

## EX-ANTE EVALUATION BY THE MEDIA OF THE GUIMARÃES 2012 EUROPEAN CAPITAL OF CULTURE

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### ABSTRACT

The nomination of Guimarães to host the 2012 European Capital of Culture (ECC) has put on the agenda of the city the need of measuring the effects that the implementation of this mega event could have in it and in the municipality a whole. The balance of the benefits and costs and an extended community involvement tend to reduce negative impacts and enhance positive ones. This chapter analyzes the involvement of population and local associations in the planning and organization of the 2012 Guimarães European Capital of Culture, using the coverage made during 2011 by local and national press of the mega event. A content analysis of the news published covering the period between January and December 2011 and using three newspapers was conducted. From those, two were local and weekly newspapers and one was a national daily one. Looking to data results, it can be concluded that it was poor the community involvement and, also, the one of the cultural associations in the organizations of the 2012 ECC. A strong negative reaction to the model choose to plan the mega event conducted by official organizers was found, which has cast doubts on the desirable participation of the residents and, consequently, on the success of the mega event, especially in a perspective of a medium and long term effects.

**KEYWORDS:** European Capital of Culture, Socioeconomic Impacts, Mega Events, Guimarães, Cultural Tourism.

## INTRODUCTION

International research made on residents and local associations participation in mega events of cultural nature since long has advocate the usefulness of evaluating the European Capitals of Culture (ECC). The systematic evaluation process of the ECC by external entities has become a requirement after the Decision n.º 1622/2006/EC of October 24, 2006. Thus, since the ECC 2007 (Luxembourg and Sibiu) the European Commission publishes ex-post evaluations of these events, which include a section in which it is highlighted the resident's involvement in such events (ECOTEC 2009 and 2010; European Commission, 2009 and 2010).

Similarly, as far as festivals, fairs and international exhibitions and sporting mega events were taking an increasingly important role in development policies of cities, regions and countries, the studies on impacts increased (Fredline and Faulkner, 2000; Kim and Petrick, 2005; Ritchie, Shipway and Cleeve, 2009).

Most of the studies conducted have focused on the economic dimension of hosting such kind of events. Nevertheless, social and environmental impacts should be incorporated into an exhaustive and balanced analysis of the effects of that kind of event. Several researchers believe that, for the residents, in particular, the social and environmental impacts of hosting a mega event are as important or more even than the economic ones (Kim, Gursoy and Lee 2006; Ritchie, Shipway and Cleeve, 2009).

Understanding the social dimension of hosting mega events is crucial to involve local people in carrying out this kind of initiatives. The assessment of resident's perceptions about the organization of mega events on their own territory implies, however, a long-term approach, i.e., to consider the effects of the events on the territory well beyond the time of the respective physical achievement.

However, more relevant than realize the favorable or unfavorable attitude of the local population in relation to the hosting of events, it is to understand the reasons for their support or opposition. Also, in the planning of events, it is important to maximize their benefits for stakeholders and the local community (Ritchie, Shipway and Cleeve, 2009). As underlined by Gursoy and Kendall (2006), to the success of a mega event, it is crucial the commitment towards it and the active participation in its planning and management of all stakeholders.

Multiple studies have been made about the impact of mega events but fewer have focused on resident's perceptions on them, as well as on the changing perceptions kept over time. This means that few studies covered the stages before hosting the event, during and

after it, and due to looked interesting to us exploring a cultural event, in concrete: the hosting by Guimarães of the 2012 European Capital of Culture.

The main objective of this study was to evaluate the coverage that was given to the 2012 Guimarães European Capital of Culture 2012 (2012 ECC) and the perceptions of the residents and local associations towards what was planned for the event. That is, what was envisaged to get in the aim of this empirical research was to achieve an ex-ante approach. This was achieved through a content analysis of the news published in "Notícias de Guimarães" and "O Povo" (local weekly newspapers), and in the national daily newspaper "Jornal de Notícias". The follow up of the news was carried out from January till December 2011.

Known the enthusiasm with which the local population received the appointment of the city as as 20122 ECC, the analysis of the news on the subject published in local newspapers was an attempt to understand what has been the role of residents in the process of organizing it.

This study is part of a larger research project, which keeps the ambition of having continuity in the implementation phase of the 2012 ECC, i.e., during the event, and in the ex-post period.

The overall assessment of the impact of the European Capital of Culture will be also made following other methodological approaches, such as conducting surveys to residents and tourists, and interviews to local actors directly or indirectly involved in the organization of the mega event.

Considering the goals stated, in the first section of this chapter we make a brief review of the literature on impacts of hosting a mega event, as is an ECC. The following section addresses the issue of residents and other local stakeholder's involvement and participation in the organization of the Guimarães ECC. The third section describes the methodology used in the research. Section four presents the results of the analysis of the news published in the three newspapers that were retained for this purpose. The chapter ends with some conclusions and policy lessons, which are expected to contribute to possible adjustments to be made in the in the planning and organization of future similar events.

## **THE IMPACTS OF MEGA EVENTS**

Hosting a mega event causes, before, during and after its completion, economic, social and environmental impacts. In most cases the economic dimension is overvalued, comparing to the social and cultural ones. Kim and Petrick (2005), in the aim of their study about the FIFA World Cup 2002, that took place in Seoul, presented three reasons why the organizers

of the mega events tend privileging economic analyzes and to ignore social and cultural impacts. Those are: i) the social and environmental impacts are seen as "external" to the economic assessments used to justify the event; ii) these impacts are less tangible and difficult to measure; iii) the effects tend to be associated with negative factors and therefore their evaluation is not encouraged by the promoters.

In what concerns the positive economic impacts, it is widely recognized that tax revenues, jobs and incomes tend to increase before, during and after hosting a mega event (Ritchie, Shipway and Cleeve, 2009). Deccio and Baloglu (2002), as well as Strauf and Scherer (2010), refer also greater opportunities for giving external visibility and promoting the city and the welcoming country, as well as investments in new infrastructure that residents and tourists can benefit from.

The hosting of a mega event can also be part of a larger program of urban regeneration, as was the case of the 1992 Barcelona Olympic Games, which were associated with the development of tourist attractions, shops and restaurants, as well as the improvement of infrastructure transport (Ritchie, Shipway and Cleeve, 2009).

As positive social impacts, we can point out: the increase of community pride of the hosting population; the improvement of their quality of life; the strengthening of cultural values; and the help it can give to the construction or reinforcement of the national identity (Hall, 1989; Deccio and Baloglu, 2002; Waitt, 2003, Kim and Petrick, 2005; Kim, Gursoy and Lee, 2006; Ritchie, Shipway and Cleeve, 2009). In fact, according to Gursoy and Kendall (2006), some researchers have concluded that, for residents of places hosting mega events, as it was the case of Calgary, with the 1988 Winter Olympics, and Atlanta, with the 1996 Olympics, these positive social impacts, in particular, community pride and international recognition, were as important or more than the positive economic impacts felt. Many years before, Hall (1992) had also emphasized that environmental, sociocultural and political impacts may be more important than economic ones. Similarly, Deccio and Baloglu (2002), have claimed that conducting a mega event may also contribute to preserve the environment and local heritage, which otherwise could not take place.

Besides, the benefits associated with the implementation of a mega event, local communities may also experience negative impacts of economic, social and environmental nature. Some of the costs associated with hosting a mega event are the increase of the prices of goods, services and properties, traffic congestion and parking problems, increased crime and insecurity, and conflict between residents and visitors (Deccio and Baloglu, 2002; Waitt, 2003; Fredline, 2005; Kim, Gursoy and Lee, 2006). The environmental destruction and deterioration of cultural or historical resources are also impacts that may arise from organizing mega events (Kim, Gursoy and Lee, 2006).

In a research about the measuring of the impacts of festivals and cultural events of large scale, as major impacts on the local and regional economies, Langen and Garcia (2009) reported the expenditure incurred by visitors (direct, indirect and induced). In addition to these expected effects, taking the impact of Glastonbury (UK) festival, Baker Associates (2007), mentioned trade opportunities that arose for non-profit organizations (security, monitoring, recycling), the positive image perceived of the city (nationally and internationally), and, lastly, the contribution it can give to the formation of a local business culture.

It is clear that a European Capital of Culture, as any international mega event, causes positive and negative impacts. But it has some peculiarities that distinguish it from sports events. On the one hand, its scope is broader, as it focuses on various aspects of the cultural life of the city. On the other hand, it has a higher temporal duration, as follows uninterruptedly over a year. Finally, its effects are more diverse because they occur at economic, social, cultural, political, physical and environmental levels.

The first detailed economic impact assessment of an ECC occurred in Glasgow, in 1990, but since 1985 this kind of cultural events have been held annually in various European cities. In 1994 it was published a report about the first ten years of the European Capitals of Culture (Myerscough, 1994), in which, generally speaking, it is emphasized that citizens recognize the importance of the title to a city. There, it is also shown the positive effects experienced by those cities on several dimensions, such as coverage by the media, the development of culture and tourism.

In 2004, the European Commission has ordered the production of a study to evaluate the success of the second decade of the European Capitals of Culture (1995-2004) which concluded a general statement about the benefits of the ECC (Palmer/Rae Associates, 2004). But, even so, this study confirmed the lack of development of a policy of adopting the best practices (benchmarking). This same report (Palmer/Rae Associates, 2004) gave notice of the lack of use of common performance indicators by the different hosting cities.

The evaluation process of each of the ECC was required by Decision n. ° 1622/2006/EC of October 24, 2006, and on December 22, 2009 [COM (2009) 689 final] was published the ex-post evaluation of the 2007 ECC (Luxembourg and Sibiu) and the ones of 2008 (Liverpool and Stavanger). In the following year was published the ex-post analysis of the 2009 ECOC (Linz and Vilnius) [COM (2010) 762 final, December 17]. The evaluation framework includes the following dimensions: relevance of the action; relevance to the city that hosts the mega event; management efficiency of the organization; effectiveness of ECC mechanisms at EU level; the effectiveness in the development of cultural activities; the effectiveness in promoting European dimension through culture; effectiveness in achieving social, economic, urban development and tourism; and sustainability of the event (European

Commission, 2009 and 2010). Thus, the European Capitals of Culture can contribute to the promotion of local culture, supporting the development of artistic activities and cultural context of local organizations and facilitating access to and citizen participation in these activities (Palmer/Rae Associates, 2004; LGR, 2008, ECOTEC, 2009).

Before Guimarães, Portugal had hosting so far two ECC. The first was in Lisbon, in 1994, which contributed to the developing of projects of rehabilitation and reform of cultural buildings. The second one occurred in Oporto, in 2001, resulting in the construction of “Casa da Música” (Music House), which, paradoxically, was completed only a few years after the closure of the mega event, and the rehabilitation of the “Auditório Nacional Carlos Alberto” (National Auditorium Carlos Alberto). As at the time of the realization of these events was not institutionalized an evaluation of the ECC, we are unaware of any studies assessing their impacts, in particular those related to the participation and involvement of local people in activities performed.

The perception of the benefits or costs associated with a mega event as well as the success or failure of it, may have effects on the image of the destination kept by potential visitors (Ritchie, Shipway and Cleeve, 2009; Strauf and Scherer, 2010). When the perception of the costs outweighs the benefits to some residents, it is normal that they give little support to the event or may show against it. It is, therefore, important to have the support of residents for the success of a mega event and that its positive impacts may be extended in time. For that, it is important to involve residents and local stakeholders in the planning of the mega event, making them to feel part of it. To this we shall refer in detail in the following section.

## **INVOLVEMENT OF RESIDENTS IN THE HOSTING OF MEGA EVENTS**

Traditionally, the planning of mega events assumed almost always a focus in terms of political-media projection of decision-makers. This kind of approach, called “Hallmark decision making”, outlined the mega project and only then tried to justify it (Gursoy and Kendall, 2006). This model of planning drives to a low participation of residents (Roche, 1994; Gursoy and Kendall, 2006).

As an alternative approach to the entire planning process, in recent decades emerged a more democratic and participatory organization model, named “Collaborative decision making”, which combines two components: a technical, more rational; and a participatory one, more democratic (Getz, 1991; Haxton, 1999). This last model matches the idea that the active participation and support of residents and local associations in the mega event can contribute to a meaningful experience for residents and visitors, as well as to the increase of the longevity on the local community of its positive impacts (Gursoy and Kendall, 2006). The

same way, according to these authors, an active opposition to host the mega event may lead to delays and abandonment of certain projects.

Residents who actively participate in projects and believe that the costs will not exceed the benefits, tend to support the achievement of such events (Gursoy and Kendall, 2006; Ritchie, Shipway and Cleeve, 2009). Also Fredline and Faulkner (2000) reported that residents who feel alienated from the planning process tend to have a negative perception of the event.

So, for the success of a mega event and for the spreading over time of its positive impacts, the organizers and local authorities should seek the understanding, the involvement and the participation of the local community. They must perceive their level of support or opposition, and what kind of reasons are behind their attitudes. This process involves abandoning the traditional political approach and the adoption of a more democratic planning model that relies on the cooperation of various stakeholders and the participation of local people in decisions that may affect them.

Not being easy to implement, this participatory/democratic approach is less frequently used (Haxton, 1999). We will see whether or not this was the model adopted in the aim of the organization of Guimarães 2012 ECC.

## **METHODS**

The research was carried out based on the information published in two weekly Guimarães newspapers and a in national daily one. The research report here is part of a project that started in July 2011, entitled "The perceptions of residents and tourists of the impact of Guimarães European Capital Culture 2012 and their participation in the mega event", which will be undertaken until the end of 2013. The authors of this chapter are also in charge of the whole of research project.

In order to better understand the need felt of analyzing the perception of the Guimarães population and associations towards the hosting the 2012 CEC and the city tourism development, we recall here the general objectives of the before mentioned project, which were:

- i) to assess the perception of the expected/observed impact of the mega event "Guimarães 2012 European Capital of Culture " on the residents of Guimarães;
- ii) to assess the type of participation expected and observed of the resident population in the mega event "Guimarães 2012 CEC";

iii) to identify the motivations behind tourists visit to Guimarães as well as the image that they had of this tourist destination, before and after the hosting of the before mentioned mega event;

iv) to perform a set of initiatives leading to the dissemination among policy makers and the actors of the culture and tourism industries of the awareness of the need to introduce policies that give answer to the problems identified by visitors and residents, namely those related to residents participation, and may allow maximizing the success of the mega event and drive to tourist development of the city;

v) to contribute to the implementation of a more sustainable tourism development in the region.

Having in mind these goals, as told, one of the routes of investigation was to assess how the local press, through the virtual publication of the weekly newspapers "Notícias de Guimarães" ([www.noticiasdeguimaraes.com/](http://www.noticiasdeguimaraes.com/)) and "O Povo" ([www.opovo.pt /](http://www.opovo.pt/)), in 2011, covered the planning of the Guimarães 2012 ECC. The period taken by the analysis begins in January and ends in December 2011.

Some studies conducted at international level with similar goals as the present investigation (see, for example, Langen, 2008) have pointed out that it is more likely that the largest number of news occur in the local and regional press. According to Langen (2008), in the study on the "Scotland's Year of Highland Culture", the local press has contributed with 82% of the articles published between July 2004 and March 2008 concerning that mega event. The use of the two local weekly newspapers also proved to be important due to the fact that, as expected, they show to complement each other, this way helping the research team (whose members do not live in Guimarães) to better understanding the news and the context in which they occurred.

This work will allow complementing the analysis got from surveys and in debt interviews also applied in the city of Guimarães, in the last three months of 2011, to the residents of the municipality (surveys) and to a few local stakeholders (interviews) that, direct or indirect, were involved in the planning of the mega event. Dealing with the data in the newspapers, the methodological approach chosen was the content analysis of the news published.

In this regard, it should be noted that "O Povo" has this designation since March 2011, after several decades in which it was titled "O Povo de Guimarães." We choose "O Povo" because the news were available in the internet, apart from the tradition of over 30 years of publishing and the respective editorial line, something unique in the context of the local press. This weekly Guimarães newspaper was made available online since March 4, 2011

(starting date of the new name of the newspaper). Due to that the research team used the data coming from that source starting in March and closing in the end of December 2011.

Concerning the "Notícias de Guimarães" newspaper, it is useful to say that, according to the review conducted by Markttest, it show to be the most widely read weekly newspaper in the municipality of Guimarães in the year 2009, and the second most widely read in the district of Braga. In the date on which the research was performed, the "Notícias de Guimarães" allowed the access to the news concerning the whole year of 2011 via internet.

On the other hand, the "Jornal de Notícias" is the national daily newspaper which, together with the "Público", has the preference of the readers of the daily press living in Guimarães and in the region it belongs to and has the news available in the internet for the whole year 2011.

In this first analysis 239 news/references (92 of "Jornal de Notícias", 60 of "Notícias de Guimarães" and 87 of "O Povo") were included. We used of the search engine of the three newspapers searching taking the key-words: "Guimarães 2012 European Capital of Culture". The analysis was based on objective data (e.g., number of news about the event, month of publication, type of article) and qualitative (focus themes, type of attitude expressed).

Thus, we used a methodology similar to that applied by the University of Glasgow, between 2004 and 2008, to assess coverage of "Highland 2007 - Scotland's Year of Highland Culture" (Langen, 2008). Also the categorization adopted to classify the type of published information (e.g., news, interview, articles of opinion) and the subjects used matched with those of the study referred above. To this issue, we will refer in detail in section four of the present chapter.

The evaluation start from considering 239 news/references identified, using six categories to catalog each reference. Almost all of them corresponded to "news". With regard to themes, were taken into consideration seven, which were subdivided into 31 sub-themes. The amendments introduced in the classification used by the University of Glasgow showed to be needed due to the fact that we were evaluating different socio-economic realities and the focus of our study was the participation in the chosen event of the population living in the municipality of Guimarães.

Since the newspaper "O Povo" was not published between October 2010 and February 2011, we could not make a comparative analysis between the three publications for the entire period originally designed. Given these circumstances and because it was important to cover all the year 2011, we decided to structure the analysis in accordance with the reality identified above, which resulted in the production of two tables, one for January and February 2011 and considering only two of the newspapers, and another one covering the remaining period, gathering information from the three sources.

## **PRESS COVERAGE OF PLANNING OF “GUIMARÃES 2012 ECC” AND THE INVOLVEMENT ON IT OF RESIDENTS AND LOCAL ASSOCIATIONS**

The first indication that one got from the press coverage of the planning of “Guimarães 2012 ECC” was that the mega event was permanently reported in the news in the three newspapers analyzed during 2011.

In the case of the two weekly newspapers, in some weeks more than one article on the subject was published, although the persistence was clearer in the case of "O Povo" than in the others newspapers. In this newspaper, we could find 27 news. However, in this newspaper, 19 of the news published regarded activities that would occur in the coming days and sometimes the newspaper has decided reporting more than once the same event, making appeal to explicit positions taken by some personalities from various social and political backgrounds.

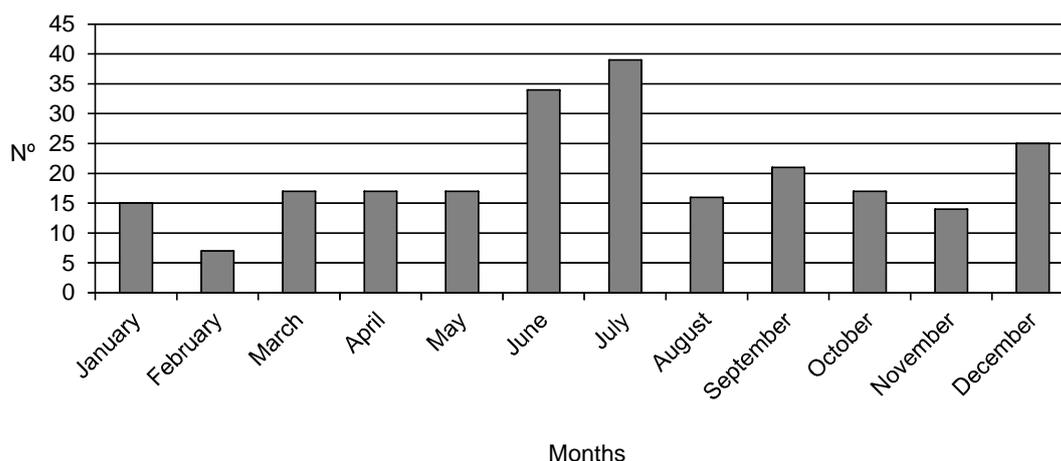
This positioning, following a "snowball" approach, contributed to a higher number of news weekly reported. Indeed, the "Notícias de Guimarães" during the whole year 2011, published only two news related to activities performed. The striking element of the coverage maintained by the "Jornal de Notícias" was to give information retrospectively, following an approach similar to the one of "Notícias de Guimarães."

We could also verify the different postures assumed by the two weekly newspapers in analysis. In the case of "O Povo", between March and July 2011, their professionals expressed a more neutral approach in the writing of the news. This may have resulted from the kind of political stance taken and/or coming from the fact that the reaction of associations and population to ECC management and programming turn more noticeable in those months. Actually, this circumstance justifies the convenience of using data from the two newspapers. In fact, while in "O Povo" 59.8% of the news were assessed as being neutral, in the case of the "Notícias de Guimarães" news showing a corresponding rating stood at 51.7%. Meanwhile, the publication of news with a negative nature, was almost identical weighted, since while in the first newspaper 26.5% of the news were evaluated by the research team as having a negative content, in the second one the percentage stood at 26.7%.

With regard to the "Jornal de Notícias", 62.0% of news were considered neutral and 31.5% negative. Since this is a newspaper with a national edition, it is likely that the editorial team has chosen to highlight the events less positive. It is well known that, usually, negative news attract more attention than the others.

Overall, 58.6% (n=140) of news analyzed were classified as being neutral, 28.4% (n=68) as having a negative content and only 31 news (13.0%) were classified as positive.

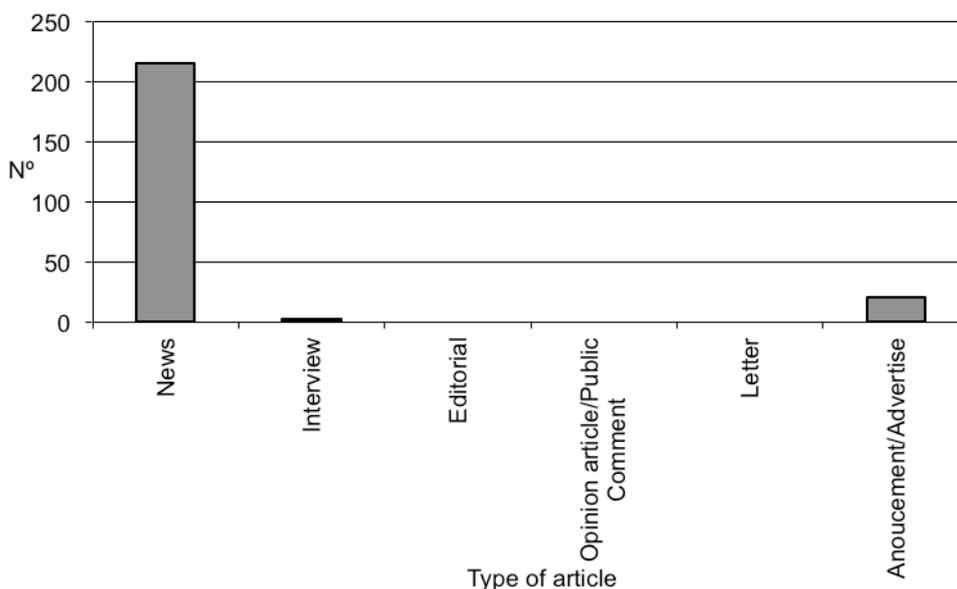
Although we did not had information on virtual support over the months of January and February 2011 for the newspaper "O Povo", we conclude that, after some numbness in the first months of this year, the public presentation of the structure of the programme of the 2012 ECC to the local community and to the political authorities, held in late January and early February 2011, and the conflict that immediately turn visible between the residents, local associations and local authority and the organizer of the mega event, namely the "Fundação Cidade de Guimarães" (F.C.G.), triggered, in the following months, peak coverage (fig. 1). Note that the resignation of the ECC manager in charge of cultural program occurred in May 2012.



Source: Analysis of the published news via internet, between January and December 2011, in the weekly newspaper "Notícias de Guimarães" and in the national daily newspaper "Jornal de Notícias", and, between March and December, in the weekly newspaper "O Povo".

Fig. 1- Number of news published in the three newspapers from January to December 2011.

The resignation in July 2011 of the Head of the "Fundação Cidade de Guimarães" few weeks later and all the troubles that preceded it triggered a reaction of the same type. December was also a month of great media coverage of the mega event, due, mainly, to the public presentation of the cultural program announced for 2012. Nevertheless, almost all of the 2011 references published are news (n=215), and the interviews are not more than three, while 21 other references correspond to statements or advertising of some events (fig. 2).



Source: Analysis of the published news via internet, between January and December 2011, in the weekly newspaper "Notícias de Guimarães" and in the national daily newspaper "Jornal de Notícias," and, between March and December, in the weekly newspaper "O Povo".

Fig 2 – Type of article published in the three newspapers

One of the interviews was conducted in July 2011 to the Head of the “*Círculo de Arte e Recreio*” (Circle of Art and Recreation - CAR) association. This association was involved in the programming of the 2012 ECC and is considered one of the key players at that level, while another interview, conducted to the Head of the “*Associação de Socorros Mútuos e Artística Vimaranesa*” (ASMAV) [Mutual Aid and Artistic Association of Guimarães], in the same month, expressed a negative view of the management conducted by the F.C.G.. It was a surprise for us that we could not find "opinion articles/public comments" type of materials and "letters from readers". This might result from two aspects: the editorial approach followed by the newspapers concerned and/or lack of initiative in this regard aspect usually maintained by the residents and the Portuguese people, in general.

The results identified follow those found by Glasgow University on the subject of “Scotland's Year of Highland Culture” (Langen, 2008), since 80% of the articles were related to news and only 11% expressed some kind of opinion (editorial, opinion piece, letters from readers).

When we separate the year under review in two periods (January and February, and March to December), beginning with the January-February 2011 one, analyzing the two newspapers who provided news via internet during these months, in what refers to the

"Jornal de Notícias", it is noted that 12 articles were produced (9 in January and 3 February), while 10 articles (6 in January and 4 February) were written in the case of the "Notícias de Guimarães". The total information published in these two months referred to the modality "news".

The two newspapers showed a similar profile in terms of the nature of the information published at that time. Specifically, as noted before, this year began with the newspapers paying some attention to the 2012 ECC, mainly because of the public presentation to the local community and political authorities of the planned structure of the program of cultural event. This occurred in the late January and early February. That explains the prominence given to the subject by the "Jornal de Notícias", particularly between January 28 and February 1. Most of the news produce are neutral (6 in the "Jornal de Notícias" and 6 in "Notícias de Guimarães"), with only three showing a negative nature (2 in the "Jornal de Notícias" and 1 in "Notícias de Guimarães").

With regard to the themes chosen, there is a coincidence in the subjects (tab. 1), with an emphasis given to the on program and to the development of the infrastructures designed to support 2012 ECC (issue 5 - n=11) and to the organization and policy issues (item 6 - n=5). Within these two themes, the two newspapers chosen to underline the reference the cultural program (theme 5 - n=8), and the cultural facilities to be built (theme 5 - n=3). The news on the topic 5 were mostly neutral (n=6), while on the subject 6, i.e., on the management structure of the mega event (n=2) or the relationship between the "Fundação Cidade de Guimarães" and the population, including the associations (n=3), were almost all negative. The exception was an article on this last matter.

Tab. 1 – Themes focused in the news of newspapers "Notícias de Guimarães" and "Jornal de Notícias", in January and February 2011

Themes	Notícias de Guimarães	Jornal de Notícias	Total (Nº)
1-Events	0	2	2
2-Audience and scope of the event	0	0	0
3-Image and representations	2	2	4
4-Financing	0	0	0
5-Programming and infrastructure development support	6	5	11
6-Organization and policy issues	2	3	5
7-Economic and socio-cultural impacts	0	0	0
Total	10	12	22

Source: Analysis of the published news via internet, between January and February 2011, in the weekly newspaper "Notícias de Guimarães" and in the daily national newspaper "Jornal de Notícias".

In what concerns to the period from March to December 2011, now holding the three newspapers that were the object of our analysis, from the seven issues considered (tab. 2), emerges a greater concern with the problematic of the "Organization and policy issues" (theme 6 - 43.8%), "Events" (theme 1 - 27.7%) and "Programming and development of supporting infrastructure" (theme 5 - 16.1%), these three themes representing together 87.6% of the articles published.

The high weighting given to theme 6 results mainly from negative news about the management structure of the 2012 ECC (n=47) and the relationship kept between the local public entity (Local Authority/Oficina - municipal cooperative that would take over the management of part of the programming and of Arts Platform) and F.C.G. (n=18) or between F.C.G. and population (including local associations - n=20). This theme was the one where there was a greater expression of items with negative connotation, registering only five positive references. In theme 1 ("Events), most references concerned events with regional impact, and there were only twelve events which could be considered as may having an impact at international scale.

Tab. 2 - Themes focused in the news of newspapers "Notícias de Guimarães, "O Povo" and "Jornal de Notícias", between March and December 2011

Themes	O Povo	Notícias de Guimarães	Jornal de Notícias	Total (Nº)	Total (%)
1-Events	21	14	25	60	27,7
2-Audience and scope of the event	3	0	0	3	1,4
3-Image and representations	13	6	1	20	9,2
4-Financing	1	0	3	4	1,8
5-Programming and infrastructure development support	16	10	9	35	16,1
6-Organization and policy issues	33	20	42	95	43,8
7-Economic and socio-cultural impacts	0	0	0	0	0
Total	87	50	80	217	100,0

Source: Analysis of the published news via internet, between March and December 2011, in the newspapers "Notícias de Guimarães", "O Povo" and "Jornal de Notícias".

On the subject 5, the majority of the information provided regarded the cultural facilities to be built and was centered on the problem of creating a Center for Contemporary Art (Arts and Creativity Platform), which was supposed to be inaugurated during the mega event, and

the controversies that were generated around the public position of the artist José Guimarães, as well as the "Casa da Memória" (Memory House).

From what was published, it still stands the lack of articles about the "economic and sociocultural impacts" (issue 7) of the event. The only new that was raised concerned what would be kept beyond 2012, apart from the buildings and equipment made available, and underlying the need for this mega event to have solid impacts on the quality of life of residents. This article, dated from May 27 (in "O Povo") and held public statements of Agostinho Lopes, deputy to the National Assembly elected by Braga and a district officer of a political party.

It is important to note that some local structures used the occasion of the preparation of the 2012 ECC to draw attention to their ability to perform cultural initiatives. One example was the artistic movement "Guimarães Noc Noc," which emerged in the media in September 2011, and whose action has materialized in the hosting of 150 projects and 300 artists, mostly from Guimarães, who for a few days occupied 41 spaces, from private homes to shops, associations, personal studios and streets. This initiative was considered a great success, and was commented by businessman Francisco Ribeiro as "a blow on the face of the local cultural authorities". In the words of that local personality, "the organization [of this event] showed that they could organize major cultural events even facing scarce financial budgets" As added by Francisco Ribeiro, there was only the need of find people willing to do that and endowed with open minds" (in "Notícias de Guimarães", October 6, 2011 - [www.noticiasdeguimaraes.com](http://www.noticiasdeguimaraes.com)).

Only once the articles referred to the need of Guimarães and Braga to work together vis-à-vis the events that would occur in the same year in these neighbor two cities, respectively, the European Capital of Culture and the European Youth Capital. This also follows the declarations of the local authorities.

This position seems to be indicative of the absence of a regional strategy for culture, which perhaps also reflects the lack of it at national level. It indicates also a void bet on taking profit of the cultural tourism potential of both cities. In the mentioned news dated from May 27 (in "O Povo"), Agostinho Lopes, after a meeting with F.C.G. officers, said "(...) I do not understand how there has been no contact between the Heads of Guimarães European Capital of Culture 2012 and those of the 2012 Braga Youth Capital".

The third theme, "Image and representations" contributed with only 9.2% of the articles, highlighting 11 in a total of 20 papers devoted to the image of the destination image used to promote the event. Only 3 articles, and endowed with a negative focus, referred to perceptions of the population and associations/local about the ECC. Regarding these associations/local movements in connection with the hosting of the European Capital of

Culture, it is worthy to mention the emergence of two movements, one in March and another in July 2011. They emerged responding to what was occurring in the planning of the mega event and the relationship kept between the organizational structure of ECC and the associations and local agents.

Based on the 239 articles/items we read, it seems to be low the concern kept by the organization of the ECC with the image and the promotion of the city of Guimarães. The events held to safeguard this dimension were mainly local, regional or national, though Guimarães has received a fairly positive assessment in terms of destination to visit in 2011, in January 2011, by *The New York Times*. This might have to do with the investment made in recent years by the City Council in the promotion of the city in various international fairs and events. Despite this fact, as noted, there were no articles that took as concern the international promotion of the mega event.

The only marketing campaign focused on "Guimarães 2012 ECC" emerged in May 2011 and was addressed to the main cities of Portugal and Galicia. It intended to "raise awareness of the 2012 ECC and create a new excitement about the event" (in "O Povo" of May 31, 2011).

On December 5, 2011, was published an article announcing that the municipality had been again referenced by the portal of travel and accommodation *hostelbookers.com*. This tourist site identified then the first 12 tourist destinations they recommended to be visited in 2012, being Guimarães one of them.

Returning to the subject associations/local movements constituted, it must be said that the first movement, titled "The Capital is Our", despite having committed to perform a media intervention, openly confronting the Head of F.C.G. in March 2011, did not reported any further activity afterwards. Even its blog (<http://acapitalenossa.blogspot.com>) was not fed again. The second, called "Standing Conference of Citizens 2012 ECC", was formed as a forum on the social network Facebook. In the words of its promoters, the move came "in response to the democratic deficit that exists in ECOC, since this body is answering to nobody. There is a lack of public oversight in the Foundation and, accordingly, it is appropriate that the citizens get together to go evaluating what is being done" (statements made to "Notícias de Guimarães", August 18, by one of the leaders of the movement). The same article that highlighted the constitution of the movement made mention to an amount of 710 peoples who immediately joined the movement, and made clear that it assumed itself as being nonpartisan. One of their leaders was(is) the current president of A.S.M.A.V.. This forum in Facebook hosted residents from the municipality of Guimarães or from other Portuguese municipalities. It remained active from the date of its formation until present date.

Aiming to contribute to overcome the malaise that was installed in April 2011, was organized a public debate entitled by local media as "Artists and the community in discussion with the Foundation" (in "Notícias de Guimarães", April 14). The President of F.C.G. admitted on that date the communication failure claimed publically and declared political willingness of surpassing this issue. At the same time, other voices have underlined the fact that the board of F.C.G. had no their roots in the city and did not were able to take into consideration "the symbolic idiosyncrasy the residents of Guimarães were endowed with" (in "Notícias de Guimarães", April 14).

## **CONCLUSIONS**

Empirical literature available on hosting mega events generally underlines that for a event like Guimarães 2012 ECC becoming successful and its positive impacts to extend in time, organizers and local authorities should seek to get a good awareness and to promote the residents commitment and participation in it, since its planning. This process involves abandoning the traditional political approach many times taken and, instead, adopting a model of planning favoring the democratic participation, which rely on the appeal to cooperation of various social actors and in the claim for the participation of local people in decisions to be made that can affect them, directly and indirectly.

To assess the involvement of the population and of local associations in the Guimarães 2012 European Capital of Culture, the coverage of its preparation by the press was analyzed. The period kept was the one from January to December 2011. For the effect, two weeklies and a national daily newspapers was used. From the content analysis performed based on those news, we got a clear conclusion pointing out to a overreaction of the population and local associations to some features of the way the planning of the event took place. That led us to put in question the involvement and participation of those originally envisaged in the program of 2012 ECC. This seems to reflect the negative opinion that had widely spread during a large part of the year 2011 on the management of the project 2012 ECC.

Although it is clear that some associations were invited to participate in the organization of the mega event in question, through the analysis of the articles we made one gets the impression that this situation resulted not so much of a "forgetting" of the population and local associations, but rather from a democratic participation deficit and a "forgetting" of the sense of belonging and rootedness of the population of Guimarães, which has not been considered or adequately safeguarded by the F.C.G.. Moreover, it was unclear why there

were associations that saw their projects approved and others not, besides having to wait for information on this regard from F.C.G. that took too long to arrive or never arrived.

Taking this into account, the question arises: did the management structure of the ECC predict this sense of belonging (community attachment) of the local population, which is, may be, singular in the context of the Portuguese cities?

It is also not uncommon that the facilities planned to be used in this kind of event just turn enjoyable by the population and visitors after the hosting of the mega event, as it happened with previous European Capitals of Culture. However, the clear bad programming of the 2012 ECC documented in the news made clear the inability of those in charge of the organization of learning from the mistakes committed by others.

The end of the year 2012 will turn clear whether the governance model adopted after the reorganization of the board of the “Fundação Cidade de Guimarães” in August 2011, and the revision of its regulatory principles made in the same occasion were enough to allow to surpass the problems raised with the participation of the residents of Guimarães in the planning and management of the 2012 ECC, and, thus, were sufficient in that dimension to ensure the success of the mega event, despite all mishaps we could identify in the analysis performed.

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