools and ASGs. Some identified working with local communities as being particularly rewarding and a better awareness of other providers. One highlighted the opportunities of working outside the normal curriculum, leading to innovative teaching, as a key legacy. Confidence among pupils and increase in skills were also mentioned.

Only one respondent indicated a negative legacy and identified a 'dip in funds for other things'.

### 3.4. Summary

Overall, The Highland Promise – An Gealladh Mòr was a positive experience for many schools. The opportunity to work together in ASGs appears to have been beneficial for the schools involved. It is unlikely that it will translate into other projects unless there is a specific budget. The approach of allocating all schools the same budget and asking them to deliver a new strand of activity was, on reflection, not entirely successful. In the general responses, some teachers certainly felt that this was yet another strand of activity to be fitted into an overcrowded year, and supporting additional activity, particularly for schools undergoing other major changes, was just too much.

On the other hand many welcomed the chance to be part of a larger series of events, and to ensure the school did its 'bit' for Highland 2007, and they responded with enthusiasm to the opportunity to enhance their cultural curriculum.

What was the legacy for the school, however? As one teacher pointed out, when all the children who took part move on, what will remain for the school as an entity? Without a regular input of this kind, it is difficult to see how any benefits can be sustained. Schools, of course, will be able to share in the other legacies of Highland 2007 such as the re-opening of Eden Court, including its outreach work, and the new Culloden Visitor Centre.

The Highland Council is making moves to try and retain some of the budget to encourage an ongoing commitment to this work. But with the Cultural Coordinators scheme being cut without, as yet, anything being put in its place, the delivery of an ongoing programme may be problematic. The only real legacy of The Highland Promise – An Gealladh Mòr rests with the children who took part. It is easy to be impressed by the range and quality of the new activities on offer during 2007 and to be sentimental about the way in which many of the pupils interviewed engaged enthusiastically and were articulate about the culture of their village, city or island. However schools will need to be supported on a regular basis for long-term effectiveness. The Highland Promise – An Gealladh Mòr has shown what can be possible.

## 4. ECONOMIC IMPACT

*In this part an analysis is made of the economic impact of Highland 2007. The quantitative economic impacts from Highland 2007 were generated by over 600 individual projects over a twelve-month period, although in some instances, the expenditure and employment impacts began earlier in 2005/6 and in some cases extended into 2008.*

*There were two broad categories of impact. First, the employment and income generated by project and event organisers. This supported 714 full-time equivalent jobs over the period 2005–2008 (mostly in 2007), which generated personal income of £14.5million. Not all this employment and income impact was felt in the Highlands and Islands and not all of it could be entirely attributable to Highland 2007.*

*Adjusting for so-called 'leakage' of expenditure outside the region, and allowing for some project and event activity which would have happened in any case without Highland 2007, the net employment impact was 326 FTEs and an income of £6.6million. These figures include multiplier impacts throughout the Highland and Islands, which allow for further rounds of expenditure via suppliers and spending of wages. A further 213 FTEs (net) were supported on a voluntary basis.*

*The second main category of impact relates to visitor expenditure. This refers to additional day visits and overnight visits to the Highlands and Islands to attend or participate in Highland 2007 events and projects. Through survey evidence an allowance is made for the degree of importance each visitor places on the Highland 2007 event in their decision to visit or perhaps to stay longer in the region.*

*Allowing for this visitor additionality, an estimated 520,000 additional day visits and 43,000 additional overnight stays in the Highlands and Islands were made by non-residents of the Highlands and Islands as a result of Highland 2007. Among the additional overnight visitors, 58% were from the rest of Scotland and the remainder were from the rest of the UK or overseas.*

*The expenditure on accommodation, tickets, food and drink etc. associated with these additional visitors to the Highlands and Islands was an estimated £4.5million.*

*Adding multiplier impacts brings a total visitor expenditure impact of £6.1million to the economy of the Highlands and Islands, which would sustain around 133 FTE jobs and generate income of around £2.1million. These visitor impacts are spread very widely throughout the Highlands and Islands, with only around 16% being captured in the Inverness area. Around 55% of the visitor impacts fell in the third quarter (July to September), which is broadly in line with the pattern of visitor trips to the Highlands and Islands.*

This part of the report has been prepared principally by Snedden Economics. It assesses the economic impacts of Highland 2007 using a methodology employed by the government and its agencies to measure the economic benefits accruing from major events, examining both on-site and off-site impacts. The data were drawn principally from the returns made by event organisers to Highland 2007. These returns triggered final payment of grants thus providing an incentive to report. In addition, surveys were carried out at ten events across the Highlands and Islands during 2007 to determine the profile and spend of those attending.

The results of a quantitative analysis of economic impact are presented below, followed by qualitative information based on the responses included on promoters' returns.

## 4.1. Expenditure, Employment and Income Impacts

It is standard practice in economic impact assessments to separate on-site impacts from off-site impacts. On-site impacts relate to activities at each of the Highland 2007 events and projects. Off-site impacts relate largely to visitor expenditure in the wider economy on accommodation, transport, food and other purchases. The remainder of the economic analysis will follow this convention.

### 4.1.1. Direct (On-Site) Impacts

#### Gross Employment

Event organisers were asked to provide details of employment annually for the period 2005 to 2008. This was broken into casual paid employment, permanent paid employment and unpaid voluntary work. All are expressed as full-time equivalent (FTE) 'job years', i.e. fractions or multiples of full-time equivalent posts for a year. The cost to event organisers of employing staff was itemised as a project cost in the monitoring forms, which allows an overall estimate of direct income to be made.

**Table 9: Gross Direct Employment by Projects and Events**

	Casual Paid FTEs	Permanent Paid FTEs	Voluntary FTEs	Total Paid FTEs	Total Voluntary FTEs
2005	12	20	50	32	50
2006	52	81	89	133	89
2007	151	360	284	511	284
2008	17	20	44	37	44
<b>All Years*</b>	<b>233</b>	<b>481</b>	<b>467</b>	<b>714</b>	<b>467</b>

\* All Years totals are rounded figures.

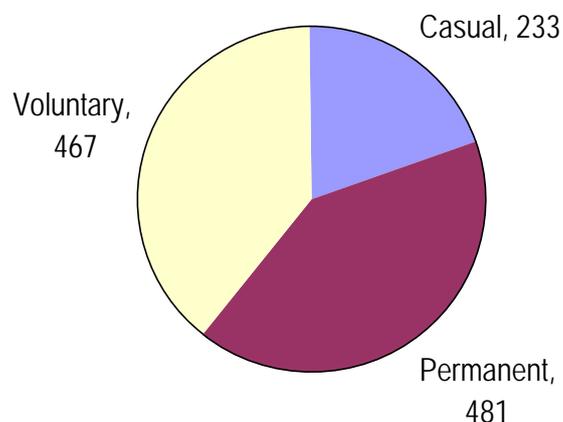
Total paid direct employment across all Highland 2007 events and projects amounted to 511 FTEs in 2007. Since some projects started earlier than 2007, and some still required some effort into 2008, the overall employment impact is higher than this.

In total, an estimated 714 paid FTEs were supported directly by the projects and events across the 2005–2008 period. This total was made up from a great many part-time and temporary jobs as well as the permanent or full-time posts.

A further 467 FTEs were supported on a voluntary (unpaid) basis over the 2005–2008 period.

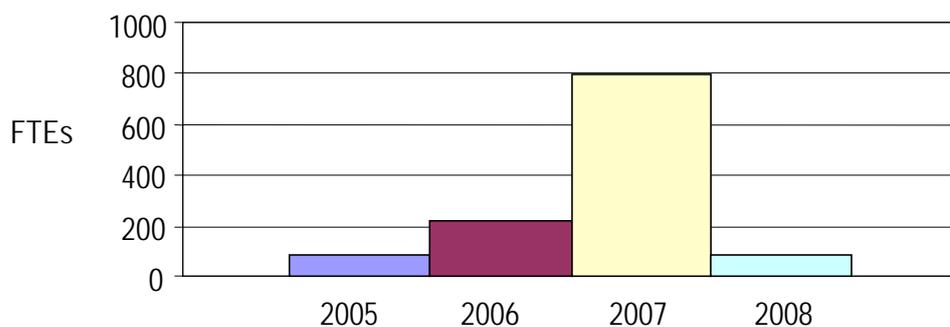
A summary of the direct employment impact is provided in the pie chart below.

Figure 8: Highland 2007 Direct Employment by Type 2005–2008 (FTEs)



The distribution of direct employment across all Highland 2007 projects and events is shown below.

Figure 9: Highland 2007 Direct Employment by Year



The total income earned by the paid FTEs is shown in the table below. The average annual income per paid FTE was £20,290. This compares with gross average (mean) pay in 2007 of £22,718 in Scotland and £20,412 in The Highland Council area (or £19,240 or £17,366 respectively using the median as average).<sup>32</sup>

<sup>32</sup> Source: Office of National Statistics. 2007 Annual Survey of Hours and Earnings (ASHE). Available at [http://www.statistics.gov.uk/downloads/theme\\_labour/ASHE\\_2007/tab8\\_7a.xls](http://www.statistics.gov.uk/downloads/theme_labour/ASHE_2007/tab8_7a.xls) [accessed August 2008].

**Table 10: Gross income from direct employment by projects and events**

	Casual £	Permanent £	Total Paid £
2005	247,700	406,400	654,100
2006	1,052,900	1,651,000	2,703,900
2007	3,065,900	7,308,300	10,374,200
2008	354,800	401,500	756,300
All Years	4,721,300	9,767,200	14,488,500

### 4.1.2. Adjustments to Direct Employment and Income Impacts

#### *Leakage*

The great majority of projects were organised and run in the Highlands and Islands. There were a small number of exceptions for larger-scale events which either took place partly outside the Highlands and Islands (e.g. *St Kilda: a European Opera*), or which were managed by organisers located outside the Highlands and Islands (e.g. the *Connect Festival*, the *Outsider Festival*, the *Celtic Media Festival*, the *O'Neill Highland Open*).

#### *Event Additionality*

A number of factors influence the degree of additionality and so assigning a numeric value is somewhat subjective. 77% of projects were new for 2007. The remaining 23% were events or projects which had taken place before, often on an annual basis, but which were enhanced in some way (scale, content, duration etc.) by Highland 2007.

78% of projects indicated that they would not have gone ahead without Highland 2007 support. The remaining 22% of projects and events each had some level of partial additionality, albeit low in some cases, but which raises the average additionality across all events to 82%.

However, when weighted by size of event in terms of visitor numbers, additionality falls to 45% because a number of large visitor events such as *RockNess* or the *Baxters Loch Ness Marathon* and others had relatively low event additionality. 45% is the overall level of additionality for visitor impacts in this analysis.

#### *Multipliers*

Indirect impacts (also termed supply impacts) derive from the purchases of supplies and services by event organisers and the purchases of their suppliers in turn, etc. The indirect multiplier within a particular area, e.g. the Highlands and Islands, captures these impacts in the area through the entire supply chain.

Induced impacts (also termed income impacts) derive from people employed throughout all Highland 2007 projects spending their income, which in turn generates further income impacts throughout the economy.

The wider the geographic area, the larger the multiplier impacts tend to be. A combined indirect and induced tourism employment multiplier of 1.3 at the Highlands and Islands level is adopted for this study, 1.57 at the Scottish level.<sup>33</sup>

### 4.1.3. Net On-Site Employment Impact

The gross expenditure and employment impacts are reduced to allow for deadweight of 55% (additionality 45%), containment within the Highlands and Islands of 78%, and increased by a factor of 1.3 for multiplier impacts.

After these adjustments, in net terms, 326 paid FTEs (714 gross) were supported directly by Highland 2007 projects and events across the 2005–2008 period. This generated income of £6.6million. A further 213 FTEs (467 gross) were supported on a voluntary (unpaid) basis.

### 4.1.4. Visitor Impacts (Off-Site)

#### Day Visitors (Gross)

The VisitBritain definition of a day visitor is a person on a day visit from home for three or more hours for leisure purposes. This is the definition used in our analysis. The number of day visits and corresponding expenditure is shown below (Table 11). It relates to day visits originating from outwith the Highlands and Islands. Expenditure by day visitors from within the Highlands and Islands generated a considerably larger economic impact (albeit of lower 'additional' value to the Highlands and Islands) than expenditure generated by visitors living outside the region.

Table 11: Day Visits (Gross) by Type of Event

Type of Event	Day Visits
International	58,690
Regional	55,560
Community	520,770
Cross Community	28,470
<i>InvernessFest</i>	21,660
<b>Total Day Visits (Gross)</b>	<b>685,150</b>

#### Visitor Nights (Gross)

The number of additional nights in the Highlands and Islands generated by people coming into the area purely or partly because of a Highland 2007 event is shown in Table 12 below.

<sup>33</sup> Multipliers from the 1992 Scottish Tourism Multiplier Study are still commonly used for tourism-related studies. Based on the same research, inflated to current levels, an estimated £46,000 tourism expenditure in the Highlands and Islands supports 1 FTE in the region (£34,000 at the Scottish level).

**Table 12: Visitor Nights (Gross) by Type of Event**

Type of Event	Overnights
International	33,200
Regional	79,600
Community	76,440
Cross Community	3,600
InvernessFest	920
<b>Total Overnights (Gross)</b>	<b>193,760</b>

Almost 200,000 overnight visits were generated by approximately 92,000 visitors from outside the area. Evidence from events indicated that the average length of stay in the Highlands and Islands attributable to Highland 2007 events was 2.1 nights.

#### **4.1.5. Visitor Additionality**

Event additionality was discussed earlier in relation to on-site impacts and an allowance was made in determining the net impacts. Similarly for visitor impacts, event additionality was applied on a project by project basis, ranging from zero additionality (the project or event would have happened in the same way regardless of Highland 2007) to 100% (the project was totally new and would not have happened at all, even in a reduced manner, without Highland 2007).

Through personal interviewing at a selection of events, visitors' motivation for coming to the Highlands and Islands, or a particular event, was probed. 100% additionality would mean that a visitor came to the area entirely for a particular event. Zero additionality would mean that the visitor was in the area anyway and the event or Highland 2007 played no part at all in their decision to visit.

The overall additionality of overnight visits to the Highlands and Islands was 68% (i.e. 32% deadweight – visits that would happen anyway). Day visits deadweight is assumed to be negligible, i.e. visitors coming for a day visit to attend an event and then return home did so effectively 100% because of that event.

#### **4.1.6. Displacement**

Highland 2007 took place over a 12-month period and across a large geographic area. In the great majority of instances, displacement of other visitors would have been negligible. Displacement might take place, for example if demand for accommodation exceeded supply or because a Highland 2007 event clashed with another already planned.

There were a very small number of instances where qualitative feedback suggested that displacement may have been of some significance; this was discussed in **Part Two**. In overall terms, it is not considered necessary to adjust further the quantitative impacts outlined above. The issue of deadweight, or non-additionality, as discussed above, is more significant.

#### 4.1.7. Net Day Visits

The following table shows net day visits after adjusting for event additionality, visitor additionality and displacement.

Table 13: Net Day Visits

Type of Event	Day Visits
International	42,700
Regional	20,610
Community	409,330
Cross Community	22,070
<i>InvernessFest</i>	25,160
<b>Total Day Visits (Net)</b>	<b>519,870</b>

#### 4.1.8. Net Overnight Stays

Taking account of event additionality and visitor additionality, the net overnight visits attributable to Highland 2007 are provided in Table 14 below, by type of event.

Table 14: Overnight Visitor (Net) by Type of Event

Type of Event	Overnights
International	9,010
Regional	6,950
Community	40,750
Cross Community	1,530
<i>InvernessFest</i>	630
<b>Total Overnights (Gross)</b>	<b>58,870</b>

#### 4.1.9. Visitor Nights by Origin of Visitor

Approximately 27% of visitor nights originated from residents of the Highlands and Islands. In terms of 'new' expenditure impacts within the Highlands and Islands, this would reduce the net overnight visitor nights from 58,870 to 42,980. The origin of overnight visitors is shown in the table below.

Table 15: Origin of net additional visitor nights

Origin of Visitor	Share of Total
Overnight visitors from within H&Is	27%
Overnight visitors from rest of Scotland	42%

Overnight visitors from outwith Scotland	31%
<b>Total</b>	<b>100%</b>

## 4.2. Expenditure

Visitor expenditure can be categorised into four types:

- Ticket expenditure
- Other expenditure at events
- Accommodation expenditure
- Non-accommodation expenditure (off-site)

On-site expenditure varies greatly across types of events/projects. At the large festival events such as *Connect* and the *Outsider*, ticket price was a major component of on-site expenditure, whereas average accommodation expenditure for these events was much lower than average owing to the large number of people camping.

Where estimates of each type of expenditure were available from our own surveys, we used these 'actual' amounts. In some other instances, where relevant, gate receipts allowed an on-site ticket expenditure total to be used. In all other instances, means were used, based on survey evidence from 1,000 interviews across 10 Highland 2007 events.<sup>34</sup>

These means were £11.70 per person per day for all ticket and other expenditure at events, £26 per person per night for accommodation (which includes staying with friends and relatives at zero cost) and £29 per person per day for all other non-accommodation expenditure (off-site).

Average expenditure by day visitors was £16.40 (including ticket prices where relevant).

After allowing for event additionality and visitor additionality, the net expenditure in the Highlands and Islands by visitors from outwith the Highlands and Islands is summarised in the table below.

**Table 16: Net Visitor Expenditure**

	<b>Expenditure (£)</b>
Day Visitors	710,600
Overnight Visitors	3,752,200
<b>Total</b>	<b>4,462,800</b>

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<sup>34</sup> Due to their distinct nature, the *Connect* and *Outsider* festivals were omitted from the calculation of the mean accommodation expenditure and on-site expenditure. Throughout, allowances were made for multiple attendances on different days at the same event by the same person and average party sizes.

### 4.2.1. Off-Site Multiplier Impacts

Tourism expenditure continues to benefit the wider economy through indirect and induced multiplier impacts, as discussed earlier. A combined multiplier of 1.3 at the Highlands and Islands level is used.

#### Repeat Visits

According to our survey of selected Highland 2007 events, 32.6% of overnight visitors from outside the Highlands and Islands had never stayed in the Highlands and Islands previously. Of this group, 95% indicated that they would be likely or very likely to come back to the Highlands and Islands in the next five years. Assuming that in fact only 10% of those 'likely' to return actually do return, 1,000 additional visitor trips could potentially be generated (based on 63,000 nights generated by around 30,000 visitors from outwith the Highlands and Islands).

Visitscotland data from 2006 indicates that visitors from the UK spend an average of 4.48 nights in the Highlands (4.72 nights in the case of overseas visitors) spending £57 per night.<sup>35</sup> An additional 1,000 trips would result in around £260,000 additional expenditure.

**Table 17: Net Visitor Expenditure including Multipliers and Repeat Visits**

	Expenditure (£)
Day Visitors	710,600
Overnight Visitors	3,752,200
Repeat Visits	260,000
Multiplier impacts	1,416,800
<b>Total</b>	<b>6,139,600</b>

Factoring in multiplier impacts and the potential for repeat tourism visits, the net expenditure impact of £4.46million outlined above rises to £6.14million. This would sustain 133 FTE jobs throughout the Highlands and Islands and support an income of around £2.1million.

### 4.2.2. Distribution of visitor impacts

#### Location of Visitor Impacts

An indication of the geographic distribution of visitor impacts is provided in Table 18 below. It shows the share of additional visitor nights by area. The high share in Argyll & Bute (39%) is heavily influenced by the *Connect Festival*. If analysed by visitor expenditure (excluding expenditure on tickets, which in most cases also included camping at the *Connect Festival*), Argyll's share falls to 24% of visitor expenditure.

<sup>35</sup> VisitScotland Corporate Research Department Factsheet, *Tourism in Scotland 2006*. Available at: [http://www.visitscotland.org/tourism\\_in\\_scotland\\_2006\\_national.pdf](http://www.visitscotland.org/tourism_in_scotland_2006_national.pdf) and Factsheet, *Tourism in Highlands of Scotland 2006* [http://www.visitscotland.org/host\\_2006-2.pdf](http://www.visitscotland.org/host_2006-2.pdf) [accessed July 2008].

**Table 18: Visitor Nights by Location of Event**

	Share of Visitor Nights %	Share of Visitor Expenditure %
Argyll & Bute	39	24
Badenoch and Strathspey	10	10
Caithness	1	4
Inverness	17	16
Lochaber	6	8
Moray	3	3
Nairn	2	3
Orkney Islands	1	1
Western Isles	4	5
Ross and Cromarty	5	8
Shetland Islands	2	1
Skye and Lochalsh	3	7
Sutherland	2	2
Cross Community	5	8
<b>Total</b>	<b>100</b>	<b>100</b>

### Timing of Visitor Impacts

Table 19 shows the approximate distribution of visitor impact throughout the 2007 calendar year. A comparison is provided for UK and overseas trips to the Highlands of Scotland.<sup>36</sup> This indicates that the timing of visitor trips generated by Highland 2007 events was very similar to the general profile of overseas tourism trips to the Highlands during the preceding year.

**Table 19: Additional Visitor Bed nights by Quarter**

	Highland 2007 %	UK Tourist Trips to the Highlands %	Overseas Tourist Trips to the Highlands %
Q1 Jan–March	4	14	4
Q2 April–June	29	27	28
Q3 July–Sept	55	40	59
Q4 Oct–December	8	19	9
Year-round	4	-	-

<sup>36</sup> Factsheet, 'Tourism in Highlands of Scotland 2006'.

Total	100	100	100
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### 4.3. Business and Tourism benefits

Promoters were encouraged to comment on their experience and the outcome for their organisation or community. Many reported direct and knock-on benefits to local businesses. Examples include:

- use of local contractors (capital) and goods by project organisers
- use of accommodation, eating out facilities, bars etc.
- an increase in visitors providing increased markets for businesses
- increased opportunities for artists and craftspeople to promote and sell their work
- local employment opportunities

Most employment opportunities were casual or short-term work, with a few posts created specifically for Highland 2007-related projects – e.g. the BBC funded several temporary full-time and part-time posts in the Inverness area through its *Highland Lives* project.

In some cases, the experience gained from being involved in projects/events has led to the formation of business ideas. For example, a shinty coach who was employed for the Highland 2007 project is now looking for further employment in the same field; an Ullapool-based arts group which had a successful glass-cutting workshop was considering setting up a small community business to meet demand for the products.

Various organisers stated that their event had raised the profile of the area and encouraged additional visitors. In several cases it was suggested that projects/events, or improvements to existing projects/events, had helped strengthen links with visitors and created a desire to return – i.e. contributing to a potential increase in repeat visits:

The Canadians returned home as ambassadors for Orkney; feedback from them showed a strong desire to return, both themselves and with family.

The event brought tourists to Argyll & Bute who would not normally have visited the area... it raised the profile of the area in Ireland and further afield leading to a possible increase in tourist numbers. Shortly after the end of the Fèill, one member of Colmcille staff revisited Iona bringing family members with him.

A large increase in all-year round visitors to Dunnet Forest is apparent.

The improved quality of bands at this 20<sup>th</sup> anniversary of the Festival helped to fill all the available tourist beds [...] The experience is very likely to lead to repeat visits beneficial to the tourist businesses on the island.

Other benefits included organisations, venues and regular events having their profiles raised, potentially leading to an increase in lets, audiences, and ultimately income.

## 4.4. Attracting and Retaining Creative Personnel

There were instances of posts being created for *Highland 2007*-funded projects, or 'discoveries' of creative personnel during actual projects or events. Examples include:

- A three-year post of Public Art Co-ordinator in Inverness was created with the help of Highland 2007 funds, matched by HIE-IEH and Inverness City Partnership funding. The post was to guide, stimulate and project manage a major series of public art projects realised for, and during, 2007. In February 2008 the Inverness City Centre Streetscape Project received a further £100,000 from the Scottish Arts Council for five new projects, and appointed a new project manager.
- Highland 2007 capital funding matched by Leader+ provided an outside broadcasting unit to Cuillin FM. Highland 2007 revenue funding allowed a studio manager to be employed to promote the radio station and the Highland 2007 programme of events in Skye & Lochalsh.
- Cromarty 2007, *Sea Cromarty Sparkle* employed a part-time (paid) Coordinator, funded via Highland 2007 and an Awards for All grant. Also two residencies (writer and director) for community drama were supported.
- BBC *Highland Lives* – Highland 2007 funding paid for equipment. BBC funding paid for creation of new posts in Highlands for the duration of the project – 2 posts at 31 weeks, 1 at 25 weeks, 1 part time at 27 weeks (1 day per week); 1 Arts Development Worker per region (funded by Highland Council). Also there were 26 days work for a facilitator.
- The Plan B – *Fork in the Road* project in Inverness claims to have discovered three major creative talents among the young people that took part, one of whom realised that she wants to dance full-time and can do so as a community dance worker. Highland 2007 money also contributed to the company being able to employ a full-time administrator (since July 2007) which has reportedly lifted company morale and allowed it to plan for ambitious projects in the future.
- A music event in Skye, *BraesFest*, laid claim to creating two bands for the occasion, 'bands that are still on the go today and have aspirations of bigger things in 2008.'
- Highlands & Islands Theatre Network – *Dràma na h-Alba*. Support from Highland 2007 regional fund enabled a professional Glasgow-based PR and Event Company to provide an all-in PR, media, design and print service for all marketing and publicity for the event.

## Summary

The quantitative economic impacts from Highland 2007 were generated by over 600 individual projects over a twelve-month period, although in some instances, the expenditure and employment impacts began earlier in 2005/6 and in some cases extended into 2008.

There were two broad categories of impact. First, the employment and income generated by project and event organisers. This supported 714 full-time equivalent jobs over the period

2005–2008 (mostly in 2007), which generated personal income of £14.5million. Not all this employment and income impact was felt in the Highlands and Islands and not all of it could be entirely attributable to Highland 2007.

Adjusting for so-called 'leakage' of expenditure outside the region, and allowing for some project and event activity which would have happened in any case without Highland 2007, the net employment impact was 326 FTEs and an income of £6.6m. These figures include multiplier impacts throughout the Highland and Islands, which allow for further rounds of expenditure via suppliers and spending of wages. A further 213 FTEs (net) were supported on a voluntary basis.

The second main category of impact relates to visitor expenditure. This refers to additional day visits and overnight visits to the Highlands and Islands to attend or participate in Highland 2007 events and projects. Through survey evidence an allowance is made for the degree of importance each visitor places on the Highland 2007 event in their decision to visit or perhaps to stay longer in the region.

Allowing for this visitor additionality, an estimated 520,000 additional day visits and 43,000 additional overnight stays in the Highlands and Islands were made by non-residents of the Highlands and Islands as a result of Highland 2007. Among the additional overnight visitors, 58% were from the rest of Scotland and the remainder were from the rest of the UK or overseas.

The expenditure on accommodation, tickets, food and drink etc. associated with these additional visitors to the Highlands and Islands was an estimated £4.5million.

Adding multiplier impacts brings a total visitor expenditure impact of £6.1million to the economy of the Highlands and Islands, which would sustain around 133 FTE jobs and generate and income of around £2.1million. These visitor impacts are spread very widely throughout the Highlands and Islands, with only around 16% being captured in the Inverness area. Visitor impacts fell by around 55% in the third quarter (July to September), which is broadly in line with the pattern of visitor trips to the Highlands and Islands in general.

**Table 20: Summary of Employment and Income Impacts**

	FTEs supported	£ Income (net)
Project and Event Organisers (paid)	326	6.6m
Project and Event Organisers (voluntary)	213	-
Visitor Impacts	133	2.1
<b>Total</b>	<b>865</b>	<b>8.7</b>

\* The table excludes employment and income of Highland 2007 administration staff

Over time, there is likely to be a continuing positive impact from repeat visits by people who might otherwise not have considered coming to the Highlands and Islands had it not been for Highland 2007. A conservative estimate of this impact is £260,000, which is not included in the table above. Long-term legacy impacts from capital expenditure are also not quantified in the table above, such as the economic impact of the refurbished Eden Court.

Responses from promoters support the figures for economic impact with several reporting benefits for business and tourism along with the development and retention of creative personnel. These are positive and significant outcomes for Highland 2007 and in **Part Five** these and others are examined in more detail.

## 5. CULTURAL IMPACT

*This part of the report analyses the impact on local communities; the related cultural impacts of inward investment; the effects of the Highland 2007 programme and marketing activity on questions of image and representation of the Highlands and Islands; destination and awareness profile; and public perceptions of Highland 2007 itself. The discussion of Highland 2007 marketing activity, begun in Part One, is extended here to cover questions of impact.*

*There is a range of evidence to show that the events and projects supported by Highland 2007 had a positive effect on communities across the Highlands and Islands. The community funded programme in particular had a positive impact. Investment in capital projects, large and small, is also strengthening the infrastructure for the area. Young people, in particular, benefited from the Highland 2007 events and projects.*

*The ongoing debate about what constitutes Highland culture was given fresh impetus during 2007. There were many examples of events which were rooted in the area but which presented a new way of looking at the Highlands and Islands, particularly its landscape.*

*Overall the level and range of media coverage was disappointing and there is little evidence of a shift in perception of the Highlands and Islands in the national media and, by implication, the rest of Scotland. While the Population Survey presents a positive view of the Highlands and Islands and its culture, there was little shift in attitudes between the surveys undertaken before and after Highland 2007.*

This aspect of the evaluation was undertaken using a combination of research methods. These include the content analysis of media coverage of Highland 2007, gathered over a four-year period and examining media narratives about the year. Focus groups were held with groups selected to reflect the key strands of Highland 2007: young people, Gaelic speakers, tourist providers in hospitality, and Highlands and Islands-based events promoters. An extensive programme of interviews was conducted with board members, stakeholders and programme providers, both in the Highlands and Islands and elsewhere. Qualitative and quantitative information was gathered from the evaluation forms returned by the event organisers to Highland 2007. Finally a survey of cultural institutions was carried out over three years to determine the impact of Highland 2007 on the cultural infrastructure.

The results are grouped under six headings: impact on local communities, cultural legacy, physical legacy, image and representation, identity and profile, and public perception.

### 5.1. Impact on Local Communities

It is clear from organiser feedback (mainly community-based) that the projects and events, which were part-funded by Highland 2007, had many positive impacts, particularly in terms of developing the social capital of the Highlands and Islands.

#### 5.1.1. Social Success

The most commonly mentioned impact of projects or events was their social success – bringing together people within the community in a positive and enjoyable way. The many examples of this included the integration of young and old, scattered populations, locals and visitors,

different cultures etc. The quotations below show the enthusiasm typically reported by organisers from across the region:

Community members commented that this was Grantown at its best, with people young and old dancing in the streets together [...] The event brought new people to the area and many retailers adjusted their opening hours to accommodate the influx of visitors.

The event brought together different communities including locals on a common platform to witness a blend of different cultures. These kinds of events improve understanding and mutual respect for each others' cultures and foster social integration and cohesion. The family theme was promoted by encouraging the attendance of the whole family.

### **5.1.2. Involving Young People**

Another commonly mentioned impact was how the project or event had appealed to and involved young people, including both primary schoolchildren and young people of secondary-school age and older.

Feedback was received from a wide range of projects that had actively encouraged the involvement of young people. These included fashion shows, traditional music and dance events, drama groups, environmental projects, film- and video-making, sporting tuition and events, art workshops and school garden projects.

Benefits for the young people of being involved in such projects included increased self-confidence, increased access to and awareness of local culture/heritage/environment etc, new skills, physical legacies of their involvement (for example booklets, film, video, sound installations, educational resources etc), and even, in one case, SQA drama qualifications.

Local youngsters had the opportunity to show what they could achieve thereby raising their own personal confidence and self-esteem. Everyone who took part is keen to participate in other similar future activities.

One Mallaig High School student spent much of the Christmas holidays recording places of interest on her home island of Canna and is now so enthusiastic that she intends to produce a video about the island. We are confident that other young people will be similarly inspired.

### **5.1.3. Access and Awareness**

Another very important impact of Highland 2007 was that many of its projects and events enabled an increase in access to local heritage, culture, environment, and sport, which in turn contributed to a heightened awareness of these, as well as a greater sense of pride and community ownership.

Access was increased both in a lasting physical sense, for example, building new disabled-access paths, hall and venue improvements, allowing accessibility to all – and also in terms of provision of information and activities leading to increased community involvement. In some cases, access to events and activities was widened (in terms of audiences and also trade exhibitors) by organisers being able to keep ticket prices/trade fees affordable, or even free, as a result of Highland 2007 funding.

Physical improvements to venues, especially in terms of improving accessibility, have increased revenue opportunities for venues that were previously limited in their client base. For example, after the installation of a lift and disabled toilet in 2007, one Inverness venue was able to hold an international qualifying sporting event for wheelchair users and hopes to attract further such events in the future.

Greater opportunities were also created for wider audiences (both as participants and spectators) to access various activities, events or information sources. Many of these opportunities for improved access and/or awareness will continue into the future, some via an informative physical legacy such as a DVD, exhibition, website or archive, others via increased access to sports equipment or tuition, musical instruments etc:

The new link path allows people of less able abilities, older people and young children to access this very special area. It contributes to the physical cultural infrastructure of Assynt.

We were able to demonstrate the value of Gaelic as a community language and bring it to a wider audience, thus raising awareness of authentic aspects of Highland culture.

Highland 2007 support enabled us to provide eight care homes with a live concert, free of charge. As many care homes often have limited funds for residents' entertainment and cultural needs, this support enabled us to provide a highly participatory and inclusive concert of Gaelic music and songs. Audience members were encouraged to participate [...] within the familiar environment of their care home whilst also being actively involved with their community's celebration of Highland 2007.

Funding allowed us to put together a project which increased shinty participation for young people and provided a wellbeing message [...] The training sessions and games gave young people something to belong to and provided much-needed activity in the area.

#### **5.1.4. Community Confidence**

Increased confidence, skills and a sense of pride were also positive impacts for communities in general, including numerous reports of greater confidence in their ability to organise events in the future:

We now know we can organise such a massive event. We also enjoyed the challenge. We shall look forward to the next event and it should be easier second time around.

Many projects and events gave participants the opportunity to learn new skills, especially via workshop or other participatory activities during Highland 2007. In addition, many communities continue to increase their skills base by learning to use new specialised equipment (for example film, video, and PA/technical systems in halls) bought with Highland 2007 arts capital funds.

In many cases, such equipment has opened up new training, skills and, by extension, economic development opportunities in remoter areas. Examples include: a three-year training project to revive traditional boatbuilding skills in Lochalsh; training young people in stagecraft and PA operating skills in Lochaber; enabling the first steps towards establishing a creative

industries centre on the Shetland Islands; development of skills in new ticketing and lighting systems in Skye.

## 5.2. Cultural legacy

### 5.2.1. Re-defining cultural icons

The Highland 2007 programme embraced six categories or strands which together comprised Highland 2007's definition of culture: art, environment, heritage, language, science and sport. These were all covered in the programme. There were events which focused on the traditions of Highland culture and others which showcased the contemporary developments of Highland-based organisations. Events which had their roots in the Gaelic language sat alongside others which celebrated the culture of new arrivals, particularly from Poland.

Within the 'arts' strand, an important part of the programme was the festivals. Festivals ticked a large number of boxes for Highland 2007: they included both contemporary and traditional music; they re-interpreted the culture of the Highlands and Islands and presented it to a young audience. Although not without controversy, as explored in **Part Two**, the festivals proved to be a success story of Highland 2007, offering a strand of programme which has become a major legacy for the Highlands and Islands, providing something for visitors and residents alike set within the area's natural landscape. However there may need to be a re-appraisal of the timing of events to prevent clashes and displacement.

Under the sports strand, the traditional sport of shinty was represented by the *Camanachd Cup Final* being a key part of the programme, with local events also supported. As with festivals, such activities appeal to a younger generation who live in or visit the Highlands and Islands. Sports such as kayaking, mountain biking, snow boarding, and surfing, all have found a place in the Highlands, particularly around Fort William. Highland 2007 also attracted some examples of extreme sport such as the *Adventure Racing World Championship*, an endurance test across five days. VisitScotland has run campaigns on this theme appealing to younger visitors and Lochaber has branded itself Outdoor Capital of the UK. Highland 2007 has underlined and strengthened this element, both for visitors and residents, and has thereby supported the re-interpretation of traditional views of Highland culture.

For the Moray Firth Flotilla, a flotilla of traditional boats sailed from Wick down the coast to Portsoy and stopped at key ports on the way where traditional and new events were organised by local groups. Again the natural environment plays a key part in a cultural event, this time a heritage event.

Arts events too were to be found in some outside spaces, including the *Big Willow Event* at Brahan Estates which involved sculpture, music, folklore and, in the end, fire. The *St Kilda Project* was an international affair, with four European partners, taking the island's history as its inspiration. The five partner productions shared the same script, score, libretto and pre-filmed material and a Gaelic singer. The film featured drama shot on St Kilda, archive footage and vertical-dancers on the island's cliffs.

Environment projects represented 22% of the total number of events of Highland 2007, but the landscape contributed to defining many other events in the programme. In his introduction to the catalogue for the exhibition *Fonn 's Duthchas: Land and Legacy*, James Hunter explores the question of the changing perception of the Highlands as a place to live and work:

What's caused this change in perception? How have the Highlands, long labelled an economic basket case, begun to acquire some of the characteristics of a boom area? A part of the explanation stems from many of us having redefined concepts like quality of life in ways that give essentially rural localities like the Highlands – comparatively unpolluted, comparatively uncongested, comparatively safe and crime free – an advantage over cities. [...] The modern Highlands are demonstrating that you can, after all, live on – or at least prosper because of your proximity to – scenery.<sup>37</sup>

This 'proximity' between human activities and the natural landscape was a principle underpinning much of Highland 2007, and can be viewed as the main theme and part of the legacy of the year, in that it has created an opportunity for redefining the Highlands and Islands' characteristic environment in a way applicable to contemporary culture.

### **5.2.2. Cultural legacy for communities**

Many of the social impacts described above translate into lasting benefits for communities. In the returns from promoters, the most frequently mentioned lasting benefits were cultural. Many groups have been inspired by the success of their Highland 2007 projects or events to start planning for further activities beyond 2007:

The event was the first of its kind for disability and has now piloted the TRYathlon as a major event for people with disabilities ... It has triggered another event of this kind in Aberdeen, and is being considered by Scottish Disability Sport as a sport worth developing. The local event is to continue next year with a bigger impact in the Highlands.

Some of these are being planned in collaboration with other groups, including many examples of new contacts made and/or improved partnership working during Highland 2007:

Due to the success of Poolewe Ceilidh Nights, we are currently applying for funding to run a similar series in 2008. The group has gained valuable experience and is keen to build on this to promote traditional music, song and dance in the area, for locals and visitors ... We hope to be part of a festival in Poolewe in the summer of 2008, working with other local arts organisations.

For others, audience development facilitated by Highland 2007 funding has been a crucial factor in ensuring the future sustainability of their events:

The Highland Council funding (sic) allowed the Festival for the first time to really target a guitar-playing audience, and we sold a record number of advance tickets. It also allowed us to charge realistic prices and still have enough money to pay the artists if the prices scared away the audiences. The funding has given the Festival a significant boost that will definitely allow us to have a Festival in 2008... we should be able to sustain the Festival (and the knock-on benefits for the community) for some years to come.

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<sup>37</sup> James Hunter, 'The Scottish Highlands: A Contested Country', in *Land and Legacy/Fonn 's Duthchas* (NMS Enterprises Ltd, Edinburgh 2007), p.12.

Other less tangible legacies arising from Highland 2007-funded events and projects have been mentioned above (e.g. happy memories, increased interest/awareness, higher expectations/aspirations etc). In addition new groups were formed, for example Merkinch Theatre Group, Thurso/Wick Junior Shinty Club and Lochaber Archaeological Society.

A significant legacy is the *Highland Lives is Working* project. This uses the creative arts, specifically film making, to engage with the unemployed and is funded by the Highland Employer Coalition, Skills Development Scotland, Jobcentre Plus, HIE and The Highland Council. The original *Highland Lives* which inspired this project was a joint initiative between Highland 2007 and BBC Scotland, and was open to the public to capture their reflections of life in the Highlands. The blend of learning, expression and production suggested that, with adaptation, the format could be reshaped to provide a flexible and practical employability tool, for use throughout all the Highlands.

The opportunity to participate in a year-long event focusing on Highland culture has also raised the possibility of an 'islands festival' involving the Western and Northern Isles.

### 5.2.3. Impact on Promoters

The evaluation was also concerned with the impact of Highland 2007 on existing organisations and promoters in the area. To identify how far they benefited from the year-long programme a survey was undertaken every year for three years of arts, Gaelic, and environmental organisations and festivals in the Highlands and Islands.

Over half the respondents undertook additional activity relating to Highland 2007, receiving extra funding to do so and 19% indicated that they were developing new partnerships to deliver Highland 2007 events. When asked about the legacy they indicated positive outcomes as 'increased facilities, equipment and contacts' and 'an excellent stimulus for the arts in the region'. One commented 'It gave us the opportunity to hopefully make the festival self sustaining'. Another suggested 'We lifted the festival's profile and visitor expectations in 2007. There is no going back and we are committed to the same high standard of performer at our various events going forward'.

However these were balanced by negative views: 'There will be no legacy. It went unnoticed' (Gaelic organisation); 'We found Highland 2007 rather de-motivating. We took most of the year off' (promoter); 'From our perspective this appeared to be an Inverness-centred event' (small arts group); 'None – ruined all our funding plans – everyone changed the rules and made it a very difficult year for us' (Gaelic organisation).

A response from a national environmental charity found a balance between the positive and the negative:

[Highland 2007] lacked cohesion. [It] felt like a series of random events rather than a thematic journey. Several of the events were fantastic and I think people did put on events that otherwise would have sat in the 'if only' tray. Overall worthwhile and a qualified success.

Reviewing the full range of responses, there is evidence to indicate that there is a significant community of those who have been involved in developing and promoting events in the

Highlands and Islands over many years, who did not find it possible to engage with Highland 2007 or, if they did, did not find it a worthwhile experience.

### 5.3. Physical Legacy

There was a physical legacy left from the support for capital projects. As discussed in **Part One**, alongside the capital support which came via Highland 2007, ten major projects received capital funding from the three main funders as well as other sources of support. These included:

- Eden Court Theatre
- Culloden Battlefield
- Fas, Sabhal Mor Ostaig
- Caithness Sports Facilities
- Lairg Auction Mart
- Dornoch Sports Barn
- Mountain Biking World Championships
- Inverness Museum and Art Gallery
- Highland Folk Museum
- Highland Archive Network

Some interviewees argued that this funding would have happened anyway and this was not additional money for Highland 2007. Funding for these was not channelled through the Highland 2007 but went directly to the organisations involved. While some of these projects had been in development for some time, as is the nature of capital developments, it is clear from those leading the projects that support for Eden Court, Culloden Battlefield Visitor Centre and for the improvement of the route to facilitate the *UCI Mountain Bike and Trials World Championships*, was realised directly as a result of Highland 2007. Other projects which were on The Highland Council's programme were moved up the agenda.

In addition, The Highland Council committed £1.5million for a capital programme, open for community groups to apply, which supported activities such as improvements to village halls, wildlife gardens for schools, and new sports facilities and equipment.

Many Highland 2007 revenue-funded projects resulted in some kind of physical legacy, either created or bought with the help of the funding. Examples include:

- Heritage resources – archives, exhibitions, story panels, interpretive displays, websites, leaflets
- Hireable equipment and other items – film/video, glass-cutting/sand-blasting, yurts, projectors
- Theatrical – raked seating, staging, props and costumes
- Saleable – books, booklets, catalogues, DVDs, CDs
- Music – compositions, songs, musical instruments
- Sports equipment – rugby, shinty, gymnastics, mini Highland Games, etc.

Some of these physical legacies are saleable items, which can generate additional income for community groups, schools and other organisations:

The income [from the sale of commemorative CD featuring 14 local artists] has helped in stabilising the financial position of the folk festival, something that will ensure its ability to survive into future years and hopefully bring even greater benefits to our community.

## 5.4. Image and Representation

The Population Survey carried out as part of the evaluation found that the Highlands and Islands are viewed positively both at home and across the rest of Scotland. Telephone surveys of residents and non-residents undertaken in 2006 and again in 2008 showed little change in people's views and perceptions between the two years, with most people holding a positive, but largely traditional, view of the Highlands and Islands. The complete findings are available in Appendix 4.

Respondents were asked to rate the Highlands and Islands on a scale of 1 to 10 as a place to live, to work and to take holidays. Overall there seems to be a positive and favourable perception. Residents gave consistently higher scores for living and working in the Highlands and Islands than non-residents, but both populations gave the same score as a place to take personal holidays.

Residents generally feel there has been more change in the culture of the Highlands and Islands over the past few years than non-residents. However, other Scots perceived more change in 2008 than they did in 2006, bringing their perceptions more into line with those of residents.

On the question of whether the Highlands and Islands enhance or detract from Scotland's image and reputation, all samples were strongly positive. Interestingly, it is the non-residents who are consistently most positive about the contribution of the Highlands and Islands, although residents were slightly more positive in 2008 than 2006.

During telephone interviews a list of possible strengths of the Highlands and Islands were read out to respondents who were asked to say which they agreed with most. Scores were on a scale of 1 to 10. The following observations can be made:

- In descending order, residents consider the greatest strengths to be: quality of the environment (8.2), traditional music (7.9), historic buildings and sites (7.6), outdoor sports (7.0), festivals and events (6.6), museums (6.5). Residents gave the lowest ratings to: film and TV productions (4.0), writing (4.4), Scots language (4.6).
- In descending order, non-residents see the greatest strengths to be: the quality of the environment (8.2), historic buildings and sites (8.1), traditional music (8.0). Non-residents gave the lowest scores to: professional football (5.5), film and TV productions (5.8), other indoor sports (5.9), other types of music (6.1).
- The biggest differences between residents and non-residents, where non-residents had a more positive view of the Highlands and Islands than residents, were, in descending order: Scots language, writing, film and TV productions, painting and sculpture, community life and dance.

Respondents were asked to score a number of contrasting descriptors of Highland culture, selecting a score on a scale of 1 to 10 to reflect where on the scale they felt the truth lay. The weighted average scores are presented in Table 21 below.

**Table 21: Descriptors of Highland Culture – responses**

The following is a list of contrasting words or phrases at different ends of the 1 to 10 scale (lower scores being negative and 5 neutral). Choose a number that expresses your opinion: Highland culture is:	Weighted average scores			
	H&I residents		Other Scotland	
	2006	2008	2006	2008
is dead is alive and vibrant	7.2	7.2	7.1	7.2
is boring is very interesting	7.4	7.2	7.2	7.3
is out of date & old fashioned is contemporary and up to date	6.8	6.5	6.6	6.6
does not have any variety or breadth has great variety or breadth	7.1	7.1	6.9	6.9
is not important for the Highland economy is very important for the Highland economy	8.2	8.7	8.2	8.0
is something to be ashamed of is something to be proud of	8.8	8.8	8.9	8.6
has nothing to do with my personal sense of identity is a major part of my sense of identity	7.4	7.7	4.8	5.7

The following observations can be made:

- The perceptions of residents and non-residents are very similar in most areas, except for the link between Highland culture and a personal sense of identity, where non-residents gave lower scores. However, they scored more highly in 2008 than 2006.
- Overall, there was little change over the time period, the exceptions being 1) the importance of Highland culture for the economy of the Highlands and Islands and 2) the link between Highland culture and personal sense of identity, the average scores for both rising over the period.
- The strongest expression of opinion was reported for Highland culture being something to be proud of. This was equally so for residents and non-residents. Strong agreement was also expressed for Highland culture being important for the Highland economy.
- The lowest level of agreement was expressed for Highland culture being contemporary and up-to-date.

The interim results of the 2006 survey were presented to the Highland 2007 Board with the challenge underlined to improve on what were already very positive scores for the image of the

Highlands and Islands. What is clear is that the image is strong but tends to be traditional rather than contemporary.

## 5.5 Identity and Profile: Press Analysis

A key part of this evaluation was a four-year exercise in analysing the press coverage. Press cuttings published between July 2004 and March 2008 were collected by Glasgow-based UK press agency McCallum Media Monitor and Highland-based service Platform PR. Added to this was coverage on the BBC website and *Northings*<sup>38</sup>. A total of 2369 collected articles were included in the analysis, which were all individually coded to record both objective and qualitative data. Key strands were identified before the start of the coding process, but adjusted over time, to reflect the developing narratives in press coverage (see Appendix 6 for a full analysis).

The majority, over 60%, of all articles were published in 2007, while just over 25% were published in 2006. Levels of coverage were at their highest during the first half of 2007, with peaks in June, January and May. After a dip in the second half of the year, coverage levels were again high in January 2008, mostly due to reporting on the year's closing events.

Regional newspapers were by far the largest source of articles, with almost 82% of all coverage. Coverage in regional *daily* newspapers was dominated by the *Press and Journal* and the *Inverness Courier*, with 95% of coverage in this newspaper type, making up almost half of all total coverage.<sup>39</sup> Across regional *weekly* titles coverage was distributed quite widely, with the *Highland News* publishing the largest number of articles. *The Scotsman* and *The Herald* were responsible for the majority of articles by national broadsheets (10.5% of overall coverage), while the combined titles of the national tabloids published only 1.7% of all articles. Finally, a large number of specialist press publications were found, most of which included only one or two references to Highland 2007, with the exception of *BBC News Online*, *Northings* and *The Times Educational Supplement*.

The main thematic categories identified were, in order of importance:

- events
- audiences and event reach
- image and representations
- funding
- physical developments
- organisation and policy issues
- economic impacts

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<sup>38</sup> The *BBC News* website was included. The BBC was a partner in Highland 2007 and while its support did not guarantee news coverage, it consistently ran news items on its website throughout the year. *Northings*, the online news journal of Hi-Arts, is a key source of coverage from the point of view of the local cultural community. Both contained significant amounts of coverage of the specialist press type.

<sup>39</sup> The press analysis identifies different categories of newspapers including daily and weekly publications. As the *Inverness Courier* is published twice per week, it is technically neither a daily, nor a weekly. However, as its numbers are significantly higher than any of the weeklies, it has here been counted in our analysis as a regional daily type newspaper.

- performer and event origin and focus.

### 5.5.1 Events

With 45.4% of all coverage, reporting on *cultural events* makes up the largest thematic category. It covers all reporting on events and activities taking place in the context of Highland 2007, including reporting on a number of events taking place prior to 2007 (if these were connected to Highland 2007 in the context of the newspaper reporting, i.e. reporting on the *Royal National Mod: Am Mòd Nàiseanta Rìoghail* in 2006, with references to the *Royal National Mod: Am Mòd Nàiseanta Rìoghail* as part of Highland 2007). Events have been grouped into the following sub-themes by target audiences:

- International Events
- Regional Events
- Community Events
- Cross-Community Events

In addition to these 4 groups, special events (including reporting on the launch and closing events) and generic events reporting were distinguished.

As a whole, events received the highest percentage of positive coverage of all thematic categories. Almost one-third of this was dedicated to community events, followed by international and regional events. Overall, reporting on regional, community and cross-community events was the most positive, with over 90% of positive coverage for all, while special events and international events received much lower levels of positive, and higher levels of negative, coverage.

### 5.5.2 Audiences

Reporting on *audiences and event reach* (11.8%) included discussion of who Highland 2007 was for and the accessibility of events from a Highlands and Islands perspective – for instance, comments on the centrality of events taking place in Inverness compared to opportunities for more remote areas – as well as references to key target groups. The most prominent sub-themes within this category included:

- Accessibility and participation of young people (e.g. through The Highland Promise – An Gealladh Mòr)
- Community participation in events, including the employment of local skills and traditions
- Inclusion of linguistic minorities

This category received 81.1% positive coverage, with reporting on inclusion of youth and ethnic minorities being the most positive sub-themes, both receiving over 90% of positive coverage. Negative reporting was concentrated in a small number of stories on accessibility for local audiences.

### 5.5.4 Image and representations

With 11.7% of the cuttings, this category included reporting of Highland 2007 in relation to the identity of the Highlands and Islands, divided into four main sub-themes:

- Promotion and place-marketing
- Image and perception
- Quality of life
- Relations with other areas

Topics in this category include specific attempts to promote the Highlands and Islands (such as the *New York Tartan Week* events), the changing identity and (re)presentations of the area, civic morale and self-identity, outside perceptions of the Highlands and Islands, the appropriateness of hosting a 'Year of Highland Culture', etc. Positive coverage, predominant in all sub-themes, focused on such ideas as Highland 2007 being a way to showcase the Highlands and Islands as a great place to live and visit, or specific references to the Golden Broom tartan being used as the official Highland 2007 tartan. Negative coverage, which reached about 10% in all sub-themes, dealt with for example, the lack of publicity surrounding the year's events.

### 5.5.6 Funding

Coverage of *funding* (11.4%) involved reporting on financial issues, which were divided into sub-themes concerning the origin, spend and type of funding. The main distinctions in this category were between neutral reporting (e.g. news on the allocation of funds) and critical comments (discussion on the choice of specific funding allocations, use of public funds to support commercial events, etc.). Public funding received the highest level of negative coverage in this category, and the lowest level of positive coverage, while reporting on private funding and sponsorships was predominantly positive.

### 5.5.7 Physical Developments

The category *physical developments* (8.5%) includes all stories focusing on physical preparations and transformations taking place in the context of Highland 2007, i.e. the building and/or renovation of culture or sports venues, but also references to general amenities, the cleaning of buildings, public art, the development of transport links, and environmental issues. It was considered to what extent certain projects were identified as part of Highland 2007; for example, while all articles made at least a marginal reference to the year, some projects were seen more clearly as a legacy of Highland 2007 (Eden Court and some other capital projects) than others. Reporting on capital projects dominated this category with almost two-thirds of all coverage. Of all capital projects reporting, more than one-third dealt with the Eden Court refurbishment. The overall tone of reporting in this category was positive, with no sub-theme receiving more than 20% of negative coverage. Negative reporting on capital projects dealt mainly with overspending and delays in the delivery of the Eden Court and Culloden Battlefield projects.

### 5.5.8 Organisation and Policy

*Organisation and policy issues* (5.7%) includes all reporting on the organisation of Highland 2007 as an event (in terms of institutions, appointments), but also coverage of city

management, the role of specific political decision-makers in the Highland 2007 process, activities of key figures, etc. Dominant sub-themes within this category included:

- Highland 2007 legacy and cultural policy developments
- Reception and evaluation of Highland 2007
- Public leadership
- Highland 2007 event leadership

The first two sub-themes appeared primarily at the start and end of 2007, and show the highest levels of neutral reporting. Reporting on legacy, however, received far more positive coverage than coverage of the reception and evaluation of the year's events. Public leadership, meaning the leadership of, and decisions made by, public organisations was by far the most negative sub-theme.

### **5.5.7 Economic Impact**

Reporting on tourism and business investment growth in the context of Highland 2007, as well as more direct reporting on the economic impact of Highland 2007 events, is included in the *economic impacts* category (4.2%). This includes reporting on ticket sales and increases in visitor numbers, as well as specific discussion on the economic impact of major Highland 2007 events, reporting on new business investments, etc. With almost 85%, this category achieved a very high level of positive coverage. Of its sub-themes, stories on ticketing were the most negative, while references to tourism impact were the most positive.

### **5.5.8 Performers and Events**

*Performer and Event origin and focus* (1.3%): this category, which received the smallest number of articles, includes all discussion of the presentation of Highlands and Islands culture and opportunities for local talent and artists, as well as perceptions of parochialism or elitism, etc. In particular, this section covers the debate on culture from/of the Highlands and Islands versus culture from beyond the Highlands and Islands (i.e. the debate on 'Highland Year of Culture' versus 'Year of Highland Culture'). Attitudes here were slightly more positive than negative, with negative opinions voiced primarily through letters, comments and editorials. Coverage on the international content of the programme, however, was positive only.

### **5.5.9 Results**

General coverage of events was at its highest in 2007, more than tripling in comparison to 2006. A similar trend can be seen across most other categories. Funding-related articles, however, appeared slightly more often in 2006 than in 2007, and received the highest level of coverage of all categories in 2005, even surpassing reporting on events; the latter may be explained by the fact that at this early stage the programme of events was still being developed.

Of all stories on Highland 2007, 76% had a positive tone, 13% were neutral, while 11% were negative. Attitudes were distributed relatively equally across the various newspaper types. Regional dailies had the lowest percentage of positive coverage and the highest percentage of negative coverage, while specialist press contained the most positive and the least negative. 79.6% of all generic news reporting (which made up 80% of all coverage) had a positive tone,

but almost 75% of all letters from readers were negative. Editorials, opinion and commentary pieces were more often positive than negative.

Positive attitudes dominated across all thematic categories. Coverage of events received the highest percentage of positive coverage (85.9%), as well as the lowest percentage of negative reporting. Coverage of organisation and policy issues, on the other hand, was the least positive, with less than half of all stories having a positive attitude (47.4%) against 27.1% neutral and 25.5% negative. Reporting on performer and event origin received the highest percentage of negative coverage (28.6%).

More than 50% of all positive coverage consisted of reporting on events, followed by reporting on audiences reach (12.7%) and image and representation (10.7%). Of all negative reporting, 24.7% focused on events, while funding-related stories scored an almost equally high percentage of negative coverage (23.4%). 15.5% of negative reporting dealt with physical developments, 13.3% with policy and organisational issues. Neutral reporting again focused mostly on events (28%), followed by image (18%) and funding (14%).

Across all categories, reporting was mostly by newspapers based in the Highlands and Islands area. This picture becomes even stronger when the *centrality* of Highland 2007 to the coverage is taken into account, which shows that around half of all coverage in national broadsheets and tabloids was made up of *marginal* references to Highland 2007 only, while the year was *central* to only 23.5% of coverage in national broadsheets, and 19% of national tabloids. For all other types, centrality was significantly higher (either mixed or central). This indicates that Highland 2007 received an even lower percentage of coverage in the national press than found so far, which corresponds to the finding that the outreach of the year was very much Highlands and Islands based – a point returned to below.

It is likely that a number of articles reporting on more *low profile* Highland 2007 activities have not been picked up by the agencies because clear references to Highland 2007 were missing. For instance, no coverage was found of a number of capital projects listed on the Highland 2007 website. It could have been expected that at least the local press will have reported on these projects to some extent. This may also be true for other low profile local Highland 2007 events: the final analysis *only* includes articles containing references to Highland 2007 (or the Highland Year of Culture, etc).

Many events were not recognised as part of Highland 2007. This is in line with the finding that the year's events overall had a relatively low profile. For instance, a poll carried out by the *Highland News Group* showed that many locals were unable to name two Highland 2007 events, and that many people were not even aware that some of the major events that they did know about had actually been part of the year's festivities.<sup>40</sup>

This analysis of the press supports other findings and conclusions in this report and highlights the important areas to be considered in the future. Particularly significant was the large and positive coverage of community events. The feedback from promoters and others highlighted the value local communities put on support for their events and while there was criticism from some established promoters, the press story was overwhelmingly positive. The debate on the

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<sup>40</sup> 'How was it for you? You tell us what you think of Highland 2007', *Highland News Group*, week ending Saturday, December 15, 2007.

nature of Highland culture is one which is important for Gaelic speakers, promoters and young people, with not all these groups agreeing.

Analysis shows that the *Inverness Courier* had the lowest percentage of positive coverage of all regional dailies, while its percentage of negative coverage was comparable to that of the *Press and Journal*. The most consistent and significant finding, however, is the question of how far events were identified as being part of Highland 2007. This has implications for both local and national image.

## 5.6 Public perception

Macpherson Research was commissioned to undertake survey work amongst the Scottish population. An initial survey of 1000 respondents was interviewed in 2006, largely to act as a baseline sample prior to any of the Highland 2007 promotion and activities. A follow up sample was interviewed in 2008 shortly after the completion of the Highland 2007 programme (for the full report see Appendix 4).

The research was designed to measure the impact of Highland 2007 in two different ways. First, the same set of questions was asked of two different samples, one before and one after Highland 2007. Secondly, respondents in 2008 were asked directly about the impact of Highland 2007. Overall, the impacts tend to be greatest for residents of The Highland Council area, less for residents of the other parts of the Highlands and Islands, and least for residents of other parts of Scotland. A similar pattern exists throughout most of the areas of investigation. Key findings are:

### 5.6.1 Awareness of Highland 2007

In the initial survey in 2006, a total of 44% of The Highland Council residents, 61% of H&I residents and 83% of other Scots were not aware of the forthcoming Scotland's Year of Highland Culture. In the follow up sample in 2008, the proportion of people who were unaware of Highland 2007 had fallen to 9% of The Highland Council residents, 25% of Highland and Island (H&I) residents and 60% of other Scots.

### 5.6.2 Impact

Respondents were asked a series of questions about the impact Highland 2007 may have had. Firstly they were asked if it had changed their view of Highland culture. A total of 10% of Highlands and Islands residents and 7% of non-residents claimed that it had, either a little or a lot. Residents from The Highland Council area reported more change than the Highlands and Islands as a whole. There is also a clear link between age and the change perceived, with more than twice the proportion of younger respondents reporting change than older ones.

The majority of respondents reported that Highland 2007 did not have any personal impact on them. However, a significant minority claimed that it did, with residents of The Highland Council area experiencing the greatest level of impact. Overall, 21% of Highland Council residents reported a personal impact, albeit only a minor impact for most of them.

When asked about the perceived level of impact Highland 2007 had for the identity and prosperity of the Highlands and Islands, a much greater level of impact was reported. A total of 80% of The Highland Council residents perceived an impact, more than a quarter believing it to

be a major impact. Almost 40% of other Scots, representing 98% of those who were aware of Highland 2007, perceived an impact, many believing it to be a major impact.

### **5.6.3 Familiarity with the Highlands and Islands**

In the post Highland 2007 survey, residents of the Highlands and Islands claim to have a greater level of familiarity with the Highlands and Islands and also with its culture than they did before. On a scale of 1 to 10, the average response from residents rose from 6.9 in 2006 to 7.6 in 2008. Non-residents showed no change.

This returns us again to the issue of the impact of Highland 2007: those who were aware of it do believe that it had a significant impact, but 60% of those interviewed from the rest of Scotland were not aware of Highland 2007.

## **5.7 Highland 2007 Profile**

As discussed in **Part One**, responsibility for international marketing (i.e. beyond Scotland) lay with VisitScotland, with support valued at £2million from VisitScotland. According to their own figures, this generated more than £4million in UK and International Marketing and PR activity. This resulted in an increase in tourism figures and occupancy in 2007 over 2006.

The tourism providers interviewed acknowledged a good season, some of which they agreed was due to Highland 2007. However they felt there should have been more to attract tourists outside the summer season. They did not regard the opening and closing events as being significant in attracting new visitors to the Highlands. This highlighted a need for closer liaison between the tourism providers and event organisers. In general, the providers felt that the information they received on what was happening came too late.

The remainder of the marketing effort was the responsibility of the staff team in Inverness. It was acknowledged by board and staff alike that the marketing was not sufficiently resourced for the size of task.<sup>41</sup> Given the need to prioritise, a decision was taken to focus on marketing events in the Highlands and Islands. It was a clearly articulated policy, taken by the team, to promote Highland culture over and above the Highland 2007 brand. The result was that many who attended Highland 2007 events did not acknowledge them as being part of the year-long effort. This was clear from the media coverage, interviews and focus groups.

Despite their efforts, the staff team faced difficulty in persuading the media in Glasgow and Edinburgh to reference Highland 2007 in coverage of events, the impact of which emerged in the press analysis where there are examples of events not branded as Highland 2007. Highland 2007 also made little impact generally in the Scottish or UK wide press via specialist articles or features. Although as we see above, a significant number of residents believed Highland 2007 changed perceptions of the area, the conclusion of major promoters, board members and stakeholders was that Highland 2007 had generated little interest south of the Highland line. The impact of this was that Highland 2007 did not achieve one of the challenges set out by Jack McConnell at the start of this process and that is to change the way the Highlands and Islands is perceived in the rest of Scotland.

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<sup>41</sup> The original budget was £500,000 and this rose to £722,000. This does not include the £2 million support in-kind from VisitScotland. Two members of staff, based in Inverness, were dedicated to the marketing effort.

Despite their own experience and their knowledge, the marketing team needed to be supported by some focused expertise in brand marketing, PR and web/online marketing. This conclusion is shared by at least one of the Highland 2007 board members. On the other hand, it should not be forgotten that Highland 2007 was a first of its kind, with scope for improvement being a natural consequence of this.

## **5.8 Political profile and partnerships**

Part One looked at issues of governance and the legacy of partnership working in the Highlands and Islands itself and with Government departments and agencies. It is too early to tell how this will survive into the future, but the public pronouncement by the First Minister at the closing event, quoted earlier, suggests that new partnership-working is being encouraged at the highest level.

As for the future of Highland 2007 itself, the board and The Highland Council have agreed to set up a legacy organisation in the short term to manage funding, undertake marketing and communications for Highland events, develop new projects, promote Gaelic and develop strategic partnerships. In the longer term, the creation of an agency is being discussed to promote events and collaborations.

## **5.9 Summary**

There is a range of evidence to show that the events and projects supported by Highland 2007 had a positive effect on communities across the Highlands and Islands. While not ignoring some of the concerns expressed by the pre-existing groups and organisations which make up the broad cultural infrastructure of the region, there is evidence that the community funded programme in particular had a positive impact. Investment in capital projects, large and small, also strengthened the infrastructure for the area. Young people, in particular, benefited from the Highland 2007 events and projects.

The ongoing debate concerning the nature of 'Highland culture' was given fresh impetus during 2007. Some people supported the involvement of groups and organisations from outwith the Highlands and Islands and others saw this as an undermining of Highland culture. There were, however, many examples of events which were rooted in the area but which presented a new way of looking at the Highlands and Islands, particularly its landscape.

While the Population Survey presents a positive view of the Highlands and Islands and its culture, there was little shift in attitudes between the surveys undertaken before and after Highland 2007. There is little evidence of a shift in perception of the Highlands and Islands in the national media and, by implication, the rest of Scotland and this is also reflected in the views of board, stakeholders and promoters.

Finally, partnerships set up by Highland 2007 are still working and new plans are being developed for a legacy organisation.

## 6. CONCLUSIONS

<b>Aims/Objectives</b>	<b>Outcome of Evaluation</b>	<b>Source of Evidence</b>
<p><b>AIMS</b></p> <p>To promote the Highlands as a great place to live and to visit through showcasing the unique and special nature of Highland culture past, present and future.</p>	<p>Promotion: Marketing of Highland 2007 included the development of a website (which had a recorded 350,000 page visits at its peak during the month of July), the production of a range of print material – particularly a full colour brochure four times in the year which listed all events and was sent to all homes in the area; media relations; and a range of PR events intended to promote Highland 2007 to businesses and to politicians.</p> <p>There was critical comment from promoters about the effectiveness of the website and the way in which the brochures were set out.</p> <p>International promotion (beyond Scotland) was delivered through VisitScotland.</p> <p>Public: When asked about the perceived level of impact Highland 2007 had for the identity and prosperity of the Highlands and Islands, a total of 80% of The Highland Council residents perceived an impact, more than a quarter believing it to be a major impact. In 2006, 83% of non-Highland based Scots were not aware of the forthcoming Scotland's Year of Highland Culture. In the follow up sample in 2008, the proportion of people who were unaware of Highland 2007 had fallen to 60%. Almost 40% of other Scots, representing 98% of those who were aware of Highland 2007, perceived an impact, many believing it to be a major impact.</p> <p>Residents of the Highlands and Islands claim to have a greater level of familiarity with the Highlands and Islands and also with its culture post Highland 2007. Non-residents showed no change.</p>	<p>Highland 2007 documents; interviews; survey of institutions.</p> <p>Population survey</p> <p>Press analysis</p>

	<p>Several large sports events achieved international TV coverage and the BBC reported 27 million hours of audience viewing and listening to Highland-related material during 2007.</p> <p>Press: Of all press stories on Highland 2007, 76% had a positive tone. More than 50% of all positive coverage consisted of reporting on events. Around half of all coverage in national broadsheets and tabloids was made up of <i>marginal</i> references to Highland 2007 only, while the year was <i>central</i> to only 23.5% of coverage in national broadsheets, and 19% of national tabloids. This indicates that Highland 2007 received a low percentage of coverage in the national press – the year was very much Highlands and Islands-based.</p> <p>There were some significant stories in the Scottish press which concerned high profile Highland 2007-supported events but which did not make any reference to Highland 2007. There was no significant impact on the press coverage which might have been expected to influence opinion-formers and potential visitors further</p> <p>The marketing team, comprising two people, was under-resourced. Effort was concentrated on promoting Highland culture to support the marketing effort across the large number of events. As a result, while there was a good level of participation in events, not all were recognised as being part of Highland 2007.</p>	
<p>To provide the opportunity for people across Scotland and in key target areas across the world to join in a year long programme of celebrations of Highland culture.</p>	<p>International: Marketing activity carried out by VisitScotland on behalf of Highland 2007 had a reach of over 19 million people around the world and was valued at £4.7 million. UK and international PR activity on behalf of Highland 2007 was valued at £1.4 million and included regular contact with over 1400 media contacts. The impact of this activity saw an increase of 1.3% in visitor numbers (in 2007 from 2006) to visitor attractions in the Highlands of</p>	<p>Figures supplied to Highland 2007 by VisitScotland</p> <p>Tourism focus group</p>

	<p>Scotland. Accommodation across all sectors saw growth: hotels by 3.4%; guest houses/B&amp;Bs by 5%; self-catering by 1.7%; and caravan/camping by 34.8%.</p> <p>The tourism providers in the Highlands and Islands welcomed Highland 2007 as an important way of stimulating the tourism industry. However they were disappointed with the lack of events outside the tourist summer season. They felt that there was a need for closer communication between event planners and the industry.</p> <p>The programme was delivered principally in the Highlands and Islands with few events elsewhere in Scotland adopting a Highland theme.</p>	
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<p>To establish positive and sustainable partnerships across Scotland to support the development of the cultural infrastructure of the Highlands in 2007 and beyond.</p>	<p>contemporary and up-to-date.'</p> <p>A board comprising the key public sector agencies, The Highland Council, Highlands and Islands Enterprise (HIE) and Scottish Government, planned and led Highland 2007. This was seen as an exemplary partnership likely to be sustained. The only criticism of this approach was the lack of private sector involvement at this level.</p> <p>To ensure all of the Highlands and Islands was involved, Highland 2007 set up partnerships with the local authorities in the areas but not on the board: Argyll &amp; Bute, Comhairle nan Eilean Siar, Moray, Orkney Islands and Shetland Islands and with funding from HIE, developed a programme for these areas.</p> <p>Highland 2007 also developed a relationship with 33 Concordat partners from the public and private sectors, and 17 commercial sponsors, which assisted in leveraging funding for strands of activity.</p> <p>Funding for Highland 2007 came from a range of sources, public and private, the largest contributors being the organisations on the board. £6.5million was invested directly in Highland 2007; £3.1million directly into Highland 2007 supported projects (not through Highland 2007 office); and £3.6million of in-kind support levered by Highland 2007. Highland 2007 commissioned a series of 'flagship' events for the programme. The rest of the funding was distributed to groups and organisations that applied to Highland 2007. The funding was tied to criteria set by the funding source. There was criticism from some promoters of the lack of a commissioning fund and the need to tie applications for activity to what were seen as 'non-cultural' criteria. There was also a need to demonstrate how the event was new or had developed on previous years which also provoked negative comment.</p> <p>£31.6million was invested in major capital projects as a result of Highland 2007. Funding came from The Highland Council,</p>	<p>Highland 2007 documents, interviews</p> <p>Highland 2007 management accounts, interviews, survey of institutions, focus groups</p> <p>Figures supplied by Highland 2007</p>
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	HIE and the Scottish Government to enhance funding which had already been pledged. Projects include Eden Court Theatre and the Culloden Battlefield Visitor Centre and are designed to enhance the physical infrastructure for culture in the Highlands.	
To promote the significance of Highland culture to Scotland, past, present and future, to people living in the Highlands for the purpose of enhancing their awareness of and sense of pride in their local area.	<p>Highland 2007 has identified a broader and more contemporary definition of Highland culture and encouraged the re-interpretation of traditional Highland icons.</p> <p>Between 2006 and 2008 there was an increase in public awareness of 1) the importance of Highland culture for the economy of the Highlands and Islands and 2) the link between Highland culture and a personal sense of identity.</p> <p>The strongest expression of opinion was reported for Highland culture being something to be proud of. This was equally so for residents and non-residents. Strong agreement was also expressed for Highland culture being important for the Highland economy.</p>	Population survey
To contribute to the work of other agencies to increase the level of confidence and to develop the skills and capacity of individuals and communities across the Highlands.	<p>The programme of community-based events was regarded as a major success of Highland 2007, promoters reporting social benefits: bringing people together, the increased involvement of young people in community life, and the confidence to do things together again. Benefits for the young people of being involved in projects included increased self-confidence, increased access to and awareness of local culture/heritage/environment etc, new skills, physical legacies of their involvement and, in one case, SQA drama qualifications.</p> <p>H2007's appointment of one of the UK's leading Event Management agencies to deliver some of the flagship events was anticipated by some as an opportunity to</p>	<p>Interviews, evaluation forms</p> <p>Interviews, focus groups, institutional survey</p>

	enhance the skills of those living and working in the Highlands and Islands. While there is evidence of an ad hoc engagement of local people, the case is made for a more formalised and sustained approach in any future events of this sort.	
To stimulate interest and participation in cultural activity in the Highlands in 2007 and beyond by people in the Highlands, across Scotland and abroad.	An estimated 520,000 additional day visits and 43,000 additional overnight stays in the Highlands and Islands were made by non-residents of the Highlands and Islands as a result of Highland 2007. Among the additional overnight visitors, 58% were from the rest of Scotland and the remainder were from the rest of the UK or overseas.	Economic Impact study
To contribute to the development of the social and physical cultural infrastructure of the Highlands.	<p>For social and physical infrastructure, see above.</p> <p>The engagement of a large number of communities across the Highlands and Islands stimulated a positive interest in promoting and developing cultural events in the future.</p> <p>New projects which came into being or were enhanced by Highland 2007, helped to re-define Highland culture. Environment projects represented 22% of the total number of events of Highland 2007, but the landscape went on to define many of the other events in the programme.</p> <p>Some pre-existing promoters were disappointed that an external provider was contracted to produce the flagship events. A proper process was followed by Highland 2007 in awarding this contract. However negative views still persist. Concerns were expressed about there being too many events – particularly festivals. While there was no evidence of significant displacement in terms of attendances between 2006 and 2007, any future developments would be advised to work closely with these promoters – large and small – to ensure no damage to the existing infrastructure.</p>	<p>Evaluation forms</p> <p>Interviews, focus groups, institutional survey</p>
To support other agencies and initiatives to promote Gaelic language and culture and	Gaelic was an underpinning theme of Highland 2007. Support was extended to projects which included other languages in the Highlands and Islands.	Highland 2007 documents and marketing material;

<p>to increase the number of Gaelic speakers.</p>	<p>Projects: Language-based projects attracted 13% of the project funding available – major events included <i>Blas</i> and <i>The Mod: Am Mòd Nàiseanta Rìoghail</i>; new ongoing developments included a fèis in Moray.</p> <p>Marketing: all projects funded by Highland 2007 had to include Gaelic as part of their marketing; Highland 2007's own marketing was produced in Gaelic as well as other languages.</p> <p>Learning: Highland 2007 supported Air Splaoid! (an online resource developed by Cànan for beginners) and all the Highland 2007 staff made an attempt to learn the language.</p> <p>There were criticisms of the Gaelic community from within about its failure not to capitalise more on the opportunities offered by Highland 2007. Many who took part in Highland 2007 events with a Gaelic theme, did not recognise them as being part of Highland 2007.</p>	<p>evaluation forms; interviews with board, stakeholders and promoters; focus groups with Gaelic speakers</p>
<p>To encourage young people to take part in cultural activities in 2007 and beyond through their involvement in planning the Highland 2007 programme and by their participation in projects and events.</p>	<p>The Highland Promise – An Gealladh Mòr provided additional funding and an opportunity for school pupils across the Highland Council area to plan events and participate in Highland 2007. There is already a lot going on in Highland schools across the full range of the six strands and The Highland Promise – An Gealladh Mòr enhanced opportunities, developed skills and brought in new ideas.</p> <p>Benefits for the young people of being involved in Highland 2007 projects included increased self-confidence, increased access to and awareness of local culture/heritage/environment, new skills, physical legacies of their involvement and, in one case, SQA drama qualifications.</p> <p>However, 'a one size fits all' approach was not totally successful. It is unclear how The Highland Promise – An Gealladh Mòr will benefit the schools in the future, as opposed to the individual pupils who took</p>	<p>Survey of 29 Associated School Groups; interviews and focus groups in schools in three Associated School Groups</p> <p>Evaluation forms Focus groups</p>

	<p>part. The ending of the Cultural Co-ordinators programme does undermine future plans.</p> <p>Young people were particularly enthusiastic about festivals taking place throughout the year.</p>	
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## LIST OF THOSE INTERVIEWED

With the exception of promoters, interviews with each group were conducted in 2006 and again at the end of 2007/beginning 2008

### Highland 2007 Board

Barbara Absolon  
 Andy Anderson  
 John Brown  
 Alistair Dodds  
 Leslie Evans  
 Michael Foxley  
 Carolyn Gardner  
 James Hunter  
 Alison MacGee  
 Colin Marr  
 John Mason  
 Sandy Park  
 Grant Sword  
 Jean Urquhart  
 David Williams

### Highland 2007 Staff

Alison Bell  
 Gavin Bowie  
 Julie Corbett  
 Fiona Hampton  
 Morven MacLeod  
 Torquil MacLeod  
 Fiona McKenzie  
 Cathy Shankland

### Stakeholders

Sandy	Cumming	HIE
Rt Hon Jack	McConnell MSP	First Minister until May 2007
Arthur	McCourt	The Highland Council
Ian	Murray	The Highland Council
Bruce	Robertson	The Highland Council

William	Roe	HIE
Malcolm	Roughead	VisitScotland
Bill	Sylvester	HIE
Graeme	Watson	The Highland Council

## Other Local Authorities

Nick	Fearne	Moray Council
Chessa	Llewelyn	HIE Orkney
Donald	McVicar	Argyll & Bute Council
Meg	Rodgers	Comhairle nan Eilean Siar

## Promoters

Maureen	Barrie	National Museums Scotland
Lucy	Conway	Six Cities Design Festival
Joe	Gibbs	Belladrum Tartan Heart Festival/ Rock Ness
Pete	Irvine	Unique Events
Mike	Jardine	UCI Mountain Bike and Trials Championship
Robert	Livingston	Drama Na h-Alba
Jude	McLavery	Celtic Media Festival
Jill	McNicol	National Trust for Scotland- Culloden
Donna	McRae	Blas
Sinclair	Young	Moray Firth Flotilla

## Focus Groups

Gaelic Speakers  
Highland Youth Voice  
Promoters' Arts Network (PAN)  
Questors Group, Eden Court  
Tourism Operators

## The Highland Promise – An Gealladh Mòr

Inverness Royal High ASG:

Inverness Royal High  
John Considine  
Pupils

Lochardil Primary School, Inverness  
Ewan Mackie  
Pupils

**Drummond Special School**

Richard McKendrick

Linda Schubert

Pupils

**Kingussie High School**

Eddie Broadley

John Tracey

Pupils

**Mallaig High School ASG:**

**Mallaig High School**

Martin Sullivan

Pupils

**Mallaig Primary School**

Joan Smith

Pupils

**Eigg Primary School**

Hilde Ibrahim

Pupils

**Muck Primary School**

Eileen Henderson

Pupils

**Rum Primary School**

Stewart Poole

Pupils from Rum and Canna

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Coventry University

## **APPENDICES**

- 1. Research brief and original proposal**
- 2. BBC and Highland 2007**
- 3. List of awards**
- 4. Surveys of the general public - Macpherson Research**
- 5. The Highland Promise – An Gealladh Mòr - Survey of ASGs and list of activities**
- 6. Press Content Analysis - Floris Langen**