



Evidence Review: UK City of Culture Programme

Paper One of Two – Proposed Theory of Change
and Evidence of Impact

Prepared by Warwick Business School

Writing Team: Mark Scott, Professor Jonathan Neelands, and Dr Haley Beer

February 2025
(Research Undertaken 2024)

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Disclaimer Notice

Although this report was commissioned by the DCMS, the findings and recommendations contained within are those of the authors and do not necessarily represent the views of the DCMS.

Glossary of Terms

ACE – Arts Council England

BRES – Business Register and Employment Survey. The Business Register and Employment Survey publishes what are regarded as official employee and employment estimates at detailed geographical and industrial levels.

CHC – Culture and Heritage Capital Framework

DCMS – Department for Culture, Media and Sport (up until February 2023, the department was known as the Department for Digital, Culture, Media and Sport).

ECoC – European Capital of Culture

EIA – Economic Impact Assessment

EU – European Union

FTE – Full Time Equivalent, a measure of employment

GVA – Gross Value Added is the measure of the value of goods and services produced in an area, industry, or sector of an economy.

LEP – Local Enterprise Partnership

NUTS – Nomenclature of Territorial Units for Statistics. NUTS is a geocode standard for referencing the administrative divisions of countries for statistical purposes. The standard was developed and remains regulated by the European Union, and thus covers only the EU member states in detail.

Outcomes – Changes that result from the project outputs over the short, medium, and long term.

SCBA – Social Cost Benefit Analysis

SROI – Social Return On Investment

SWEMWBS – The short version of the Warwick–Edinburgh Mental Wellbeing Scale (WEMWBS). WEMWBS was developed to enable the monitoring of mental wellbeing in the general population and the evaluation of projects, programmes, and policies that aim to improve mental wellbeing.

UK CoC – UK City of Culture

VfM – Value for Money Assessment

The Impact of the UK City of Culture Programme to Date

The UK City of Culture programme has to date cost **£103.1 million to deliver**,¹ of which **£61.7 million has come from public funding via central government or through National Lottery grants**.^{2,3} The programme has generated:

- **Additional investment of over £1 billion** which can be linked to the title into the local economies of the host cities, with roughly 25% of that investment coming from the private sector demonstrating that the UK CoC attracts additional investment.⁴
- Over **3,800 events and activities** have made up the respective programmes of the titleholders.
- Based on evaluation data, it is estimated that **539,209 citizens from host cities** have engaged and participated with the UK City of Culture (UK CoC) programme. In addition, an **estimated 2 million visitors from across the UK and further afield** visited host cities for events and activities.
- Across the three titleholders, a **cumulative media value/advertising equivalent value of £596 million** has been generated, celebrating the unique cultural and heritage identity of the titleholder, and contributing to the UK's soft power.
- Economic impact for host cities included:
 - Within Derry/Londonderry – **2,740 additional full time equivalent (FTE) job years created, leading to £97.1m in GVA (constant 2010 prices). The 535,500 additional visitors over the year spent £25.2m.**
 - Within Hull – **tourist visits to Hull increased by 9.7% in 2017 compared with 2016, reaching 6.2 million visits. Jobs in the visitor economy grew by over 27% between 2012 and 2017, increasing from 5,297 to 6,735. The broader creative industries sector, including the cultural sector, experienced steady growth, with employment rising from 1,850 jobs in 2015 to 2,135 jobs in 2017, amounting to a 15.4% increase.**
 - Within Coventry – **there was £20.9m (at 2023/24 prices) net additional off-site and organisational expenditure in Coventry and Warwickshire, 225 1-year net additional FTE jobs from off-site visitor and organisational expenditure in Coventry and Warwickshire, and, £11.6m net additional GVA (at 2023/24 prices) arising from this expenditure in Coventry and Warwickshire.**
- **Over £100 million in additional GVA** across two of the titleholders to date (Derry/Londonderry and Coventry).⁵
- **Tourism within host cities has increased by an average of 22%** across the point of bidding and delivery.
- Taking into account standard growth patterns in tourism for each host location, it is estimated that the UK CoC title has led to **an additional 3,100 jobs within the tourism and hospitality sectors of host cities.**

¹ Derry/Londonderry had delivery costs of £25.8 million, Hull had costs of £32.8 million, and Coventry had costs of £44.5 million. As the ambition and scale of each UK CoC grows, so does its costs.

² Derry/Londonderry received £18.3 million of public/National Lottery funding, Hull received £22.1 million, and Coventry received £21.3 million.

³ These figures do not include amounts for Bradford UK CoC 2025. At the time of writing, it is estimated that Bradford will cost £42.4 million to deliver, of which £38 million has been raised and secured, including £29.95 million of public funding. Further information: <https://www.artspromotional.co.uk/news/city-culture-bradford-nears-ps42m-funding-target> (Accessed: 6 April 2024).

⁴ At least £252 million (roughly 25% of the total additional investment) came from the private sector.

⁵ A figure for Hull UK CoC 2017 in relation to GVA was not included in the final evaluation released publicly.

- The cultural infrastructure within host cities has been left more secure because of the title:
 - Between the 2018-2022 and 2023-2026 funding rounds for Arts Council England (ACE) National Portfolio Organisations (NPO), **there was an increase of 35.7% in funding for organisations in Hull.**
 - **In Coventry the increase in funding between NPO rounds was 79.3%** with organisations in both cities having benefitted from the increased partnerships and opportunities the title brought.
 - Both figures are significantly higher than the 24.6% increase in the annual cash sums invested across the 25 Key Cities in England in 2023-2026 compared with the previous NPO round.⁶
- Education programmes in both Hull and Coventry **have engaged more than 200 schools**, which have benefitted from outreach work and taking part in projects initiated as a result of the UK CoC.
- Based on evaluation data, it is **estimated that over 10,000 school children** have benefitted from projects and events that were part of the UK CoC programmes.
- An **estimated 7,500 volunteers** have been trained due to the UK CoC programme, and they have **given just over 374,000 volunteer hours**. These volunteers have developed new skills, improved their levels of subjective wellbeing, and improved their social connections.
- **90% of volunteers feel a sense of pride or belonging to where they live** – significantly higher than the general population.
- **70% or more of citizens/attendees feel a greater sense of pride** from living in a host city or attending UK CoC events.
- Increased cultural participation, particularly by neighbourhoods and communities that are more deprived: **83% of residents living in the most deprived parts of Derry/Londonderry attended a UK CoC 2013 event. Increase of 14% in regular cultural participation in Coventry between 2018 and 2022; in key neighbourhoods the increase was 36%.**
- Notable uplifts in wellbeing scores for participants engaging with the UK CoC (these increases are not mirrored at overall population level). **In Coventry, beneficiaries of the Caring City programme saw scores (using the ONS 4 Subjective Wellbeing measures) for life satisfaction increase from an average of 6.71 to 7.56, for feelings of life being worthwhile increased from 7.08 to 7.77, feelings of happiness increased from 7.00 to 7.54, and levels of anxiety dropped from 4.42 to 4.11.**⁷

For the full detail around these numbers, please refer to the [Evidence Base](#) later in this paper.

⁶ Key Cities (2023) *Culture and Place in Britain*, London: Key Cities. Available at: <https://coventry21evaluation.info/wp-content/uploads/2023/10/Culture-and-Place-in-Britain-February-2023.pdf> (Accessed: 6 April 2024).

⁷ While there are methodologies for monetising increases in wellbeing as outlined in the Supplementary Guidance to the HM Treasury Green Book, it is not possible to accurately monetise the increases in wellbeing here due to data limitations. Using values outlined in the UK Social Value Bank and the methodology from Fujiwara and Dass (2021), it can be estimated that the value of wellbeing changes for beneficiaries of the Caring City programme was in the region of £8,300 per person. However, data limitations mean that there is some inaccuracy with this figure. Also, it is not possible to determine if this change is long-term.

Fujiwara, D., and Dass, D. (2021) *Incorporating Life Satisfaction in Discrete Choice Experiments to Estimate Wellbeing Values for Non-Market Goods*, London: Simetrica Jacobs.

Headline Figures from the UK City of Culture Programme



£103.1 million
cost of programme delivery



£61.7 million
of public/lottery funding to date



£1 billion
of additional investment into the local economies of titleholders



90% of volunteers feel a sense of pride or belonging to where they live - higher than the general population



£596 million media value/advertising equivalent value generated helping contribute to the UK's soft power

70% of citizens/attendees feel a greater sense of pride from living in a host city or attending an event



3,800 Events enjoyed by 539,209 citizens from host cities plus millions of visitors from across the UK and further afield

Introduction

Since the UK City of Culture programme began in 2009, four cities have been awarded the title: Derry/Londonderry in 2013, Hull in 2017, Coventry in 2021, and Bradford for 2025. Across the competition's history, there have been 71 expressions of interest, 44 full bids, 17 shortlisted cities, and 4 winners, with bidding costs ranging from £50k to £1.5m. The programme has resulted in significant economic benefits: over £1 billion additional investment (of which roughly 25% came from the private sector) in local economies, substantial media value, increased tourism by an average of 22%, and boosted cultural infrastructure and funding. These benefits have enhanced civic pride and cultural participation, particularly in communities that have historically benefitted least from publicly funded culture.

Since its inception, the competition has become a recurring fixture in the UK's cultural calendar. As such, there have been:

- 71 expressions of interest in the competition from across the UK;
- 44 full bids submitted;
- 17 shortlisted cities/places (representing a geographic spread that covers 9% of the UK population), with the costs of the bidding process for shortlisted cities ranging from £50k to £1.5m; and
- 4 cities awarded the title.

Approximately 15% of the UK's populace resides within places that have bid for the title. The 17 shortlisted cities encompass nearly 9% of the UK's population, while 2% of the UK population resides in areas that have secured the title.

Based on evaluation data, the title has led to the following economic impacts:

- additional investment of over **£1 billion into the local economy** of the three titleholders so far, compared with a programme cost of £103.1 million (£61.7 million of which came from public/lottery funding);
- across the three cities so far, a **cumulative media value/advertising equivalent value of £596 million** has been generated, celebrating the unique cultural and heritage identity of the titleholder, and contributing to the UK's soft power; and
- the volume of **tourism to the respective cities has increased by an average of 22% across cities over the period of bidding for the title and delivery**. In turn, this has led to increased visitor spend and an increase in the overall value of tourism within the place, for example the value of tourism to Hull increased by 28% and in Coventry it increased by 51%.

The title has also led to the following non-economic impacts:

- Strengthened the cultural ecosystem by providing mentoring and training opportunities for artists and practitioners across all host cities, enhancing their practice and development.
- **Increased opportunities and partnerships for cultural organisations, with funding for organisations in Hull rising by 35.7% and in Coventry by 79.3% between the 2018-2022 and 2023-2026 NPO rounds**, compared with an average increase of 24.6% in comparable cities.
- Enhanced civic pride through volunteer programmes, **with 90% of volunteers in Hull and 91% in Coventry reporting pride in their city, compared with 75% and 54% of the wider populations, respectively**. More broadly, 71% of Hull residents and 78% of event

attendees in Coventry reported increased pride in their city as a result of engaging with cultural programming.

- Expanded cultural participation, particularly among underrepresented communities, with **81% of Derry/Londonderry citizens (including 83% in the most deprived areas) attending a City of Culture event in 2013, 95% of Hull residents engaging in 2017**, and 47% of Coventry citizens participating in 2021. **Regular cultural participation in Coventry increased by 14% between 2018 and 2022, rising to 36% in areas of historically low cultural engagement.**

Policy Context

Liverpool's successful tenure of the European Capital of Culture (ECoC) programme in 2008 inspired the UK CoC initiative, with the inaugural programme taking place in 2013. Despite perceived positive impacts on urban renewal and economic growth, evaluations of ECoC and UK CoC programmes have lacked longitudinal depth, hindering a comprehensive understanding of their lasting effects. While studies have highlighted benefits such as increased investment and tourism, there remains a need for clearer evaluation processes and methodologies to guide future assessments and strengthen the evidence base for cultural events' societal impact.

The European Capital of Culture (ECoC) programme was conceived in 1983 by the European Union (EU), with the first ECoC taking place in 1985. Following the success of Liverpool's time as ECoC in 2008, the UK CoC programme was initiated in 2009, with the first UK CoC taking place in 2013. The UK CoC competition is a UK-wide programme held every four years, which invites places from across the UK to set out their vision for culture-led regeneration.⁸ Developed in collaboration with the devolved administrations in Scotland, Wales, and Northern Ireland, the competition awards the winning place the title of UK CoC for one year.

In the intricate world of policymaking, the evaluation of any intervention has assumed a central role, having considerable power to shape and influence policy objectives and practices. Nowhere is this influence more pronounced than in the realm of cultural major events, as exemplified by the ECoC and UK CoC programmes. These events have become significant drivers of urban/place renewal and change, yet without some form of long-term evaluation, it remains unclear what lasting impact the titles have had on the respective places.

Reports from Myerscough (1994),⁹ and Palmer and Palmer/Rae Associates (2004)¹⁰ have provided more stringent evidence regarding the long-lasting impacts of the ECoC programme, especially the impact on urban regeneration and renewal. Emerging difference-in-differences studies from the ECoC have also demonstrated long-lasting economic impact brought by the title, although findings vary depending on the geographic level of the data

⁸ Department for Digital, Culture, Media & Sport (2022) *UK City of Culture 2025: full application guidance*, UK Government - Department for Digital, Culture, Media & Sport. Available at: <https://www.gov.uk/government/publications/uk-city-of-culture-2025-full-guidance-for-long-listed-bidders/uk-city-of-culture-2025-full-application-guidance> (Accessed: 27 March 2024).

⁹ Myerscough, John (1994) *European Cities of Culture and Cultural Months*, Brussels: EU Commission. Available at: <http://aei.pitt.edu/id/eprint/94755> (Accessed: 27 March 2024).

¹⁰ Palmer, Robert (2004) *European Cities and Capitals of Culture - City Reports*, Brussels: Palmer/Rae Associates. Available at: <https://culturenext.eu/wp-content/uploads/2021/11/Palmer-part-2-2004.pdf> (Accessed: 27 March 2024).

that is utilised in the analysis,¹¹ with long-lasting impact having apparently been achieved at a more local level (NUTS 3 Level covering a population of 150,000 to 800,000). At regional (NUTS 2 Level covering a population of 800,000 to 3 million) and national level, this impact is lost.¹²

Despite the abundance of evaluation studies, there remains a shortage of longitudinal analysis, particularly concerning the medium- and long-term lasting impacts of these cultural events. While some studies, such as Garcia and Cox's 2013 report into impacts of the ECoC, have delved into these effects,¹³ the evaluations of the UK CoC titleholders have thus far lacked true longitudinal depth. While this is primarily because the programme is still in relative infancy, there is also a lack of clarity surrounding the evaluation processes, best practices, and key stakeholders involved (it is noted that the evaluation of Coventry UK CoC 2021 made strides in this area). Thus, an additional aspiration of this evidence review is to scrutinise the methodologies used thus far to evaluate the UK CoC programme, assess their adherence to standards of evidence frameworks, and propose a comprehensive overall high-level Theory of Change (ToC)/Logic Model to strengthen future evaluations of UK CoCs.

This Paper

The Department for Culture, Media and Sport (DCMS) commissioned Warwick Business School (WBS) to conduct an evidence review on the impact of the UK City of Culture (UK CoC) title.¹⁴ The evidence review consists of two papers. Paper One outlines a proposed Theory of Change (ToC) for the UK CoC programme, detailing impact areas, outcomes, and indicator measures, supported by explanations and evidence. Paper Two, a technical report, conducts a systematic review of current evaluations and research evidence for the UK CoC and (where applicable) the European Capital of Culture programme, evaluating the strengths and weaknesses of evidence, host city characteristics, the legacy effects, and Value for Money (VfM). The overall aim of this evidence review is to answer key research questions regarding quality of the evaluation evidence, host city characteristics, legacy effects, VfM, sustainable benefits, and strategies for maximising future value from the UK CoC legacy.

The Department for Culture, Media and Sport (DCMS) runs the UK CoC competition. In January 2024, Warwick Business School (WBS) were commissioned by the DCMS to undertake an evidence review of the evaluations and other sources of evidence in relation to the impact that the UK CoC title brings to a place.

¹¹ Gomes, P. and Librero-Cano, A. (2018) *Evaluating three decades of the European Capital of Culture programme: a difference-in-differences approach*, Journal of Cultural Economics, Volume 42, Pages 57-73. Available at: <https://doi.org/10.1007/s10824-016-9281-x> (Accessed: 27 March 2024).

¹² Nomenclature of Territorial Units for Statistics or NUTS is a geocode standard for referencing the administrative divisions of countries for statistical purposes. The standard was developed and remains regulated by the European Union, and thus covers only the EU member states in detail. Nermond, O., Lee, N., and O'Brien, D. (2021) *The European Capital of Culture: A review of the academic evidence*, London: Creative Industries Policy & Evidence Centre (NESTA). Available at: <https://pec.ac.uk/wp-content/uploads/2023/09/European-Capital-of-Culture-PEC-Discussion-Paper-July-2021.pdf> (Accessed: 27 March 2024).

¹³ Garcia, B., and Cox, T. (2013) *European Capitals of Culture: Success Strategies and Long-term Effect*, Brussels: European Parliament. Available at: [https://www.europarl.europa.eu/thinktank/en/document/IPOL-CULT_ET\(2013\)513985](https://www.europarl.europa.eu/thinktank/en/document/IPOL-CULT_ET(2013)513985) (Accessed: 27 March 2024).

¹⁴ The review was commissioned prior to the evaluation framework for Bradford 2025 being published.

In this, the first of two papers, an overall Theory of Change (ToC)/Logic Model is proposed for the UK CoC programme. The paper presents recommended impact areas, outcomes, and indicator measures. Supporting explanations and the evidence base behind the proposed ToC are also presented in this paper.

Paper Two is a technical report that offers a more detailed systematic review of the current evaluations and research evidence relating to the UK CoC programme and, where appropriate, the European Capital of Culture (ECoC) programme. The paper tackles the strengths and weaknesses of the evidence for the outcomes and impacts, the characteristics of host cities, and any legacy effects. It also assesses the sources of evidence/evaluations against the levels detailed within the NESTA Standards of Evidence. Paper Two also presents an examination of the Value for Money (VfM) generated by the UK CoC programme based on the available evidence, and makes recommendations for how to maximise the benefits and legacy effects of UK CoC in the future.

The two papers combine to answer the following research questions:

- What is the overall quality and strength of evaluation evidence related to previous winners of UK CoC?
- What are the characteristics of UK CoC host cities? What are the similarities and differences in terms of outcomes and impacts?
- What are the discernible pre-event, immediate, and long-term legacy effects connected with the status of UK CoC in terms of (a) cultural, (b) economic, and (c) social outcomes?
- What is the value for money gained from investment in UK CoC?
- What are the likely sustainable economic and social benefits arising from this investment?
- How can the legacy of the UK CoC be maximised for greatest value in future?

Evidence Base

The following tables (Tables 1 to 5), broken down by five key impact areas, present reported metrics that have been used to date as indicators/measures of proposed and potential outcome indicators/measures. The findings from the tables will strengthen the evaluations of future UK CoCs. The five impact areas have been identified through an extensive desk-review of evaluations of UK CoCs, ECoCs, and other major events from 2012 onwards, and they are consistent with the five areas of impact proposed by the ongoing DCMS Legacy project.¹⁵ These areas include economic impact, sector development/stability, health and wellbeing, social and cultural value, and environmental sustainability. Further details of these impact areas can be found later in this paper in the section detailing the [Proposed Overall High-level Theory of Change/Logic Model for the UK CoC Programme](#).

The column for the Proposed Outcome Measure mentions potential methodologies, which are then expanded upon in Paper Two, which is the technical paper that accompanies this evidence base. Paper Two also details the quality of evidence presented here and in the evaluations of titleholders.

¹⁵ The DCMS Legacy project is an ongoing research and development programme due to complete in March 2025. It seeks to develop a monitoring and evaluation framework for major cultural and sporting events, to develop methodologies for their long-term evaluation, and apply these to a range of past events.

Table 1 – Supporting Evidence – Economic Impact

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
New/Additional Investment	£160m of capital investment associated with significant physical regeneration of Derry/Londonderry, which can be in part attributed to the UK CoC 2013 title. ¹⁶	An estimated £676m of new public and private investment into Hull, which can be at least partially attributed to the UK CoC 2017 title. ¹⁷ £224m of the total £676m has been partially attributed to the private sector. ¹⁸	An estimated £183.1m of related additional investment into Coventry, which was at least in part secured due to the award of UK CoC 2021. ¹⁹ Of the £183.1m, it is estimated that approximately £28m came from the private sector. ²⁰	New/additional investment to the place	<ul style="list-style-type: none"> Capturing of new and additional investment as a result of the title using methods/guidance in the HM Treasury Green Book. 	New and additional investment into the place as a result of the title
Impact on Tourism	Tourism-related visits in Derry/Londonderry increased from 935,944 in 2011 to 1,112,588 in 2015, an increase of 19%; the Northern Ireland average for the same period was 11%. ²¹	Tourism-related visits in Hull increased from 4,768,100 in 2012 to 6,250,000 in 2018, an increase of 31%. ²²	Tourism-related visits in Coventry increased from 8,901,000 in 2016 to 11,050,000 in 2022, an increase of 24%. ²³	Volume of tourism visits	<ul style="list-style-type: none"> Volume of tourism captured through an agreed methodology to allow for comparison. 	Increased volume of tourism

¹⁶ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 8.

¹⁷ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 53.

¹⁸ The table detailing attribution of addition investment for the UK CoC 2017 is included on page 53 of the Hull 2017 Final Evaluation Report.

¹⁹ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 133.

²⁰ The figure of £28m has been identified through author's knowledge and investment portfolios for Coventry and the wider West Midlands.

²¹ Northern Ireland Statistics and Research Agency (2017) *Northern Ireland Local Government District Tourism Statistics 2016*. Available at: <https://www.nisra.gov.uk/publications/archive-northern-ireland-local-government-district-tourism-statistics-publications> (Accessed: 27 March 2024).

²² Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), pp. 49-52.

²³ West Midlands Growth Company (2023), *STEAM Analysis for Coventry 2016-2022*. Birmingham: West Midlands Growth Company.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Impact on Tourism	Tourism jobs in Derry/Londonderry increased from 3,928 in 2011 to 4,685 in 2015, an increase of 11%; the Northern Ireland average for the same period was 5%. ²⁴	Tourism-related jobs in Hull increased from 5,297 in 2012 to 6,726 in 2018, an increase of 27%. ²⁵	Tourism-related jobs in Coventry increased from 6,031 in 2016 to 7,354 in 2022, an increase of 22%. ²⁶	Change in the number of tourism-related jobs	<ul style="list-style-type: none"> Reported number of jobs within the tourism sector captured through an agreed methodology to allow for comparison. 	Strengthened local economy through direct spend, GVA generation, and improved employment prospects
Impact on Tourism	Not available	The value of tourism to Hull increased from £245 million in 2012 to £313 million in 2018, an increase of 28%. ²⁷	In Coventry, the value of tourism rose from £496.4 million in 2016 to £705.8 million in 2022, an increase of 51%. However, there is potential contamination from neighbouring Birmingham, who were hosting the Commonwealth Games with competition venues in Coventry, and Coventry's hosting of the International Children's Games 2022 over the same period. ^{28,29}	Value of tourism	<ul style="list-style-type: none"> Some of the methodologies which have been used to date do not report on visitor spend as standard. It is a common indicator in the tourism sector so it should be captured through an agreed methodology to allow for comparison. 	Increased visitor spend

²⁴ Northern Ireland Statistics and Research Agency (2017) *Northern Ireland Local Government District Tourism Statistics 2016*. Available at: <https://www.nisra.gov.uk/publications/archive-northern-ireland-local-government-district-tourism-statistics-publications> (Accessed: 27 March 2024).

²⁵ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), pp. 49-52.

²⁶ West Midlands Growth Company (2023), *STEAM Analysis for Coventry 2016-2022*. Birmingham: West Midlands Growth Company.

²⁷ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), pp. 49-52.

²⁸ Contamination refers to the influence of external events or factors that may impact outcomes, making it difficult to attribute changes solely to the UK CoC title. In this case, the presence of the Commonwealth Games in nearby Birmingham and the International Children's Games in Coventry could have contributed to observed effects.

²⁹ West Midlands Growth Company (2023), *STEAM Analysis for Coventry 2016-2022*. Birmingham: West Midlands Growth Company.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Growth	Not reported in evaluations ³⁰	<p>Hull's economic performance during the 2010s demonstrated improvement, with unemployment declining from 20,000 in 2012 to 8,600 in 2019. According to a 2018 UK Powerhouse report by Irwin Mitchell and the Centre for Economics and Business Research, Hull, alongside Rotherham, achieved a GVA growth rate of 1.8% in the third quarter of 2017 – the highest in Yorkshire.</p> <p>Specifically, regarding the wider business base, Hull 2017 provided a notable direct boost to local businesses, with UK CoC 2017-related expenditure supporting 90 person-years of employment and generating approximately £3.5 million of economic value locally.³¹</p>	<p>In Coventry over the period of the UK CoC 2021, the total number of businesses in the city increased by 2.3% since 2017, growing at a faster rate than the wider LEP area (where the number of businesses declined by 0.1%), but at a lower rate than both the region (3.8%) and the UK (3.7%). Between 2017 and 2022, the number of businesses in the cultural and creative sector (monitored through the BRES survey) decreased by 13.7%, compared with declines of 9.3% in Coventry and Warwickshire LEP, 5.8% in the West Midlands and 4.7% for the United Kingdom. This decline was not halted during 2021 when Coventry hosted the UK CoC 2021. Interestingly, during Hull's year as UK CoC 2017, 120 jobs in the cultural and creative sector were lost in Hull.³²</p>	Changes to business base	<ul style="list-style-type: none"> Capturing of business base using methods/guidance in the HM Treasury Green Book. 	Strengthened local economy through direct spend, GVA generation, improved productivity, and improved employment prospects

³⁰ While the evaluation of the UK CoC 2013 did not specifically look at growth, further research has taken place which does demonstrate some growth that can be attributed in part to the title. See, Stephen Roper (2024) *Evaluating the local business growth effects of the UK City of Culture 2013 and 2017: A simple propensity score matching-difference-in-difference modelling approach*. Available at: <https://www.enterpriseresearch.ac.uk/publications/evaluating-the-local-business-growth-effects-of-the-uk-city-of-culture-2013-and-2017-a-simple-propensity-score-matching-difference-in-difference-modelling-approach/> (Accessed: 18/02/2025).

³¹ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 50.

³² AMION Consulting Ltd (2023) *Coventry City of Culture Economic Impact Assessment*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 85.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Growth	<p>In Derry/Londonderry the total cumulative impact of the CoC programme up to the end of 2013 was as follows:</p> <ul style="list-style-type: none"> • 2,740 additional full time equivalent (FTE) job years; • £97.1m in GVA (constant 2010 prices); and, • 535,500 additional visitors, who spent £25.2m.³³ 	<p>For Hull 2017, the volume of tourist visits to Hull in 2017 increased by 9.7% since 2016 (from just over 5.6 million to 6.2 million). This led to a year-on-year increase in jobs in the visitor economy (by just over 27% in total) between 2012 and 2017 (from 5,297 to 6,735). Just under 10% of this growth was achieved in a single year, from 2016 to 2017. There was also limited growth in the cultural sector, with jobs increasing by 150 between 2013 and 2017, but actually falling between 2016 and 2017 (these figures do not include freelancers).</p> <p>On the other hand, employment in the broader creative industries sector (which includes the cultural sector) showed steady growth, from 1,850 jobs in 2015 to 2,135 in 2017 (an increase of 15.4%). There was a 5.4% growth in employment in this sector from 2016 to 2017. There was no longer-term growth over 2013-2017 in the retail sector in Hull, although there was a minor boost in 2017 (an increase of 50 jobs), which could have been partially influenced by UK CoC 2017 activity.³⁴</p>	<p>The independently undertaken economic impact assessment for Coventry UK CoC 2021 found that overall, there was:</p> <ul style="list-style-type: none"> • £20.9m (2023/24 prices) net additional off-site and organisational expenditure in Coventry and Warwickshire; • 225 1-year net additional FTE jobs from off-site visitor and organisational expenditure in Coventry and Warwickshire; and, • £11.6m net additional GVA (2023/24 prices) arising from this expenditure in Coventry and Warwickshire.³⁵ 	Changes in growth, reported GVA, and employment	<ul style="list-style-type: none"> • Capturing changes in growth, reported GVA, and employment using methods/guidance in the HM Treasury Green Book. • No. of net new jobs • No. of safeguarded jobs 	Strengthened local economy through direct spend, GVA generation, and improved employment prospects

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Media Value	<p>The UK CoC 2013 established £100 million as the target for media value; however, it was found that the Equivalent Advertising Value (EAV) of media coverage during the UK CoC 2013 was only £19m.</p> <p>The evaluation of Derry/Londonderry notes that the benchmark came from the Liverpool ECoC. It could, therefore, be argued that this was an unfair benchmark because Derry/Londonderry was the first UK CoC and, therefore, would not receive the same spread of coverage.³⁶</p>	<p>For Hull 2017 it was found that media activity in relation to the year had a reach of more than 37.3 billion and an EAV of at least £450m.³⁷</p>	<p>Coventry UK CoC 2021 presents the economic rationale for investment in global and national events as a way to support place branding and profile through increased media coverage and profile. Up to 30 June 2022, it was calculated that the cumulative media value related to the UK CoC 2021 was £127,433,160.05. This figure covers the period from 1 November 2015 to 30 June 2022. Coventry had an initial target of generating £50,000,000 in media value by December 2021; this was exceeded 12 months earlier in December 2020.³⁸</p>	<p>Media value generated</p>	<ul style="list-style-type: none"> Agreed media value metric is required to allow for comparison. This should be in line with current industry practices. Note that media value has a strong link to tourism even if tourism is not used to evaluate media value. 	<p>Increased volume of tourism and improved soft power</p>

³³ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 41.

³⁴ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 49.

³⁵ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 145; and AMION Consulting Ltd (2023) *Coventry City of Culture Economic Impact Assessment*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024).

³⁶ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 57.

³⁷ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 36.

³⁸ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 114.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Cultural Sector Funding	It was acknowledged that in 2014 and 2015 there were regular cuts in arts funding across Northern Ireland. ³⁹	As evidenced by the profile of ACE funding, local investment through many traditional funding streams increased in the year for projects happening in Hull. ⁴⁰	As was announced in November 2022, for the 2023- 2026 ACE NPO funding, Coventry now has 9 NPOs or Investment Principles Support Organisations operating within the city as opposed to 5 between 2018 and 2022. Total NPO investment in the city has risen from £2,086,077 in 2018/19 to £3,739,460 in 2023/24. ⁴¹	Change to funding of the local cultural sector	<ul style="list-style-type: none"> Monitoring of funding streams over time. 	Enhanced funding and capacity building for the local creative and cultural sectors
Cultural Sector Funding	Not Reported	ACE's annual investment in Hull via NPOs in the period 2018-2022 was £2.2m for five NPOs, three of which were first allocated funding in 2015. ACE investment further increased by 35.7% in the 2023-2026 round, with annual investment now totalling £3m for eight NPOs. ⁴²	Coventry's funding for NPOs between 2018-2022 and 2023-2026 increased by 79.3% from £2,086,077 in 2018/19 to £3,739,460 in 2023/24. ⁴³	Change to funding of the local cultural sector	<ul style="list-style-type: none"> Monitoring of funding streams over time. 	Enhanced funding and capacity building for the local creative and cultural sectors

³⁹ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 55.

⁴⁰ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 75.

⁴¹ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 187.

⁴² Key Cities (2023) *Culture and Place in Britain*. Available at: <https://keycities.uk/2023/02/06/culture-and-place-in-britain/> (Accessed: 27 March 2024), p. 75.

⁴³ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 187.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Social Cost Benefit Analysis/Value for Money Assessment	Not reported.	<p>The evaluation of Hull UK Coc 2017 states:</p> <p>This question of Value for Money remains difficult to answer fully. It requires a detailed analysis of costs and benefits, many of which will not be realised or quantifiable for a number of years.</p> <p>The direct investment into the project through the delivery vehicle Hull UK City of Culture 2017 Ltd was £32.8m, which includes the initial funding provided by Hull City Council. Of this total budget, £22.1m was from public and Lottery sources. For Hull City Council, direct costs were much lower, with a large proportion of the public and Lottery investment coming from national funds, awarded through funding streams that did not, overall, compete with or detract from investment into existing local organisations.⁴⁴</p>	<p>The VfM assessment indicates the following conclusions:</p> <ul style="list-style-type: none"> Given this difficult context, the UK CoC 2021 Programme achieved a monetised BCR of 1.0:1 at the national level and 1.1:1 at the local level. The combination of monetised and non-monetised benefits means that UK CoC 2021 provided acceptable VfM with several significant non-monetised benefits such as the 'moderate to large beneficial' impacts from local cultural, heritage and regeneration investment. <p>Furthermore, it is calculated that if the pre-COVID-19 target of 2.55m visitors for UK CoC 2021 had been achieved, the programme could have generated a monetised BCR of 1.7:1.⁴⁵</p>	Social cost benefit analysis and value for money	<ul style="list-style-type: none"> The social cost benefit analysis and value for money assessment should be undertaken using methods/guidance in the HM Treasury Green Book and emerging methodologies from the Culture and Heritage Capital Framework which would allow for coverage of market and non-market impacts 	Not Outcome Specific

Table 2 – Supporting Evidence – Sector Development/Stability

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Enhanced Opportunities	The significant local participation observed during the UK CoC 2013 year has led to a sustained legacy of cultural events and activities in the city, even amidst ongoing cuts in arts funding. Many cultural organisations have forged new relationships and collaborative partnerships, both within the local community and on an international scale. ⁴⁶	The UK CoC 2017 received funding from Arts Council England's Ambition for Excellence programme, specifically aimed at supporting talent and high-quality commissions in the cultural sector. This funding facilitated the key programme elements, while also supporting capacity-building initiatives to enhance the skills of the local cultural sector in Hull. Projects such as Made in Hull, Land of Green Ginger, and One Day, Maybe were commissioned by Hull UK City of Culture 2017 Ltd with this funding. ⁴⁷	The Coventry City of Culture Trust invested in the local arts sector in Coventry/Warwickshire, both prior to and during the UK CoC 2021 year. Key highlights of this investment include: <ul style="list-style-type: none"> • £410,000 for developing artistic practice • £1.7 million invested in local cultural organisations • Excess of £140,000 in COVID-19 support for the cultural sector.⁴⁸ 	Opportunities presented to local artists and organisations	<ul style="list-style-type: none"> • Tracking of initiatives, with baselining undertaken through a cultural audit during the bidding phase or immediately after the award of the title. 	Increased opportunities for local artists and organisations.

⁴⁴ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), pp. 75-76.

⁴⁵ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 114-118; and AMION Consulting Ltd (2023) *Coventry City of Culture Economic Impact Assessment*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024).

⁴⁶ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 55.

⁴⁷ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 17.

⁴⁸ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 70-71 and p. 75.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Support Initiatives	Not reported	<p>Initiatives like the Hull Independent Producer Initiative (HIPI) were established to support the city's burgeoning theatre sector, contributing to the presentation of local companies' work at the Edinburgh Fringe Festival and helping secure NPO funding from ACE for organisations like Middle Child Theatre.</p> <p>Hull City Council's Arts Development Unit played a significant role in delivering sector initiatives across various art forms, with a particular focus on singing, dance, and literature development. This unit, along with the Events Team and Visit Hull and East Yorkshire (VHEY), collaborated closely with Hull UK City of Culture 2017 Ltd throughout the project's delivery to ensure that the creative and culture sectors were being developed.⁴⁹</p>	<p>The Coventry City of Culture Transforming Leadership programme, funded by ACE and delivered in collaboration with partners, aimed to enhance diversity in leadership within Coventry's cultural/creative sector. The programme focused on developing new cultural leaders and inspiring social change through cultural leadership. One of the key outcomes of the Leadership Programme was its success in implementing an inclusive approach to cultural leadership and development. Through a recruitment strategy designed to support inclusivity, the programme engaged emergent leaders and change-makers who were reflective of Coventry's diversity. The programme removed barriers to participation, enabling these individuals to take part and contribute to the cultural landscape of the city.⁵⁰</p>	<p>Initiatives designed to support the local sector</p>	<ul style="list-style-type: none"> • Surveying of sector participants to understand how the initiative is helping/supporting the sector. • Tracking of initiatives with baselining undertaken through a cultural audit during the bidding phase or immediately after the award of the title. 	<p>New initiatives created to support the local sector</p>

⁴⁹ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 17.

⁵⁰ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 72; and Henry, N., Barker, V. and Broughton, K. (2022) *Coventry City of Culture Transforming Leadership Programme Final Evaluation Report* -

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Local Artist Representation	Not directly reported	The UK CoC 2017 received funding from Arts Council England's Ambition for Excellence programme, specifically aimed at supporting talent and high-quality commissions in the cultural sector. This funding facilitated the key programme elements, while also supporting capacity-building initiatives to enhance the skills of the local cultural sector in Hull. Projects such as Made in Hull, Land of Green Ginger, and One Day, Maybe were commissioned by Hull UK City of Culture 2017 Ltd with this funding. ⁵¹	Between £4 million and £5 million was spent on UK CoC 2021 programme events and activities that involved local artists. Various projects, including Coventry Moves, Pirates of the Canal Basin, Symphony of Us, and Love Coventry: Caribbean Reggae Fever, showcased the talents of local artists across different cultural events. ⁵²	Involvement of local artists within the programme	<ul style="list-style-type: none"> Tracking of programme activities. Monitoring of those involved within programme delivery during and post-year to identify any impact on career trajectory. 	Programme includes representation from local artists and organisations

Executive Summary. Available at: <https://coventry21evaluation.info/research-evaluation/assorted-studies/city-of-culture-transforming-leadership-programme/> (Accessed: 27 March 2024).

⁵¹ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 17.

⁵² Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 74-76.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Skills Development	<p>Targets around skills development were ambitious and set on the assumption that there would be significant public and private sector infrastructure investment in the city; this did not materialise for the UK CoC 2013. It is estimated that an additional 300-400 jobs were created during 2013, and total employment in the former Derry City Council area was 42,000, which was 3,000 higher than the 2010 baseline.</p> <p>There is limited evidence of skills development. The skill levels of the population of the Derry City Council area still lag behind those of elsewhere in Northern Ireland. The proportion with no qualifications (21.8%) fell slightly in 2014 but is still above the NI level of 17.4%, and is the highest of any NI council. The World Host Programme trained over 3,500 people in the city as tourism hosts.⁵³</p>	<p>In the evaluation of Hull UK CoC 2017 it was found that the culture company brought various cultural organisations, including smaller niche ones, together with larger organisations in the city, subsequently expanding their audience base. In addition, a concentrated effort was made to enhance the skills and capacity of the local cultural sector through mentoring opportunities with national and international companies/artists.⁵⁴</p>	<p>Supporting local community groups was a priority for the Coventry City of Culture Trust, who recognised the importance of building cultural capacity and production skills within these groups for a successful legacy. The Love Coventry programme involved more than 120 community groups and organisations, providing them with performance and training opportunities. Upskilling sessions focused on areas like bid writing, audience development, and event management.⁵⁵</p>	<p>Initiatives that supported developing skills within the local cultural and creative sector</p>	<ul style="list-style-type: none"> • Questions relating to skills within training related surveying. 	<p>Enhanced skills developed through training and mentoring</p>

⁵³ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 54.

⁵⁴ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 31.

⁵⁵ Core M&E Team (2022) *Evaluation of the Love Coventry Programme*. Available at: <https://coventry21evaluation.info/city-of-culture-trust-programme/the-love-coventry-programme/> (Accessed: 27 March 2024), p. 23 and pp. 67-70.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
New Employment Opportunities	Not reported	Not reported	To develop the skills and talent pipeline in the city, the Coventry City of Culture Trust recruited 14 apprentices in various areas such as production, programming, marketing, and fundraising. These apprentices, all from Coventry and Warwickshire, were paid the living wage. The majority of them moved into relevant employment fields after completing their qualifications. ⁵⁶	Employment initiatives which have been targeted at new and emergent talent	<ul style="list-style-type: none"> Tracking of employment opportunities for new and emergent talent. 	Employment opportunities created for emergent talent

⁵⁶ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 70.

Table 3 – Supporting Evidence – Health and Wellbeing

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Population Wellbeing	At a population level, it is unclear if there was any benefit from the UK CoC 2013 with regard to health and wellbeing. The post-year evaluation report notes that health and wellbeing targets were met, however no further details were given. ⁵⁷	The Residents' Surveys from 2017 and 2018 revealed fluctuations in subjective wellbeing (measured using the ONS 4 Subjective Wellbeing Measures) for residents of Hull. Findings demonstrate that personal subjective wellbeing peaked at the conclusion of the first season of programming in 2017 across all four indicators. However, there was a noticeable decline by the end of 2017, and further deterioration in 2018. It remains unclear whether the survey data can be disaggregated to provide insight and act as a possible (although weak) counterfactual into the scores of those who engaged or did not with the UK CoC 2017. ⁵⁸	Similar to Hull UK CoC 2017, overall, wellbeing scores declined in the city during and post the UK CoC 2021 year. However, further evidence from the Coventry Household Survey reflected that the weight of major societal challenges over this period such as COVID-19, the climate crisis, cost of living, etc. as the drivers for this decline. Analysis of the Coventry Household Survey by M-E-L Research shows the top line SWEMWBS mean score was 21.75 in June 2022 – worse than the 22.94 mean score seen in 2021, which in turn was worse than the 26.41 mean score recorded in 2018. ⁵⁹	Wellbeing scores at a population level	<ul style="list-style-type: none"> Use of the ONS 4 Subjective Wellbeing Scores in a pre- and post-year citizen/household survey Use of identified measures and questionnaires identified in Culture and Heritage Capital (CHC) research on monetising the impact of culture and heritage on health and wellbeing⁶⁰ 	Improved levels of health and wellbeing within the place

⁵⁷ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 54.

⁵⁸ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 59.

⁵⁹ SWEMWBS is the shortened version of the Warwick-Edinburgh Mental Wellbeing Scale (WEMWBS), WEMWBS was developed to enable the monitoring of mental wellbeing in the general population and the evaluation of projects, programmes and policies which aim to improve mental wellbeing.

⁶⁰ Frontier Economics (2024) *Culture and Heritage Capital: Monetising the Impact of Culture and Heritage on Health and Wellbeing*. Available at: https://assets.publishing.service.gov.uk/media/678e2ecf432c55fe2988f615/rpt - Frontier Health and Wellbeing Final Report 09 12 24_accessible_final.pdf (Accessed 18 February 2025).

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Participant Wellbeing	Similar to the above.	<p>Professor Paul Frijters of the London School of Economics assessed the UK CoC 2017 using HM Treasury's Green Book (2018). He evaluated VfM at regional and national levels via standard cost-benefit analysis and an augmented approach incorporating wellbeing benefits. Results showed that a primary outcome was the enjoyment of cultural activities, which is hard to measure in market values. Attendees enjoyed events and the programme attracted external investment/additional tourism, although on a national level, the benefits were primarily cultural enjoyment due to the internal costs and likely tourism displacement.</p> <p>Hull 2017 delivered 28,000 WELLBYs at £1,364 per WELLBY. For comparison some National Lottery programmes achieve under £500 per WELLBY. Further, the costs per WELLBY for the 2012 Olympics were significantly higher than Hull 2017.⁶¹</p>	As above	Wellbeing scores at a population level	<ul style="list-style-type: none"> Use of the ONS 4 Subjective Wellbeing Scores in a pre- and post-year citizen/household survey 	Improved levels of health and wellbeing within the place

⁶¹ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 76.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Participant Wellbeing	It is unclear if there were health and wellbeing benefits at an individual project level. Project level data or evaluations are not available to make a judgement on this. However, 48 of the 213 projects that formed the Derry/Londonderry programme were focused on improving health and wellbeing (23% of the overall number projects undertaken). ⁶²	During Hull's year as UK CoC 2017, a significant volunteering programme was established and rolled out across the city. Evaluation findings show that volunteering had a positive impact on wellbeing. Wellbeing scores were significantly higher for volunteers than for residents. The overall levels of life satisfaction for volunteers increased over time, with 50% giving a rating of 9 or 10 out of 10 at the endpoint, compared with 45% at the mid-point. Volunteers' feeling that their life is worthwhile increased over time, with 55% giving a rating of 9 or 10 out of 10 at the endpoint, compared with 50% at mid-point. 59% of volunteers felt their life satisfaction had increased through volunteering, 52% said that the feeling that their life was worthwhile had increased; 51% that their happiness increased; and 35% that their anxiety reduced. ⁶³	During the UK CoC 2021 year, the City Host volunteer programme saw an increased volunteering presence supporting events and promoting the city. Across all three volunteering survey waves, City Hosts consistently exhibited significantly higher SWEMWBS scores compared with the general population of Coventry, as demonstrated by the Coventry Household Survey. Analysis by Warwick Medical School and Coventry University showed that the City Host cohort revealed no significant variance in SWEMWBS scores across the three survey points. This indicates a stable level of mental wellbeing among City Hosts throughout the UK CoC 2021 year. ⁶⁴	Wellbeing scores of those involved with the UK CoC programme	<ul style="list-style-type: none"> Use of the ONS 4 Subjective Wellbeing Scores in pre- and post-event surveying, and across different surveying waves for individual projects. 	Subjective wellbeing is increased through participation

⁶² Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 7.

⁶³ University of Hull (2019) *Volunteer Programme Evaluation Report*. Hull: University of Hull, p. 98.

⁶⁴ Oyboode, O., and Whelan, M. (2022) *How and to what extent has the City Hosts' volunteering programme impacted on those taking part, particularly in terms of subjective wellbeing and civic pride?* Available at: <https://coventry21evaluation.info/research-evaluation/city-of-culture-focus-studies/focus-study-volunteering-wellbeing-and-civic-pride/> (Accessed: 27 March 2024), p. 35.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Participant Wellbeing (Targeted Groups)	Not reported	Not reported	In the evaluation of Coventry 2021 UK CoC's specific Caring City programme strand, the baseline data collected between October 2020 and October 2021 shows that beneficiaries, on average, reported lower levels of wellbeing and higher levels of anxiety than the UK average at the start of the programme, measured using the ONS 4 Subjective Wellbeing Measures. At the end of the programme, subjective wellbeing averages had all increased and levels of anxiety had decreased, moving the results to be more in line with UK average. ⁶⁵	Wellbeing scores of those involved with the UK CoC programme	<ul style="list-style-type: none"> Use of the ONS 4 Subjective Wellbeing Scores in pre- and post-event surveying, and across different surveying waves for individual projects. 	Wellbeing of target communities is improved through meaningful long-term engagement.

⁶⁵ Core M&E Team (2023) *Evaluation of the Caring City Programme*. Available at: <https://coventry21evaluation.info/city-of-culture-trust-programme/the-caring-city-programme/> (Accessed: 27 March 2024), p. 36.

Table 4 – Supporting Evidence – Social and Cultural Value

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Participation and Engagement with the UK CoC	<p>81% of all residents and 83% of residents living in the most deprived parts of the city attended a UK CoC 2013 event.</p> <p>In 2015 43% of residents of the most deprived areas rated arts and culture activities in the city as excellent or very good, compared with 10% in 2009.⁶⁶</p>	<p>In 2017, there was 13.6% increase in tickets sold for cultural activities in Hull (compared with a 2015 baseline). 60% of the ticket-buying audience were new bookers in 2017.</p> <p>In the post-year 2018 Citywide Residents' Survey, it was found there was increased attendance post year at arts and cultural events, performances, or festivals by citizens of Hull and the East Riding: increases were 11% compared with 2016 and, remarkably, 6% compared with the year of culture in 2017. Importantly, 37% of East Riding and 31% of Hull residents attributed an increased interest in arts and cultural events to Hull's status as UK CoC in 2017.⁶⁷</p>	<p>47% of the population engaged with the UK CoC 2021 programme either within their local area or in the city centre.</p> <p>Overall engagement with at least one of the listed cultural activity types within the Coventry Household Survey was reported by 63% of the population in 2022, compared with 51% in 2018. Across all cultural activity types listed in the Coventry Household Survey, participation three or more times in a twelve-month period with publicly funded culture in Coventry increased from 52% in 2018 to 66% in 2022, a 14% increase; across the Key MSOAs the overall average increase was 36%.⁶⁸</p>	Participation and engagement rates with the UK CoC	<ul style="list-style-type: none"> Pre- and post-year citizen/household surveys incorporate a question relating to cultural participation, with the ability to slice data against different characteristics 	Increase in participation and engagement

⁶⁶ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 5.

⁶⁷ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 25.

⁶⁸ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 93.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Participation and Engagement with the UK CoC	<p>Post-year surveying showed that 81% of all residents and 83% of residents living in the most deprived parts of the city attended a UK CoC 2013 event.</p> <p>Looking beyond the year, in 2015 43% of residents from the most deprived areas rated arts and culture activities in the city as excellent or very good compared with 10% in 2009.</p> <p>Further, research by Queen's University with children in secondary schools in the city reported that 85% of them had attended CoC events as part of an audience, and 21% had taken part as a performer or helper.⁶⁹</p>	Not reported	<p>For Key MSOAs (those with historical low levels of cultural participation), 38% of their populations had engaged with the UK CoC.</p> <p>For Key MSOAs there was a reported 27% increase in cultural engagement between 2018 and 2022, moving from 37% engagement to 64% of the area population engaged.</p> <p>Across all cultural activity types listed in the Coventry Household Survey, participation three or more times in a twelve-month period with publicly funded culture in Coventry increased from 52% in 2018 to 66% in 2022, a 14% increase; across the Key MSOAs the overall average increase was 36%.⁷⁰</p>	Participation and engagement rates with the UK CoC from targeted groups and communities	<ul style="list-style-type: none"> Pre- and post-year citizen/household surveys incorporate a question relating to cultural participation, with the ability to slice data against different characteristics 	Increase in participant and engagement from target communities

⁶⁹ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 5 and p. 31.

⁷⁰ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), p. 93.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Value of Volunteering	Not reported, although 3,500 citizens were trained as tourism hosts. ⁷¹	<p>4,536 applications to be a volunteer.</p> <p>2,488 fully trained volunteers.</p> <p>84,125 volunteering shifts undertaken.</p> <p>337,000 volunteering hours.</p> <p>90% of volunteers agreed or strongly agreed that they were proud to live in Hull, compared with 75% of Hull residents at the end of 2017, and 95% said they would speak highly of Hull (71% without being asked and 24% if asked), compared with 71% of Hull residents at the end of 2017.</p> <p>98% of volunteers were mostly or very proud of their contribution to the community of Hull, compared with 36% of Hull residents at the end of 2017.⁷²</p>	<p>4,185 registrations to be a City Host.</p> <p>1,515 fully trained City Hosts.</p> <p>14,696 volunteering shifts undertaken.</p> <p>37,901 volunteering hours.</p> <p>91% of fully trained City Hosts stated they fairly or very strongly had a sense of belonging to Coventry, against 54% of citizens as identified in the Coventry Household Survey 2022.</p> <p>78% of fully trained City Hosts stated they fairly or very strongly had a sense of belonging to the local area in which they live, against 52% of citizens as identified in the Coventry Household Survey 2022.⁷³</p>	Volume of volunteering and place perceptions from volunteering	<ul style="list-style-type: none"> Regular surveying of volunteers Monitoring of volunteer shifts 	Strong volunteer workforce with high levels of place satisfaction

⁷¹ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 36.

⁷² University of Hull (2019) *Volunteer Programme Evaluation Report*. Hull: University of Hull, pp. 9-32.

⁷³ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 80-81.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Education and Learning	For Derry/Londonderry, the objectives and targets set around reducing educational inequalities were quite ambitious and heavily based on the assumption of a public sector infrastructure investment programme that did not materialise. Having said that, one of the key educational programmes within the year was Nerve Centre's creative educational programme, the Digital Book of Kells project. Over 900 primary school children benefited from taking part. Educators from across the city were trained and supported in delivering creative digital projects within the curriculum. The 2015/16 Science and Innovation Programme –led by Derry City Council and resulting directly from CoC legacy – has engaged more than 25,000 children and young people in STEM-based activities. ⁷⁴	In delivering the programme, Hull UK City of Culture 2017 Ltd collaborated with a host of organisations to deliver projects in over 100 schools, involving more than 56,000 children and young people in Hull throughout 2016 and 2017. ⁷⁵	Within Coventry 2021 there was engagement with 111 out of the 129 schools across the city. In total, 86% of nurseries, schools, academies, colleges, and further education establishments engaged with the programme. There was further engagement from schools in Warwickshire, who used the UK CoC 2021 programme as an opportunity to reflect on a range of key societal issues and themes, their connection to the city and West Midlands region, and their own wellbeing. ⁷⁶	Engagement from schools and educational establishments	<ul style="list-style-type: none"> Monitoring of school and educational establishment engagements Surveying of schools 	Engagement from local schools and educational establishments

⁷⁴ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 11 and p. 33.

⁷⁵ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 19 and p. 62.

⁷⁶ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 87-88.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Place Perception	Not directly reported	Not directly reported; however qualitative evidence indicates that visitors had positive changed perceptions of Hull.	57% of survey respondents stated that their perception of Coventry had improved through attending or participating. ⁷⁷	Place perception changes from visitors	<ul style="list-style-type: none"> Visitor survey with questions related to place perceptions. 	Improved place perception from visitors
Place Perception	<p>Based on the 2015 Citizen Survey in which perceptions of the city were measured.</p> <p>In 2012, 62.7% of citizens in the first decile of deprivation were satisfied with their local area as a place to live, in 2015 this fell to 61.6%.</p> <p>However, the number of citizens in the first decile of deprivation that disagreed with the statement, 'I'm embarrassed to bring people to this area' increased from 64.4% to 76.0% between 2012 and 2015.⁷⁸</p>	Not directly reported	50% of those self-reporting as participating and engaging with the UK CoC 2021 in the Coventry Household Survey believed it had improved local perceptions about Coventry. ⁷⁹	Place perception changes from citizens	<ul style="list-style-type: none"> Pre- and post-year citizen/household survey incorporating a question relating to place perception. 	Improved place perception from citizens

⁷⁷ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 87-106.

⁷⁸ Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 33.

⁷⁹ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 87-106.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Civic Pride	Not directly reported	In 2018, 71% of residents agreed they were proud to live in Hull, a drop of 4% from 2017 but an increase of 1% from 2016. ⁸⁰	78% of survey respondents agreed or strongly agreed that the event had increased their pride in Coventry. ⁸¹	Levels of civic pride and changes as a result of the UK CoC	<ul style="list-style-type: none"> Pre- and post-year citizen/household survey incorporating a question relating to civic pride. 	Increase in civic pride and increase in belonging

⁸⁰ Culture, Place and Policy Institute, University of Hull (2021) *Cultural Transformations: The Impacts of Hull UK City of Culture 2017*. Available at: <https://citiesofculture.co.uk/2021/07/08/cultural-transformations-the-impacts-of-hull-uk-city-of-culture-2017-main-evaluation-findings-and-reflections/> (Accessed: 27 March 2024), p. 36.

⁸¹ Core M&E Team (2023) *Coventry UK City of Culture 2021 Impact Evaluation*. Available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024), pp. 87-106.

Table 5 – Supporting Evidence – Environmental Sustainability

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
No. of Environmental Projects	59 projects out of 213 were identified as heritage projects (27% of the overall number projects undertaken). The aggregation and tagging of the programme were undertaken by Derry City Council post year – the category of ‘Heritage’ included projects that promoted environmental awareness. In reality, the number of projects related to the environment would be much lower. ⁸²	Not reported	102 events out of 770 were focused on environmental awareness and sustainability (13% of the overall number of events delivered). ⁸³	Volume of projects and events that promote the message of environmental awareness and sustainability.	<ul style="list-style-type: none"> Monitoring of programme and the messages that the programme wishes to promote Audience Survey Question: ‘Engaging and participating with this event has increased my awareness of environmental issues and the need for greater sustainability.’ 	Environmental awareness is increased through programming
Behavioural Change Towards Environmental Sustainability	Not reported	Not reported	Evidence from the 2022 Coventry Household Survey demonstrates a citywide shift towards an awareness and consideration of environmental issues, with citizens planning to take more personal steps to reduce the impact of climate change. ⁸⁴	Indicative behavioural change.	<ul style="list-style-type: none"> Pre- and post-year citizen/household survey incorporating a question relating to environmental behavioural change of climate change.⁸⁵ 	Attendees and participants report positive change towards more sustainable behaviour

⁸² Derry City & Strabane District Council (2018) *Post Project Evaluation of City of Culture 2013*. Available at: https://warwick.ac.uk/research/partnerships/place-based-research/impact-value/researchresources/derry_eval.pdf (Accessed: 27 March 2024), p. 7.

⁸³ Authors analysis of the programme matrix for the UK CoC 2021 which is publicly available as Appendix 1 to the final evaluation, available at: <https://coventry21evaluation.info/strategy-reports/final-evaluation-report/> (Accessed: 27 March 2024).

⁸⁴ Core M&E Team (2022) *Evaluation of the Green Futures Programme*. Available at: <https://coventry21evaluation.info/city-of-culture-trust-programme/the-green-future-programme/> (Accessed: 27 March 2024), p. 14 and p. 67.

⁸⁵ Careful control questions are required to ensure robustness.

Theme	Derry/Londonderry 2013	Hull 2017	Coventry 2021	What is being reported?	Proposed Outcome Measure	Proposed Outcome
Movement Towards an Environmental Management System	Not reported	Not reported	<p>As part of the UK CoC 2021, a Green Code was established. The evaluation of the Green Futures programme notes that producers and partners spoke positively about the potential of the Green Code but felt that its implementation could, and should, have been more robust.⁸⁶ Awareness of the existence of the Green Code was not universal among those interviewed, and substantive understanding of its content was not evident.</p> <p>Some positive practices were noted as successes, namely offering recycling facilities for plastic cups sold at venues such as Assembly Festival Gardens, and the embedding of the code with key partners. However, overall, the effectiveness of the Green Code could have been improved by the provision of more training for internal and external stakeholders.⁸⁷</p>	Instigation of an environmental management system to monitor environmental impact.	<ul style="list-style-type: none"> Monitoring of programme deliverables Metrics which are part of a wider environmental management system or standard. 	<p>Zero waste generated to be sent to landfill</p> <p>Elimination of single use plastic across all events</p> <p>Reduction of the carbon footprint from baseline</p>

⁸⁶ Core M&E Team (2022) *Evaluation of the Green Futures Programme*. Available at: <https://coventry21evaluation.info/city-of-culture-trust-programme/the-green-future-programme/> (Accessed: 27 March 2024), p. 63.

⁸⁷ Bek, D., Lazell, J., Brown, G., Ferreira, J., and Lennartsson-Turner (2022) *Coventry UK City of Culture 2021: How successfully has the environment theme been integrated into UK City of Culture 2021?* Available at: <https://coventry21evaluation.info/research-evaluation/city-of-culture-focus-studies/focus-study-integrating-the-environment/> (Accessed: 27 March 2024), pp. 16-17.

Proposed Overall High-level Theory of Change/Logic Model for the UK CoC Programme

The following is a proposed overall Theory of Change (ToC) for the UK CoC programme. The proposed impacts, outcomes, and outcome indicators/measures are derived from a review of existing evaluations related to the UK CoC title.

The supporting evidence base presented earlier in this paper is a synthesis of the measures that have historically been used to report on impact from the three UK CoC titleholders to date. The tables are not exhaustive but capture headline figures.

This supporting evidence presents reported metrics grouped by theme, and goes on to detail the proposed outcomes and outcome indicators featured within this ToC. Ultimately, the aim is to provide a unified metric and a set of proposed outcomes that can be used to determine the overall Value for Money (VfM) of future titleholders by reference to commonly reported metrics.

UK Cities of Culture try to capture and evaluate against a wide range of impacts and outcomes. Within the evaluation of Derry/Londonderry in 2013, at least 35 immediate outcomes and objectives were identified. Hull in 2017 had 27 immediate outcomes sought by the programme, and Coventry in 2021 had 15 articulated outcomes.

Within all the evaluations, there are examples of an inability to measure outcomes with adequate rigour (or even at all) due to changing and shifting priorities, resource allocation issues, and a lack of skills required for measurement. There is a clear argument for evaluating less but doing so with more rigour and robustness.

From a review of the evaluations undertaken to date, it is clear that there are commonalities in the reported metrics, the overall outcomes sought, and the impact generated. However, the metrics have been measured and reported upon in slightly differing ways, meaning that the opportunity to generate a total measure that encompasses all three titleholders is lost.

The purpose of this proposed overall high-level ToC is to identify unified outcomes and indicators that can, moving forward, be applied across all UK CoCs to improve the overall evaluation and measurement of the programme.

As the following ToC/Logic Model is high level, it does not give technical detail about causal links, mechanisms, or assumptions. The main purpose of including the model here is to provide uniform outcomes for the UK CoC programme overall, thus aiding with evaluation and the calculation of VfM. Host cities are encouraged to set out this information in a detailed evaluation framework released publicly for transparency, much like Coventry did.⁸⁸

The five areas of impact used in this overall ToC have been generated from analysis of the impact areas sought by titleholders so far. Some are long term; for example, Derry/Londonderry's driving force in 2013 was the pursuit of economic impact that would be felt many years post UK CoC 2013. However, some impact areas have only recently begun to emerge as a result of pressures exerted by societal changes. For instance, Environmental

⁸⁸ Coventry's *Performance Measurement and Evaluation Strategy 2019-2024* was initially released in November 2019 before being updated in January 2020. The document is available at: <https://coventry21evaluation.info/strategy-reports/> (Accessed: 27 March 2024).

Sustainability became the focus of one of the core programme strands for the UK CoC 2021 despite it not having featured in the bid material. Looking forward, Bradford UK CoC 2025 (at the time of undertaking this evidence review in March 2024) was seeking a Sustainability Partner to propose metrics, KPIs, and outcomes that will flow through all operational and delivered outputs within the UK CoC 2025.⁸⁹

The five areas of impact that are generally sought can be defined as:

1. Economic Impact
2. Sector Development/Stability
3. Health and Wellbeing
4. Social and Cultural Value
5. Environmental Sustainability

The most recent bidding guidance (used for the UK CoC 2025) details seven guidance points that bidding cities should prioritise. Currently these guidance points are: articulate a vision, drive growth, innovate, reach out across the UK and globally, maximise the social benefits of investing in culture, maximise the legacy, and have the capacity to deliver and embed environmental sustainability.⁹⁰ These seven points cut across the five impact areas identified, and achieving impact within all of the five impact areas would help to ensure the UK CoC delivers the intended purpose.

⁸⁹ At the time of writing, Bradford Culture Company were seeking a Sustainability Partner using a request for proposals.

Bradford Culture Company (2024) *Sustainability Partner RFP*. Available at: <https://bradford2025.co.uk/wp-content/uploads/2024/03/Bradford-2025-Sustainability-Partner-Request-for-Proposals-14-March-2024.pdf> (Accessed: 27 March 2024).

⁹⁰ Department for Digital, Culture, Media & Sport (2022) *UK City of Culture 2025: full application guidance*, UK Government - Department for Digital, Culture, Media & Sport. Available at: <https://www.gov.uk/government/publications/uk-city-of-culture-2025-full-guidance-for-long-listed-bidders/uk-city-of-culture-2025-full-application-guidance> (Accessed: 27 March 2024).

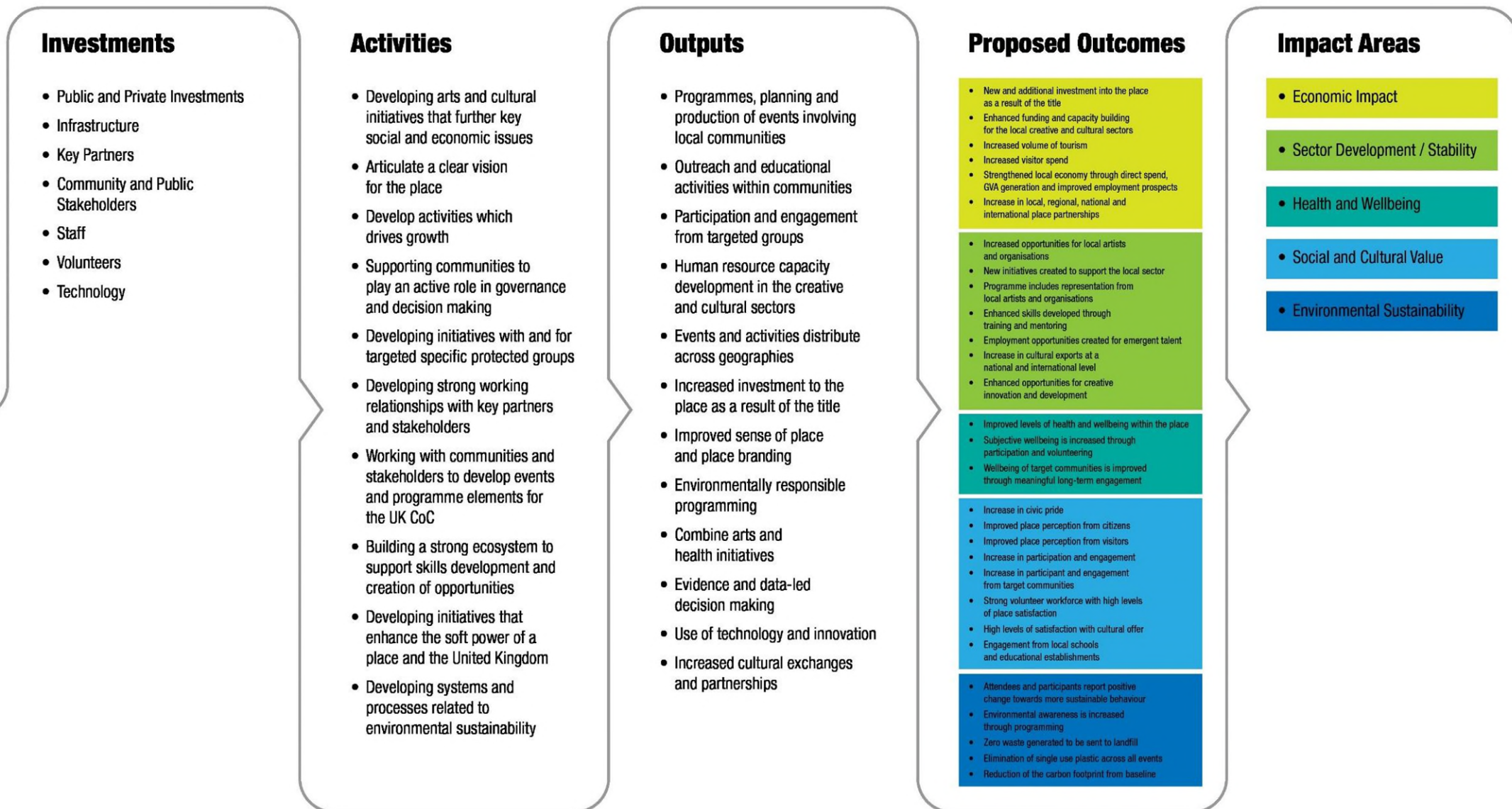


Figure 1 - Proposed overall high-level Theory of Change/Logic Model for the UK CoC programme.

Degrees of Change and Proportionality

It is acknowledged that across the initial/shortlisted bids and the winning cities, all places are different with differing needs and priorities. Because of this, we propose that any future UK CoC that makes use of this proposed ToC does not attempt to undertake all of the proposed outcomes, but instead selects the ones that are most important and relevant to their place.

As part of the bidding process, appropriate baselining and benchmarking must take place if there is to be meaningful measurement of the change experienced over the lifecycle of the UK CoC. Any step changes or targets must then be set at levels that are proportionate to what can be achieved for the place, given the resources and infrastructure available.

For example, if during the bidding period it is identified that a place has levels of subjective wellbeing that are better than the national average, it is unrealistic to create a step change to improve the levels of subjective wellbeing within that place. It would be more appropriate to target investment and resources at improving the subjective wellbeing of target communities that have the lowest life chances, similar to the approach taken in Coventry UK CoC 2021 when devising specific programme strands, activity, and outputs.

Taking this strategic approach helps to support programme and operational decisions, as was seen in Derry's/Londonderry's targeting of UK CoC 2013 programme activity towards citizens who lived in the city's most deprived areas. Early research as part of the programme's development identified that citizens living in these areas had higher levels of economic inequality, poorer life chances, and higher levels of non-participation in culture and volunteering. Step changes were broken down by decile of deprivation to support resource allocation and prioritisation.

Rationale Behind Proposed Outcomes

Tables 6 to 10 present the rationale behind the outcomes proposed in this paper. This section also details high-level thinking regarding potential methodologies. These methods are expanded upon within the technical paper (Paper Two) that accompanies this paper.

Table 6 – Outcome Rationale – Economic Impact

<p>Proposed Outcome(s): New and additional investment into the place as a result of the title; Enhanced funding and capacity building for the local creative and cultural sectors; Increased volume of tourism; Increased visitor spend; Strengthened local economy through direct spend, GVA generation, improved productivity and improved employment prospects.</p>
<p>Rationale: It is hoped that any UK CoC will create a sustainable economic impact from the programme through investment and innovation in culture and creativity within the place. The title is a catalyst for the development of sustained local, regional, national, and international partnerships, which attract investment to unlock inclusive growth. Previous UK CoCs have reported on metrics such as increased levels of investment to the place (although attribution can be challenged), generation of GVA, employability, and improved tourism. However, methods across these measures have varied. Only one UK CoC to date, Coventry, has undertaken a full Social Cost Benefit Analysis (SCBA) and VfM assessment. Ideally these should become a standard requirement.</p>
<p>Potential Methods: Methods for capturing the economic impact of a UK CoC could include surveying local businesses; tracking financial spend across different geographies, types of supplier and groups; undertaking a difference-in-differences approach for long-term evaluation; undertaking visitor spend surveys as part of any audience surveying or tourism study; and making use of secondary data to determine progress against economic outcomes. It is advisable that any economic impact assessment be undertaken by an external consultancy to ensure independence, and that any capturing of economic impact should be in line with the guidance provided in HM Treasury's <i>The Green Book: Appraisal and evaluation in central government</i>.⁹¹</p>

⁹¹ HM Treasury (2022) *The Green Book: Appraisal and evaluation in central government*, London: HM Treasury. Available at: <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government> (Accessed: 27 March 2024).

Table 7 – Outcome Rationale – Sector Development/Stability

<p>Proposed Outcome(s): Increased opportunities for local artists and organisations; New initiatives created to support the local sector; Programme includes representation from local artists and organisations; Enhanced skills developed through training and mentoring; Employment opportunities created for emergent talent.</p>
<p>Rationale: Across the three UK CoCs held so far, there has been a focus within the evaluations on how the respective delivery organisations contributed to developing the local creative and cultural sector, and ensuring stability of the sector once the UK CoC had concluded. Activity and outputs in these areas across the three titleholders are similar even though the measurement of such interventions has varied widely. The outcomes proposed here bring the measurements into line. Careful baselining and a cultural audit of the place is required to successfully measure indicators against these outcomes. Potential bidders should note that such cultural audits are becoming a prominent feature of the competition's more successful bids.</p>
<p>Potential Methods: To successfully measure progress against these outcomes, a thorough baselining and cultural audit is required during the bidding stage or immediately after the title has been awarded. This cultural audit must be representative of the sector and include the widest possible range of voices. Commitment and resources must be allocated to repeating the audit post UK CoC so that any differences can be articulated. Monitoring of programme activity and who is involved in delivery is also key.</p>

Table 8 – Outcome Rationale – Health and Wellbeing

<p>Proposed Outcome(s): Improved levels of health and wellbeing within the place; Subjective wellbeing is increased through participation; Wellbeing of target communities is improved through meaningful long-term engagement.</p>
<p>Rationale: Making use of the ONS 4 Subjective Wellbeing Measures at both project/event level and within a citizen/household survey allows direct comparisons to be made with national surveys that already take place (e.g., the Annual Population Survey).⁹² This would allow for a regional comparator on a quarterly basis. The Office for National Statistics release estimates at local authority level across the United Kingdom on an annual basis. This data set would allow for triangulation with a citizen/household survey to confirm and validate findings at a local level; it would also ensure that similar comparator areas can be used as a counterfactual to demonstrate if the UK CoC is making an impact. Wider health surveys identified through the CHC Framework programme of research could provide monetisable benefits which cover a wider range of health domains other than just wellbeing.⁹³</p> <p>The use of the ONS 4 Subject Wellbeing Measures, if done properly on a longitudinal basis with participants, will also allow for the monetisation of improvements to the life satisfaction measure as identified in the Supplementary Green Book Guidance: Wellbeing Guidance for Appraisal.⁹⁴ Using the WELLBY methodology, improvement by one unit of wellbeing is currently worth £13,000 per participant.⁹⁵</p>
<p>Potential Methods: Use of the ONS 4 Subjective Wellbeing Measures within an annual or biannual citizen/household survey; Inclusion of the ONS 4 Subjective Wellbeing Measures in project level surveying (with pre- and post-event surveying to track participants over the course of a project).</p>

⁹² Office for National Statistics (2022), *People, place and community – Well-being*, London: Office for National Statistics. Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/wellbeing> (Accessed: 27 March 2024).

⁹³ Frontier Economics (2024) *Culture and Heritage Capital: Monetising the Impact of Culture and Heritage on Health and Wellbeing*. Available at: https://assets.publishing.service.gov.uk/media/678e2ecf432c55fe2988f615/rpt_-_Frontier_Health_and_Wellbeing_Final_Report_09_12_24_accessible_final.pdf (Accessed 18 February 2025).

⁹⁴ HM Treasury (2021) *Green Book supplementary guidance: wellbeing*, London: HM Treasury. Available at: <https://www.gov.uk/government/publications/green-book-supplementary-guidance-wellbeing> (Accessed: 27 March 2024).

⁹⁵ See *Box 7: Monetising life satisfaction impacts* in: HM Treasury (2021) *Green Book supplementary guidance: wellbeing*, London: HM Treasury. Available at: <https://www.gov.uk/government/publications/green-book-supplementary-guidance-wellbeing> (Accessed: 27 March 2024).

Table 9 – Outcome Rationale – Social and Cultural Value

<p>Proposed Outcome(s): Increase in civic pride; Improved place perception from citizens; Improved place perception from visitors; Increase in participation and engagement; Increase in participation and engagement from target communities; Strong volunteer workforce with high levels of place satisfaction; Engagement from local schools and educational establishments.</p>
<p>Rationale: The proposed outcomes are determined from what previous titleholders have measured in relation to social value. The definition of social value is evolving, and the requirement for the UK CoC to deliver against social need has also been evolving within the guidance for bidding cities. At a basic level, the UK CoC competition is a key part of the DCMS’s broader offer to level up opportunity across the UK, using culture as the catalyst for investment in places to drive economic growth and regeneration, promoting social cohesion, instilling pride in places, and making them more attractive to live in, work in, and visit. It is this notion of greater social cohesion and pride in place which has generated these proposed outcomes.</p>
<p>Potential Methods: Regular audience surveying will inform how audiences and visitors are perceiving the place and if that is changing as a result of the cultural programming. To create the evidence base, a pre- and post-year citizen/household survey could be undertaken to determine a baseline value for metrics around civic pride and social cohesion. Use of standardised metrics, such as those used in the DCMS Community Life Survey⁹⁶ and the recent Pride in Place⁹⁷ metrics from the Department for Levelling Up, Housing and Communities will help with national and regional comparisons. To fully understand the social value generated by the UK CoC, an independently undertaken Social Return On Investment (SROI) study should be undertaken. It is important to note that further work is required on aligning any SROI with the Green Book and any economic impact assessment. Coventry UK CoC 2021 managed to take this to a point but additional research and work is required to develop it fully. Methodologies and values are emerging through the CHC programme of research currently being undertaken.</p>

⁹⁶ UK Government (2024), *Data Collection – Community Life Survey*, London: UK Government. Available at: <https://www.gov.uk/government/collections/community-life-survey--2> (Accessed: 27 March 2024).

⁹⁷ UK Government (2024), *Update on Pride in Place Mission*, London: UK Government. Available at: https://assets.publishing.service.gov.uk/media/65b2348bf2718c0014fb1d29/Narrative_for_Pride_in_Place.pdf (Accessed: 27 March 2024).

Table 10 – Outcome Rationale – Environmental Sustainability

<p>Proposed Outcome(s): Attendees and participants report positive change towards more sustainable behaviour; Environmental awareness is increased through programming; Zero waste generated to be sent to landfill; Elimination of single use plastic across all events; Reduction of the carbon footprint from baseline.</p>
<p>Rationale: The above outcomes are derived from the OECD’s Impact Indicators for Culture, Sports and Business Events,⁹⁸ the Theatre Green Book (the standard metric for many cultural organisations),⁹⁹ and the regulatory frameworks from the International Olympic Committee¹⁰⁰ and Commonwealth Games Federation.¹⁰¹ Using outcomes like this would allow the overall environmental impact of the events sector to be measured, and enable learning and methods related to improving sustainability in the events sector (in which the UK CoC plays an important part) to be shared.</p>
<p>Potential Methods: Post-event surveying of audiences and participants is required for understanding any behavioural changes with audiences or participants. This can be triangulated with data from a citizen/household survey to determine overall behaviour change.</p> <p>Environmental monitoring and management systems are required within the delivery organisation to capture carbon footprint, use of single use materials, and waste management. Delivery organisations may wish to take this further and implement international standards such as the ISO 14001 Environmental Management¹⁰² standards and ISO 20121 Sustainable Events¹⁰³ standards.</p>

⁹⁸ OECD (2023), *Impact indicators for culture, sports and business events: A guide - Part II, OECD Local Economic and Employment Development (LEED) Papers, No. 2023/11*, Paris: OECD Publishing. Available at: <https://doi.org/10.1787/e2062a5b-en> (Accessed: 27 March 2024).

⁹⁹ Buro Happold (2020), *Theatre Green Book, Sustainable Productions, Sustainable Buildings and Sustainable Operations, Theatre Green Book*. Available at: <https://theatregreenbook.com/> (Accessed: 27 March 2024).

¹⁰⁰ International Olympic Committee (2022), *Olympic Games Framework: Produced for the 2024 Olympic Games*, Lausanne, Switzerland: International Olympic Committee. Available at: https://stillmed.olympic.org/Documents/Host_city_elections/IOC_Olympic_Games_Framework_English_Interactive.pdf (Accessed: 27 March 2024).

¹⁰¹ Commonwealth Games Federation (2022), *Commonwealth Games 2026-2030 Strategic Roadmap Overview*, London: Commonwealth Games Federation. Available at: <https://resources.cwg-qbr.pulselive.com/qbr-commonwealth-games/document/2023/06/13/0c6e9ccb-d944-474f-aa53-3d437a008b84/CGF-2026-30-Strategic-Roadmap-Overview.pdf> (Accessed: 27 March 2024).

¹⁰² BSI Group (2019), *ISO 14001 – Environmental Management System (EMS)*, London: BSI Group. Available at: <https://www.bsigroup.com/en-GB/capabilities/environment/ems-iso-14001-environmental-management-system/> (Accessed: 27 March 2024).

¹⁰³ BSI Group (2015), *ISO 20121 - Sustainable Event Management*, London: BSI Group. Available at: <https://www.bsigroup.com/en-GB/products-and-services/assessment-and-certification/system-certification/sustainable-event-management-iso-20121/> (Accessed: 27 March 2024).