Evaluation of Umeå 2014
Summary in English

10 September 2015
In October 2010, PwC was given the assignment of evaluating the European Capital of Culture Umeå 2014. We hereby present our conclusive, final report in English.

Yours sincerely

Anita Agefjäll
Partner
T: +46 10 212 95 40
M: +46 709 29 53 08
anita.agefjall@se.pwc.com

Olle Nilsson
Senior Manager (project manager)
T: +46 10 212 41 19
M: +46 70 929 26 01
olle.nilsson@se.pwc.com
Introduction

In October 2010, PwC was given the assignment of evaluating the European Capital of Culture Umeå2014. According to the assignment specification, this evaluation was to highlight whether Umeå will succeed, and has succeeded, with the implemented strategies and associated activities undertaken in order to meet, and exceed, the set objectives. Methods, organisation, effects and costs were to be evaluated — and all of these components were to be compared with the resulting benefits. The assignment also stipulates ongoing feedback to project management with the purpose of enable them to lead the operations in a manner ensuring that a greater number of the established targets are actually met. The reports delivered during the evaluation were to be aimed for use in current project control work, but are also to serve as a resource bank of experience for similar projects in the future.

The assignment has been carried out on the basis of an ongoing evaluation whereby PwC has managed the various activities in yearly stages. Each stage has been finalised with an annual report and the entire assignment will be seen to be completed in conjunction with the presentation of this final report. The starting point for the evaluation has been a description of whether Umeå will succeed, and to what extent it has succeeded, with the strategies and associated activities in its work to meet and exceed the set objectives. As a starting point for the evaluation, PwC has used the five empowerment objectives formulated in the application to become European Capital of Culture Umea2014. A summary of our report is provided in English below.
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1. The Application of Umeå2014

Formulation of objectives in the Application

The objectives of Umeå2014 are formulated in the documentation in the application. The starting points for Umeå’s application could be said to comprise the terms “the Northern Room” and “Co-creation”. In the first application it is stated that “Our project includes all of the Northern Region.” (Curiosity and passion - part 1, p 7.) According to the application, this region can be understood as consisting of the four northernmost counties in Sweden. However, in the applications, the concept of the Northern Room is also stated as being comprised of the northern parts of Norway, Finland and Russia. In the first application regarding co-creation, it is stated that ‘Umeå in the world is you and me = U + Me = the art of co-creation’ (p 8). Co-creation could also be seen to be inherent in the concept “Open source”. In the application, this concept is described as follows:

“The concept rests on two pillars; one is to arouse curiosity and engagement through dialogue and meetings across borders, and the other pillar is to continue to develop the practical methods of co-creation within different areas.” (Curiosity and passion - part 1, p 16.)

In the second application, Curiosity and passion - part 2, the short-term and long-term objectives of Umeå2014 are described.

Short-term objectives:

“Through the European Capital of Culture Umeå2014, we want to open the source code of culture on a wide front to our citizens. This results in a permanently increased participation in cultural activities, which, in turn, provides the prerequisites for an even more active cultural life. The Year provides the citizens of Umeå with new possibilities to meet the European cultures and the world in new and unexpected ways. The diversity found in Umeå, with its strengths and possibilities, becomes visible and, through this, knowledge and new insights are gained. Access to democratic tools is improved and we will be able to better contribute to the building of the European house.

After 2014, a larger number of cultural workers and citizens of Europe became inspired by the northern culture and traditions. Curiosity has been aroused through a series of meetings between people in the Northern Region, as well as around Europe. Networks have been strengthened, and many have found new affiliates to work with for years to come. The door to the Northern Region within the European house has been opened.

Umeå2014 will be renowned for its artistic quality and for its innovative ways of working, something that will attract more co-creators than any previous European Capital of Culture, as well as attracting interest in the cultural traditions of the Northern Room, including the Saami culture.”

(Long-term objectives:

“Culture opens our senses to new impressions and possibilities. Culture arouses our curiosity. It results in creative environments giving birth to innovations. We want culture to be more visible and to serve as an inspiration in the daily life of all citizens, as well as comprising a driving force for long-term sustainable societal development.

The distinction will accelerate our work on reaching our objectives regarding the right of all human beings to develop in an attractive and sustainable environment. By 2050, Umeå will have attracted a large number of new cultural workers, international students, businessmen and visitors. Umeå will have become a role model for culture-driven societal development and will have increased in terms of inhabitants to 200,000.”

(Curiosity and passion - part 1, p 7.)
**The empowerment Objectives**

The detailed application (Curiosity and passion - part 2, p 46) describes, on an operational level, the objectives of the European Capital of Culture Umeå2014, stipulated in terms of five so-called “Empowerment Objectives”. These objectives are described as follows.

**A. Empowerment of the People**

The citizens of Umeå have experienced many new activities and events after 2014. This, in turn, has led to increased curiosity, awakened passions, new insights and a knowledge of Europe, as well as creating new local, national and European networks. Cultural workers and all citizens have discovered new possibilities and gained increased self-confidence and faith in the future. Culture has reached new target groups.

**B. Empowerment of the City**

Public spaces in Umeå have been renovated through several city development projects with an artistic soul, among them the *Konstnärligt campus* (Art Campus). New attractive meeting places contribute to curiosity, creativity and the continued development of all citizens, as well as all of the city. The public space in Umeå has been vested with an innovative, artistic design.

**C. Empowerment of the Culture**

Cultural life in Umeå has developed both in depth and in breadth, in the crossroads between new art forms as well as between those art forms and other societal areas. The European Capital of Culture Umeå2014 has created a major number of innovative work forms, methods and forms of expression. Culture consumption in Umeå has increased and has improved the economic prerequisites for the city’s cultural life.

**D. Empowerment of the Northern Region**

All of Sweden and Europe have had an opportunity to interact with the Northern Region in new ways, and has seen and experienced the region’s strengths in a new light. A redefinition of the map has taken place in terms of the view of Umeå and the Northern Region. Sweden and Europe have opened their eyes and have become aware of Umeå; the city arouses curiosity and attracts cultural practitioners, students and others to relocate here, and companies and investments follow.

**E. Empowerment of European Interaction**

Europe has taken part in an interactive exhibition educating the public about how Umeå and the Northern Region have developed in interaction with Europe and how Europe, in turn, has been influenced by the Northern Region throughout history. This exhibition is based on research and a new book about Umeå, the Northern Region and Europe. The exhibition is also an important source of information for a feeling of connection amongst the citizens of Umeå and the around 8,000 new citizens relocating to Umeå every year. The exhibition and the associated public education activities have aroused curiosity and led to discussions regarding future possibilities in Europe.
The European Capital of Culture budget up to and including 2015

The first application, (Curiosity and passion - part 1, p 43), includes a description of a budget presented, primarily, in outline. This budget, it is stated, refers to the period up until and including the implementation of the European Capital of Culture Umeå2014, and is described as follows.

Revenues

The Municipality of Umeå was to allocate SEK 100 million for the implementation of the European Capital of Culture 2014.

Collaborations were to take place with other municipalities, county councils, regional associations, cultural institutes from the four northern counties and from Europe, as well as on the basis of EU funds for implementation of cultural programmes and developmental projects. In total, we estimate financing of SEK 90 million from the region and the EU, including the Melina Mercouri Prize and ticket proceeds.

The Municipality of Umeå estimated that contributions from the Swedish Government, national authorities and other national organisations was to amount to SEK 170 million.

Expenses

A good 70 per cent of the budget, SEK 300 million, was to be spent on cultural programmes and developmental projects within the cultural and sports sectors. SEK 110 million was to be allocated for marketing, information, administration and evaluation.

Administration was to be limited through the utilisation, as far as possible, of existing administrative competence, structures and systems. The Municipality of Umeå was to avoid creating cost-driving parallel administration functions.

Resources for a professional external evaluation were to be allocated for the entire period up until 2015.

Table 1: Budget

<table>
<thead>
<tr>
<th></th>
<th>Revenues (MSEK)</th>
<th>Costs (MSEK)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality of Umeå</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>Region, EU and ticket revenues</td>
<td>90</td>
<td></td>
</tr>
<tr>
<td>National authorities and co-operation partners</td>
<td>170</td>
<td></td>
</tr>
<tr>
<td>Co-operation with local and global businesses</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>Cultural program / project costs</td>
<td></td>
<td>300</td>
</tr>
<tr>
<td>Marketing / information / administration / evaluation</td>
<td></td>
<td>110</td>
</tr>
<tr>
<td>TOTAL</td>
<td><strong>410</strong></td>
<td><strong>410</strong></td>
</tr>
</tbody>
</table>
2. **Follow-up on the reference score carried out in accordance with the concept, “Cities of the Future”**

**Cities of the Future**

In order to increase the systematisation of information gathering and to enable comparisons of Umeå's development over time, it was initially decided that the work on data compilation would be supplemented with a description of Umeå applying the methodology supplied in PwC's self-assessment tool, Cities of the Future (CoF). Initial data compilation using this methodology was undertaken during the spring of 2011. This reference score has subsequently been followed up with a new data compilation during the spring of 2015. The CoF approach provides a direct opportunity to compare Umeå's strengths and areas of development over time.

CoF takes its starting point from seven so-called types of capital. It can be said that these capitals comprise the basis for the development of the strategic agenda resulting in progress for the Municipality. Through this types-of-capital model, the city is provided a holistic perspective for assessing quality and investment of resources, as well as for determining the possibilities for development.

The seven types of capital within the model have the following definitions:

**Environmental and natural resources capital** – Environmental capital is about the location and surroundings of the city. A clean, safe and attractive city improves the quality of life for its inhabitants. This capital focuses on pollution, noise levels, waste disposal, policy and campaigns for recycling and environmental conservation, as well as on the ambition of the Municipality to meet long-term national and international environmental targets for sustainable development.

**Social capital** – Social capital consists of the formal and informal relationships characterising the city. Social networks in the city are valuable and impact outcomes. Social capital is closely linked to social problems, employability and the physical and mental well-being of the inhabitants.

**Intellectual capital** – Intellectual capital is a combination of the human and organisational resources of the city. The inhabitants of the city and of the region are a source of knowledge, creativity and renewal. The aim of the city and the region is to support and enable knowledge, creativity and renewal through systems, methods and estimations and other structural competence.

**Infrastructure capital** – This type of capital includes, on the one hand, resources in the form of, e.g. the provision of water or electricity and, on the other hand, assets in the form of housing, roads and railway transport and communications.

**Cultural and leisure capital** – constitutes a symbolic value in terms of cultural and recreational opportunities. The city and the region should develop a brand that attracts people, companies and ideas contributing to the development of the city in the future. Cultural and recreational events, green areas and access to such amenities are included in this type of capital.

**Participation and political capital** – What does the decision-making process in the city look like? To what extent is the public involved in the decision-making process and do inhabitants have access to elected representatives and leading officials in such a way that they are able to participate in, and have an influence on, those decision-making processes?

**Information and communication technology (ICT) capital** – To what extent are the possibilities provided by technology to develop communication and handle data actually utilised? The ICT maturity of inhabitants, companies and within the Municipality's organisation is an important condition for developing the different types of capital.
The strength of the different types of capital is described graphically. The higher the value on the scale – the stronger the respective capital.

Furthermore, the “facilitating factors” of the Municipality are described. These are the strategic ambitions of the Municipality, measured on the basis of the work on creating visions and aims, as well as the management capacity of the Municipality, measured through leadership, brand, the economy, prioritisation and social intelligence. In brief, the “facilitating factors” represent a description of the Municipality’s delivery capacity.

Finally, the placement of the seven types of capital in a four-field table is described, where the horizontal axis represents the level of the ‘policy’, i.e. the strategic capacity, and the vertical axis the ‘performance’, which describes the result or achievement.

**Figure 1:** Policy levels for management of the Municipality’s different types of capital

![Policy Levels Graph](image)

*Note: The orange area represents the levels shown in the 2015 survey. The grey area represents the levels shown in the 2011 survey.*

**Figure 2:** Levels of management capabilities as facilitating factors for the policies established to achieve a sustainable local economy

![Management Capabilities Graph](image)

*Note: The orange area represents the levels shown in the 2015 survey. The grey area represents the levels shown in the 2011 survey.*
Figure 3: Policy levels for management of the Municipality’s different types of capital and facilitating factors

Note: The orange area represents the levels shown in the 2015 survey. The grey area represents the levels shown in the 2011 survey.
Figure 4: City input and output, 2011

Figure 5: City input and output, 2015
Figure 6: Policy formulation in relation to policy performance, 2011

Figure 7: Policy formulation in relation to policy performance, 2015
Comments on the comparison between the measurements in 2011 and 2015

Looking at the seven types of capital, in total they were strengthened between these years. Five out of the seven capitals have been strengthened and two remain unchanged. The social and environmental capital have had the strongest development. Regarding changes to the different types of capital we note the following.

- The Municipality of Umeå appears to have assumed a greater holistic approach in its work with developing policies and comprehensive plans within the educational sector.

- Our data suggests that the work on neutralising segregation and increased efforts for integration has intensified and that there is less unemployment among young people. We can also see that the work on policies within the social area has developed significantly.

- Also, within the area of Environmental Capital, the major reason for change is the work with developing policies and plans of action.

- Regarding the development of Cultural and Leisure Capital, from a former high level, this is mainly the physical environment for leisure and culture that has been further developed, for example, parks and recreation areas.

- Within the area Infrastructure, we note that the proportion of cars on the road is still high, relatively speaking, but the portion of public transport is increasing.

The graphic description of the facilitating factors illustrates the fact that the efforts to develop the Municipality’s work with visions and policies, as well as the work on systematising the surroundings, has developed between the years. The strongest aspects of Umeå’s management and strategic capacity are, however, its economic development and vision work followed by, above all, partnerships.

The graph ‘Input & Output’ shows that Umeå has strengthened the relationship between contributed resources and results rather markedly between 2011 and 2015. From an already high level, the seven types of capital are generally ranked at the top.

In the four-field table, which provides an overall description of Umeå’s capacity, we see that Umeå, as in the previous diagram, has made an appreciable movement, generally, towards producing top results. The one type of capital that has made no movement between the years is the participation and political capital, which is entirely natural, as the data is based on the structure of the local democratic system. This has not changed and reflects national legislation.

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Within the area Infrastructure, we note that the proportion of cars on the road is still high, relatively speaking, but the portion of public transport is increasing.
What Can Umeå2014 influence?

The European Capital of Culture Umeå2014 is the sum of the joint efforts of many actors. The organisation model can be described as shown in the illustration to the right. This implies that the organisation, itself, does not directly control the development of the different projects and programme items during 2014 but, rather, accomplishes this through co-financing and cooperation. The different actors and projects assume the responsibility for finding external co-financing.

We note that the organisation of the European Capital of Culture Umeå2014 office is based on this model and we believe that the organisation could possibly be seen as being undersized. We note, also, that some of the members of management are working under severe pressure.

So, what can Umeå2014 influence? The organisational structure, built on the efforts of many actors, provides an indirect influence on the implementation, activities and events. Umeå2014 affects the development of the European Capital of Culture Umeå2014 mainly through that which it has influenced:

- The brand Umeå2014 – European Capital of Culture
- Planning and structuring of the event year 2014
- The Municipality’s own co-financing
- Government co-financing through the Swedish Arts Council
- EU co-financing through the Melina Mercouri Prize
- Self-initiated programme items

Figure 8: Organisational model for Umeå 2014
Working Models

In our reporting on the working models in our 2013 report, the description is, on the whole, identical with what we highlighted in 2012; however, we highlighted the role of the European Capital of Culture Year as a network organisation more explicitly than in 2012. We noted that Umeå2014 has been a “Network organisation - many co-financiers and actors create the European Capital of Culture Year together!”

To clarify, we compared the organisation of the European Capital of Culture Umeå2014 with the features of future public organisations as described in PwC's report Future of Government (http://www.pwc.se/sv/offentlig-sektor/publikationer/future-of-government.jhtml?query=future of government&live=1). A successful organisation must act with the aim of making more out of more limited financial resources.

The text below are taken from our 2013 report:

We see the work with the European Capital of Culture Umeå2014 as a good example; the build-up of the working models within the European Capital of Culture organisation has been undertaken flexibly. There is a structure in place that has been both flexible and dynamic and, thereby, one has been able to turn turbulent changes in prerequisites and in the surroundings into an advantage.

The operations within the framework of the European Capital of Culture Umeå2014 have also been innovative in terms of finding new ways of securing as much participation as possible in the project by having entrepreneurship as the guiding principle. Furthermore, operations have been managed with a high level of transparency, something that generates trust. However, and above all, the operations have been run in co-operation. This has created mutual dependence amongst the participants, at the same time as it has strengthened the operations in total.

Figure 9: PwC’s view on the future of public organisations
4. The financing of Umeå2014

Introduction

During the spring of 2015, the Umeå2014 office worked on a description of the total financing of the European Capital of Culture Umeå2014. This compilation is based on the organisation model previously presented, the basis of which is the principle that the Municipality of Umeå and Umeå2014 comprise facilitating factors. This implies that the reporting on the European Capital of Culture Umeå2014 financing comprises a mapping of all the financing sources that have contributed to the implementation of the European Capital of Culture Umeå2014.

The description of total financing is based on details for the period of 2011 - 2015. PwC has not been able to verify these details, as this has not been part of our assignment. We, therefore, present this compilation with reference to the Municipality of Umeå as the source of the underlying details.

Figure 10: Financing source

Table 2: Sources of financing

<table>
<thead>
<tr>
<th>Source (MSEK)</th>
<th>Budget</th>
<th>Outcome 31 March 2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality of Umeå / KHU</td>
<td>100.0</td>
<td>98.3</td>
</tr>
<tr>
<td>Co-financing Umeå2014’s EU projects, Municipality of Umeå</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central government’s block grant</td>
<td>170.0</td>
<td>75.0</td>
</tr>
<tr>
<td>Central government financing</td>
<td></td>
<td>74.3</td>
</tr>
<tr>
<td>Region</td>
<td></td>
<td>56.0</td>
</tr>
<tr>
<td>Melina Mercouri Prize</td>
<td></td>
<td>13.0</td>
</tr>
<tr>
<td>EU financing Umeå2014 related projects</td>
<td>90.0</td>
<td>21.7</td>
</tr>
<tr>
<td>Ticket revenues</td>
<td></td>
<td>24.6</td>
</tr>
<tr>
<td>Other (funds, etc.)</td>
<td></td>
<td>44.1</td>
</tr>
<tr>
<td>Business community</td>
<td>50.0</td>
<td>34.5</td>
</tr>
<tr>
<td>International authorities / Partners</td>
<td></td>
<td>7.9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>410.0</td>
<td>455.3</td>
</tr>
</tbody>
</table>

Source: Municipality of Umeå
Notes regarding the financing of Umeå2014

In addition to the financing which we have described and which is based on the contributions made during the period of 2011 - 2014 with a direct connection to the programme operations, the European Capital of Culture Umeå2014 has also affected other parts of society, both public and other sectors. According to data provided by the Municipality of Umeå, the Municipality’s total investments in infrastructure during the period of 2009-2014 amounted to SEK 3.7 billion. A significant portion of these investments refers to the cultural sector and amounted to SEK 1.3 billion during the same period.

According to Umeå2014’s online calendar, a total of 1,054 programme items were executed during 2014. This entailed everything from smaller activities carried out by, for example, societies, to large events. These have certainly affected the local and regional business community. We have no data to explain how, and to what extent, the local economy has been affected during 2014; however, tourism statistics in the form of the number of accommodation nights in Sweden and the region for 2014 have been reported to the Swedish Agency for Economic and Regional Growth.

In 2014, and at the request of the Municipality of Umeå/Umeå Tourist Office, Resurs AB executed a survey regarding the economic effect of increased tourism. This survey was presented during the spring of 2015 and shows, amongst other things, that the net sales from tourism in the Municipality, for all overnight stays, increased by SEK 132 million in 2014 compared with 2013. This survey illustrates, in general, a positive development for the tourism industry in the Municipality.

Swedavia annually reports passenger statistics for Umeå Airport, among others (http://www.swedavia.se/om-swedavia/statistik/utforligare-trafikstatistik/). The total number of passengers increased by a good 5 per cent between 2013 and 2014; this is the second-greatest increase in number of passengers during the period of 2009 - 2014. It can be noted that Umeå Airport has shown a positive development throughout the period in terms of the number of passengers. The most significant development in terms of the total number of passengers took place between the years 2010 and 2011, when the number of passengers increased by 13 percent.
5. Evaluation Summary

Empowerment of the People

Empowerment of the People – implies, according to the Municipality’s application, that the residents of Umeå are to have received new experiences after 2014. This, in turn, was intended to lead to increased curiosity, awakened passions, new insights and knowledge about Europe, as well as new local, national and European networks. Cultural practitioners and all citizens were to have discovered new possibilities and gained increased self-confidence, as well as having greater faith in the future. Culture was to have reached new audiences.

First off should it be noted that, according to our observations, Umeå has a very rich cultural life in comparison with other, larger cities in Sweden, and there is a long tradition behind this. As a result, it is challenging to enhance curiosity and to awaken passion, among other things, in an environment in which cultural consumption is already at an elevated level. With this as a starting point, the citizen surveys carried out indicate that the attitude towards Umeå2014 tended to worsen somewhat between 2012 and 2014, only to subsequently improve in 2015. We note in the citizen survey of 2015 that, in particular, the middle-aged age groups have changed their attitude to become more positive. In the citizen survey of 2014, the younger and older age groups were, on the whole, more positive than the middle aged. In the citizen surveys of both 2014 and 2015, those living in the most rural areas of the Municipality give low scores compared with those living in the city when replying to the questions regarding attitudes toward Umeå2014. The groups most positive to the European Capital of Culture Umeå2014 are the young and new residents. Looking at the additional questions posed in the 2014 and 2015 surveys, about 70% report having taken part in the European Capital of Culture Umeå2014 as visitors, volunteers or otherwise.

Another perspective concerns the range of culture which the residents were offered in 2014. Ticket sales in Umeå reportedly increased by 39% in 2014, compared with the period 2009-2013 (Source: Biljettcentrum (Ticket Centre), NorrlandsOperan, Tickster). Responses to the survey from project owners indicate that over 800,000 people attended the larger productions during the year. There are, of course, projects within the framework of Umeå2014 with ambitions supporting the goals. The project Fair City, one of our case studies, involved, for example, a large number of activities which have a bearing on the “Empowerment of the People,” according to the surveyed project owners Leading up to Umeå2014, Kulturverket invested in five large Fair projects focusing on children and young people as co-creators, as an audience and as citizens. Fair Way (Kulturbussen, the Culture Bus) has reportedly helped bring approximately 20,000 students per school year to cultural events.

Approximately 2,000 children and young people contributed with artistic material, ideas and visions to Fair Ground, Fair City, Fair Opera and Fair Game. The project estimates that at least 15,000 people participated in the outcome of these projects—children, adolescents and adults. Moreover, at least 250 experts, researchers, students from universities throughout Europe, as well as professional artists and cultural workers had participated in the projects as at the end of 2014. Partnerships were formed with sponsors, organisations and associations. The projects also included international partnerships.

The formulation of the objective includes phrases such as “all citizens have discovered new opportunities...” and “culture has reached new target groups.” In our opinion, these are very ambitious formulations demanding a lot of Umeå2014. In the survey regarding the sub-projects, there is a description of the principal target groups. A total of 30% of the projects did not have a defined target audience, and 44% had adults aged 25-64 years as their primary target group. Against this background, we cannot see that new target groups have been reached. Activities and events created within the framework of the European Capital of Culture Umeå2014 have certainly given people access to new experiences. The question is whether “all citizens” were included in this. Based on both the citizen surveys and the parts of the survey to project owners and projects describing the targets that had been reached, it is difficult to see that the very ambitiously formulated objective was, actually, achieved.
Empowerment of the City

Empowerment of the City – states that the public space in Umeå has been renewed through several city development projects of an artistic nature. New, attractive venues contribute to curiosity, creativity and the continued development of all citizens and the entire city. The public space in Umeå has been vested with an innovative, artistic design.

The Municipality of Umeå has reportedly invested SEK 3.7 billion in infrastructure between 2009 and 2014. Of total investments, investments in the cultural sector amounted to SEK 1.3 billion. The investments in the cultural sector comprise both buildings and infrastructure. We have recorded the project Urban Forum as one of our case studies and we note that, to a large degree, the central areas of Umeå have been subject to transformation in recent years. In terms of new buildings, the projects Väven (The Weave) and Konstnärligt Campus (Artistic Campus) could be mentioned. The infrastructure has been developed. Two examples are the new travel centre and the rebuilding of Vasaplan. Several new park areas have also been constructed the central areas of Umeå, including area on or around the riverbanks.

We would also like to highlight the development we observe within the framework of our comparisons between our measurements according to the CoF concept (see section 6), where we can see that Umeå as a city is experiencing strong development. We note that the seven types of capital have been strengthened between the years 2011 and 2015. We also see that work is being done at a strategic level to develop the city, as well as through the Municipality’s strategic efforts working with the same goal. Overall, it can be said that Umeå is in a very strong position.

An important issue to address in this context is whether it was the European Capital of Culture Year that drove the Municipality in this development—whether Umeå2014 was the cause of these developments or was, at least, a part of the driving force behind it. It is certainly not the case that the European Capital of Culture Umeå2014 was the cause of Umeå’s strong development and position. However, we do believe that Umeå2014 was a driving force generating both investments and creativity. In our international knowledge review (Appendix 2), we can see the ways in which culture has contributed to the development of other cities. In Umeå, its own contribution of approximately SEK 100 million has caused or has been a contributing factor to other forms of financing of cultural events, according to figures provided by the Municipality. The municipal contribution has been augmented approximately 3.5 times.

Our assessment is that the formulated objectives within the bounds of this empowerment objective have been achieved.

Empowerment of the Culture

Empowerment of the Culture – has been formulated so that cultural life in Umeå is to have developed in both depth and width, in the intersections between the arts as well as between the arts and other parts of the community. The European Capital of Culture Umeå2014 is to have created a wide range of innovative forms of work, methods and means of expression. Cultural consumption in Umeå is to have increased and, thus, improved the financial conditions for the city’s cultural life.

The concepts of “Open Source” and co-creation have been central to the application process as well as to the preparation and implementation processes of Umeå2014. “Open Source” was described in the application as a concept resting on two pillars. The first is to arouse curiosity and involvement through dialogue and meetings across boundaries. The other pillar is to continue developing the practical methods of co-creation within different areas. One of our two case studies within this area, Festival 2014 (UxU), employed “crowdfunding,” which is an exceedingly co-creative method, at least from a practical perspective. The other case study relating to this — Guitars the Museum — does not consider itself to have been part of the European Capital of Culture Umeå2014. In spite of this, the guitar museum and its activities provide an example of the manner in which events created in Umeå during 2014 have generated attention both nationally and internationally. Outside of Umeå, the Guitar museum has often been linked with Umeå2014.

One of the questions to the surveyed project owners concerned the degree to which co-creation has been integrated into the current projects. We have noted that 75% of the project owners consider co-creation to have comprised a large part of the project; an additional 14% believe that co-creation was an integrated part of their project to a certain degree. We have not been able to determine whether co-creation has resulted in increased curiosity or if it has, instead, taken the form of developing practical methods.

The survey referred to above also included a question regarding the degree to which the Sami culture has assumed a changed role in the
organisations, themselves, due to Umeå2014. Sami culture played an important part in Umeå2014. The European Capital of Culture Umeå2014 was visualised through the eight Sami seasons. Several large projects were connected with Sami culture, and Sami features were also important in the European tour [Caught by Umeå] (Appendix 1). Based on the replies from the project owners, that the Sami culture has not been assigned a changed role in 55 percent of the project owners’ organisations. Whether this is due to the organisations already having Sami culture as an integrated part of their operations is not something upon which we can comment. About 45 percent of the project owners believe that the Sami culture assumed a changed role in the organisation, at least, to a certain degree.

Another aspect of co-creation was the organisation model, itself, and the working methods for Umeå2014. In our progress reports to the European Capital of Culture Committee, we have described our view of the organisation model and the aspects for which the Committee has been in charge during the preparation and implementation of Umeå2014. We have described the Committee’s has responsibilities as follows.

- The brand Umeå2014 – European Capital of Culture
- The planning and structure of the programme year 2014
- The Municipality’s own co-financing
- Governmental co-financing through the Swedish Arts Council (Statens Kulturråd)
- The European Union’s co-financing through the Melina Mercouri Prize
- Independently initiated programme items

This has required a lot in terms of building relationships outside of Umeå. In our opinion, Umeå2014 has had to manage expectations which have not always corresponded to the ability to manage the European Capital of Culture Umeå2014 according to the organisation model. We note that this has been a challenge for the organisation, itself. At least initially, there were expectations from the surrounding environment for the Municipality of Umeå to take on a greater overall responsibility for Umeå2014 than intended according to the organisation model.

The design of the organisation model involves several interesting components, especially from the perspective that the Municipality’s contribution is seen to be a part of a network in which it can be said that co-creation comprises a premise for the execution of Umeå2014. This resulted in the Municipality financing Umeå2014 with approximately SEK 100 million, which financing was then matched with financing from other sources, totalling more than SEK 350 million, according to the Municipality of Umeå’s compilation (see section on Financing). It should be noted that the financing of activities and projects that took place in addition to the financing provided by the public players had a substantial impact on the outcome of Umeå2014. The public financing made the European Capital of Culture Umeå2014 possible by acting as a foundation for co-financing.

Against the background of this, our assessment is that the goal specifications as regards the Empowerment goal have been, largely, achieved.

Cultural consumption in Umeå is, as we have previously noted, at a relatively high level. In comparison with the group of municipalities, “Other large cities in Sweden”, public contribution to culture in Umeå is approximately twice as large. The risk that the significant positive effects arising from the Municipality of Umeå’s contributions in the period 2010-2014 would be lost could materialise if one does not take advantage of these positive outcomes. We see that the Municipality has specified, as an overall objective, “to strengthen” its “position as an international city of culture and to work actively for culture as an investment and inspiration for a sustainable community, growth and global development”. As we see it, this is an expression of a political stance aiming to maintain the various effects that the European Capital of Culture Umeå2014 has created over time.

Empowerment of the Northern Region

Empowerment of the Northern Region – implies, according to the application, that all of Sweden and Europe have had the opportunity to interact with the Northern Region in new ways and to see and experience the region’s strengths in a new light. A redefinition of the map is to take place with regard to the perception of Umeå and the Northern Region; Sweden and Europe are to have been made more aware of Umeå. The city will increase curiosity and entice cultural practitioners, students and others to move here. Companies and investments follow suit.

The figure on next side comprises a graphical representation of the “Northern Room” as presented on Umeå2014’s website, indicating that
the concept has been interpreted on the basis of a relatively wide perspective. The Northern Room is shown as comprising the four northernmost counties in Sweden, along with large parts of northern Norway and northern Finland. The description of the “Northern Room” and the ways in which it is to be involved in Umeå2014 must be viewed, in our opinion, as very ambitious. Based on this formulation, it is possible to get the idea that the European Capital of Culture Umeå2014 should comprise of activities which integrate with the Northern Region. At the same time, the goal formulation includes a relationship between the Northern Region and the city of Umeå's development which may be difficult to capture, at least when viewed on the basis of the way in which the Northern Region is described.

In our case study in this area, we observe that activities and events within the framework of the European Capital of Culture Umeå2014 have been undertaken primarily in Västerbotten and in the three cities outside the county (Piteå, Örnsköldsvik, Sundsvall), which have had Umeå2014 offices. Individual projects have been carried out with a larger Northern Region perspective. However, we cannot see that there has been any clear strategy from the management regarding the manner in which the Northern Region, as it has been described, was to have identified new forms of interaction with Sweden and Europe.

Responses from the surveyed project owners to a question regarding networks and partnerships indicate that partnerships in regional networks took place to a lesser extent than local, national and international partnerships. From this perspective, it can be said that Umeå2014 has not succeeded in reaching its objective. We do realise, however, the difficulties in forging partnerships over county lines, and especially across national borders. Achieving this demands will and ambition among other parties, as well. We get the sense that Umeå’s will and ambition were not matched by the other parties.

One question covered by the empowerment objective is whether the city, i.e. Umeå, attracts people to relocate there. The table to the right illustrates the population development in the period 2010-2014. We see that the Municipality has had a stable population growth rate of approximately 1 per cent. A portion of the population increase is the so-called “net migration”. In Umeå’s case, the 'net migration' is steadily positive, that is, more people move to Umeå than from Umeå; approximately 0.5 per cent, or half the population increase is due to this positive “net migration”. With regards to the region, Västerbotten also had a positive “net migration” of nearly 0.5 per cent. The importance of the Municipality of Umeå to the region's population development is, of course, essentially crucial.

**Table 3:** Number of inhabitants and demographic changes in the Municipality of Umeå (full year)

<table>
<thead>
<tr>
<th>Year</th>
<th>Nr. of inhabitants</th>
<th>Increase in nr. of inhabitants</th>
<th>Moving in to Umeå</th>
<th>Moving from Umeå</th>
<th>Surplus</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>115,473</td>
<td>1,398</td>
<td>7,241</td>
<td>6,513</td>
<td>728</td>
</tr>
<tr>
<td>2011</td>
<td>116,465</td>
<td>992</td>
<td>6,757</td>
<td>6,499</td>
<td>258</td>
</tr>
<tr>
<td>2012</td>
<td>117,294</td>
<td>829</td>
<td>6,672</td>
<td>6,438</td>
<td>234</td>
</tr>
<tr>
<td>2013</td>
<td>118,349</td>
<td>1,055</td>
<td>6,562</td>
<td>6,184</td>
<td>378</td>
</tr>
<tr>
<td>2014</td>
<td>119,613</td>
<td>1,264</td>
<td>6,851</td>
<td>6,173</td>
<td>678</td>
</tr>
</tbody>
</table>

Source: Statistics Sweden

In conclusion, we see that regional interaction primarily took place at county level and in certain other larger cities in northern Sweden. We also note that projects and activities during 2014 have triggered both national and international attention. This is supported by the replies to the survey question mentioned above regarding partnerships, indicating that national and international partnerships have occurred to a greater extent.

Based on this perspective, it is difficult to see how Umeå2014 has succeeded in achieving the formulated Empowerment goal.
Empowerment of European Interaction

The fifth empowerment objective, *A Greater Understanding of Experiences from the Past and Possibilities for the Future in European Interaction*, states that Europe has had the opportunity to take part in an interactive exhibition educating visitors about how Umeå, and the Northern Region, have developed in interaction with Europe and how Europe, in turn, has been influenced by the Northern Region throughout history. The exhibition and complementary public education activities resulted in curiosity and discussions taking place about the possibilities of the future in Europe.

Throughout the years, we have noted that this “empowerment objective” has been rewritten by a person, or a group of people, so that an alternative formulation has been adopted, *Empowerment of European Interaction*. We have not been able to determine how this change occurred or who was in charge of the decision to make the change. According to our observations, the objective has been rewritten so that Europe is to have been able to take part in an interactive exhibition educating visitors about how Umeå and the Northern Region has developed in interaction with Europe and how Europe, in turn, has been influenced by the Northern Region throughout history. The manner in which this objective formulation has occurred is, perhaps, not of crucial importance to the evaluation. As both formulations are aimed at delivering an exhibition, we will use the European tour [Caught by Umeå] as the basis for our evaluation of this empowerment objective.

In the autumn of 2013, we completed a special evaluation of the project, and the report is displayed in Appendix 1. Presented below is a summary of the evaluation.

The idea behind the project arose as early as during the process of Umeå applying to become the European Capital of Culture for the year 2014. The project—the European tour—was intended to generate attention towards Umeå and northern Sweden in Europe. The European Capital of Culture Company in Umeå Limited (Kulturförsöksbolaget i Umeå AB), a wholly-owned municipal company, and VisitSweden AB signed an agreement on collaboration in the project. The European Capital of Culture Company would co-finance the project with SEK 14 million and VisitSweden AB with SEK 2.1 million, in fixed amounts. In addition, variable amounts would be contributed. VisitSweden AB also contributed with personnel resources.

Project preparations were characterised by major problems, which primarily resulted from the fact that the proposed financing needed to be thoroughly revised. The European Capital of Culture Company financing was to take place on the basis of sponsoring, but this effort failed. Umeå2014’s financial contribution to the project had to be taken out of the Municipality’s funds for the European Capital of Culture Year. The division of responsibilities in the project organisation was unclear; neither the division of responsibilities between different groups in the organisation, nor the division of responsibilities between the European Capital of Culture Company and VisitSweden AB, was clear.

The deficiencies in the preparatory work also characterised the implementation, but, thanks to powerful project management and initiatives from key individuals, the parties involved consider the implementation to have been successful. All parties involved in the project—partners and suppliers—considered the implementation successful and found that their participation in the project resulted in positive PR, rendering participation valuable.

In December 2013, VisitSweden AB presented a follow-up report on the activities within the project. The assessment in this follow-up report was that the project’s overall objective — to generate PR value exceeding the efforts invested in the project — was considered to have been realised. The final assessment of the project’s outcomes, however, will reportedly take place after the end of 2014. We have not seen this assessment. According to the same follow-up report, the objectives for visits to the hub (the exhibition area) were considered to be have been exceeded by a good margin. The objectives for quality and attention in social media were also achieved.

Finally, we have noted that all those interviewed considered the project outcomes to be positive. The suppliers and partners we have interviewed have all made the assessment that the value realized exceeded the resources they contributed. They considered the high number of visitors in the hub and the contacts made with key persons in the different cities to be of great value. Our assessment is that the empowerment goal has been achieved.
**Identified lessons for the future**

From our analysis of the process in which we have taken part since the autumn of 2010, and the preliminary evaluation summary, we see, to date, the following identified lessons to apply in the future.

- **Adapt the formulations of objectives to what is realistically practicable.** In such a long process as the time from application to implementation of European Capital of Culture Umeå2014, the aims and objectives created and visualised in connection with the application process should strike a balance between ambition and what is realistically practicable. With overly ambitious objectives, which are difficult to achieve, there is a risk of them striking back in the form of criticism. Criticism, which relative to the resources available at the implementation stage, can be misleading.

- **Put solid work into preparations, above all when it comes to the assignment of responsibilities and the analysis of the possibilities of the organisation model to handle the responsibilities and roles.**

- **Do not be overly confident that existing organisation’s in, for example, the Municipality, have ability to take responsibility for the leadership and operation of parts of such a comprehensive project as the European Capital of Culture Year.**

- **Use the co-creational organisation model for the development of future projects.** The organisation model of Umeå2014, which is based on co-creation — how it worked and what can be developed — is an interesting model for new corporate forms to manage the future delivery of services of benefit to the public. This shows major similarities with the descriptions of future public operations as described in PwC’s report entitled “Future of Government”.

- **Assess the project risks when working in conjunction with the application process.**