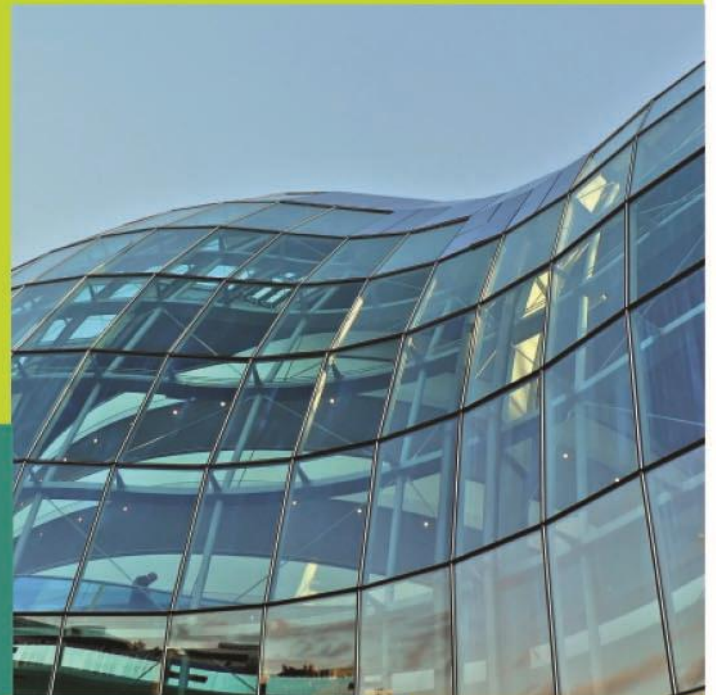


## Elizabeth Landmark: Assessing Economic Impact

Final Report, February 2020



**ERS Newcastle**  
Floor B,  
Milburn House  
Dean Street  
Newcastle upon Tyne  
NE1 1LE  
Tel: 0191 244 6100



## 1. INTRODUCTION

- 1.1 In November 2019, ERS was commissioned to prepare an economic impact report into the proposed Elizabeth Landmark sculpture. ERS is a national research consultancy specialising in the field of economic development. This includes a strong track record in assessing the economic impact of arts and cultural assets and activities.
- 1.2 Since the era of mass tourism, public art has been increasingly used by towns and cities to attract new residents and visitors, and to provide a display of local and national, sometimes global attention. With the shift to a more ‘flexible’ economy, culture-driven growth has become an increasingly important part of the revenue stream of many towns and cities and an increasingly important factor in shaping the demography and public identity of a city<sup>1</sup>.
- 1.3 Following appointment, we met with the lead consultants (the Ethical Partnership) in order to agree/clarify exact terms of reference for the study. As such, this report draws largely on a desk-based review of high-profile public art installations, including any impact assessments that have been undertaken.
- 1.4 Few detailed and comprehensive economic impact assessments could be found online for individual sculptures, although news stories and reports quote data which allow some insights. However, full economic impact assessments were found of sculpture parks, sculpture festivals and monuments.
- 1.5 Unlike most other forms of economic analysis, there are no economic impacts in terms of direct employment, staff salaries or supply chains (the short term impacts associated with construction of the Landmark do not form part of this report). The main economic impact will be on visitor spend, as well as consideration of the benefits of the additional profile and status that might be attached to Northumberland. Our focus within the analysis has therefore been on assessing the prospective impacts of the proposed sculpture with reference to the nature and scale of impacts attributed to high profile public art installations at comparable locations.

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<sup>1</sup> <https://journals.openedition.org/articulo/2828>

## 2. UK EXAMPLES

2.1 This section presents a series of examples of Sculptures and monuments from around the UK, drawing attention to the economic impacts of each. A key issue to flag is that impacts are often presented as simply the gross visitor spend. In economic terms, this is certainly the starting point for assessing impact, but is a gross figure, which requires treatment to be converted into additional impacts for the local economy and furthermore these additional sales should be expressed in terms of GVA.

### The Angel of the North

2.2 The Angel of the North is a prime example of how a major public installation can contribute to the wider regeneration of an area and of how brave decisions can reap huge rewards. The planning application for the piece drew more than 2,000 letters of complaint and only 3 of support and yet it is now the source of enormous local pride, is the subject of much admiration from visitors to the area and has come to symbolise the regeneration of Gateshead, as well as the vital role played by arts and culture in that process.

2.3 In 2008 ERS conducted an assessment into the economic impact of Angel of the North, commissioned by Gateshead Council. Key findings were as follows:

- An estimate of 8,000 visitors per week to the site in its first few years, including half the population of Newcastle/Gateshead.
- The success of the Angel helped Gateshead Council attract just under £150m of lottery funding, including £9.6m for Saltwell Park, £46m for BALTIC, £70m for the Sage Gateshead and £22m for the Gateshead Millennium Bridge.
- Delivering such a major project on time and within budget - at no extra cost to council tax payers - give Gateshead Council huge credibility both locally and nationally.
- The Angel can be credited with successfully achieving a balance between creating a new identity while acknowledging local heritage.
- The value in promotional terms cannot be accurately measured, but the exposure generated for Gateshead would have cost millions of pounds in advertising.
- The process set in train by the Angel has boosted employment in the tourism and cultural industries.
- The 6,000 jobs created and £1bn invested on Gateshead Quays alone would have taken a lot longer to generate, if ever realised at all.

## Another Place

- 2.4 A report by Sefton Council in 2006 assessed the value and impact of Antony Gormley's installation of more than 100 bronze cast statues which were installed in July 2005, considering whether to keep the figures on a permanent basis. The impact assessment found that the sculptures had a positive impact on the following: creating a learning community, creating safe communities, jobs and prosperity, improving health and well-being, creating inclusive communities, and children.
- 2.5 It was reported that the impact of having the public art on Crosby beach justified the required investment of £30,000 per annum, having put the place firmly on the cultural map and the overall response being positive. Over the first year of installation, visitor numbers to the area at least doubled to reach more than 600,000 visitors. Nearby businesses reported increased takings of up to 300%, said to be worth an additional £5-6 million for the local economy (it is unclear as to whether this relates to retail expenditure or Gross Value Added). Estimate of 'free advertising' for the local area were put at £1 million. Jobs were said to have have been created, although there is no available data on this.

## The Kelpies

- 2.6 The Kelpies are 30-metre-high horse-head sculptures standing in The Helix, a new parkland project built to connect 16 communities in Falkirk. The sculptures form a gateway at the eastern entrance to the Forth and Clyde canal, and the new canal extension built as part of The Helix land transformation project. The Kelpies are a monument to horse-powered heritage across Scotland.
- 2.7 Nearly one million people visited the Kelpies sculptures in their first year of opening in October 2013. A visitor centre opened in October 2015 which attracted more tourists. An economic impact assessment reported that there had been a 50% increase in the number of visitors and a 51% increase in the economic impact in the Falkirk Area between the period 2009-2016. The Helix Business Plan 2018/2019 quoted that the average retail spend per visitor is £5.95 and the average for catering is £7.20.

### The Star of Caledonia/Gretna Landmark

- 2.8 The Star of Caledonia/Gretna Landmark, is a planned sculpture designed by Cecil Balmond, Charles Jencks and Andy Goldsworthy, proposed to be erected adjacent to the A74(M).
- 2.9 In an impact assessment carried out on behalf of Dumfries and Galloway Council and public art development company Wide Open, it found that the Star of Caledonia could bring in £2 million from construction (equal to 1.7 FTE jobs), £4 million a year from tourism (equal to 70 jobs), up to £10 million in national and international publicity in the first four months and £300,000 locally (equal to more than 10 jobs). The sculpture was expected to attract 70,000 people a year and be viewed by around 10 million people travelling past the site each year.

### Weeping Window, Northumberland

- 2.10 This was a public art sculpture comprising ceramic poppies, representing lives lost in WW1. It was displayed at Woodhorn Museum between September and November 2015. An independent report identified a gross visitor impact on the Northumberland economy of £1.8 million. Around 12% of the visitors were believed to be from outside the region, accounting for 40% (£726,670) of the sculpture's gross economic impact. The sculpture was seen by 125,505 people at Woodhorn during the seven weeks. This was an increase of 119,000 visitors on the equivalent period the previous year and contributed to a 132% increase in visitors to Woodhorn during the whole of 2015. The net benefit to the County, after deducting the visitors who might otherwise have gone elsewhere, was estimated as £817,799. Admission to Woodhorn Museum is free although parking costs £3.50.

### Verity

- 2.11 In 2012 North Devon Council (NDC) gathered some data on Damian Hurst's large bronze statue of a woman, however this was not conducted as a formal economic impact assessment. Within four weeks of Verity being installed, NDC reported that an extra 5,000 visitors arrived in the seaside town of Ilfracombe. This translated into an additional £8,000 in car parking revenues. A survey of local businesses in 2017 found that they believed the statue had generated income for the local economy, although this was not quantified.

## Gromit Unleashed

- 2.12 'Gromit Unleashed' was an art and tourist trail around the city of Bristol, in the west of England. It consisted of 80 giant fiberglass statues of the dog Gromit, one of the two main characters in the animation series 'Wallace and Gromit'. Each of the statues was different and had been designed by artists who had won commissions for their work. The main aim of the trail was to raise £3.5m for a local children's hospital charity (by auctioning off the statues after the event and raising awareness of the hospital and its needs), but the secondary aim was to increase the numbers of tourists and other visitors to the city and to generate economic impacts.
- 2.13 A total of 1,184,000 people visited the Gromit Unleashed trail and other attractions associated with the project. The total economic impact of the project for the City of Bristol was calculated as £123,256,367. The total visitor spend was calculated as £77,035,230, or an average of £65 per person, which included money spent on accommodation as well as travel, food, refreshments and souvenirs.

## Yorkshire Sculpture Park

- 2.14 Yorkshire Sculpture Park (YSP) opened in 1977 and began with £1,000 investment and 31 sculptures. Since then the Park has grown, now including five indoor galleries, is also now an international centre for modern and contemporary sculpture with regularly changing exhibitions. The Sculpture Park, located outdoors in 500 acres of land in West Bretton, Wakefield forms a 'gallery without walls'. An independent report estimated the economic impact of visitors to YSP in the 12 months to 31st August 2011 as being worth between £4.96m-£5.53m to the local economy (Wakefield, Barnsley and Yorkshire). This equated to the equivalent of supporting between 63 and 70 full time jobs.

## Dismaland

- 2.15 Visit Somerset, the County's tourism authority announced in 2015 that Banksy's art project, Dismaland, could generate up to £20 million in additional revenue and investment for Weston-Super-Mare and its surrounding areas. Over the five weeks the exhibit was in place, there were approximately 150,000 attendees including those from other countries. Somerset businesses both in and around Weston reported substantial increases in income. This included hotel bookings (up 50 per cent), rail travel (up 100 per cent) and visitor attractions (up 20 per cent).

### 3. INTERNATIONAL EXAMPLES

- 3.1 Although there are clearly a number of high profile large-scale sculptures across Europe, including Levka Ori Venturi Towers (Crete), Bridge Over Tree (New York) and the 182m high Statue of Unity (Gujarat, India) but none have been the subject of an economic impact assessment.

#### The Gates

- 3.2 In 2005 the Mayor of New York announced the economic impact of 'The Gates' in Central Park, installed in 1979 and removed in 2005 was estimated at \$254 million. The installation was in situ for a two-week period each February and was said to have attracted more than 4 million visitors to Central Park each year, with more than 1.5 million visitors not from the local area, of which around 300,000 were international visitors. Usually 13% of tourists are from outside the country but during The Gates, the international share increased to almost 20%. Data gathered on hotel occupancy rates translates into an increase in revenue of more than \$2 million or 18%. A large number of restaurants reported increased sales over the period of installation, some up to 200%. Increases in revenues were also reported by museums, gift shops, galleries and cultural organisations.

#### Cloud Gate

- 3.3 Since its commissioning in 2006, Cloud Gate in Chicago has become one of the world's best known artworks. Millennium Park and its centrepiece Cloud Gate attracted around 5 million visitors a year. That tourism boost represented an additional \$1.5 billion annually for the City's economy (It is unclear if this was expenditure or Gross Value Added). Since the park was built, it is estimated that \$10 billion worth of property development has taken place in areas close to the Park.

#### The 'Wrapped' Reichstag in Berlin and the Pont Neuf in Paris

- 3.4 This relates to artists Christo's and Jean Claude's temporary public art installations of wrapping public buildings and monuments in fabric. The wrapped Pont Neuf in Paris lasted for three weeks over the Summer of 1984 and was viewed by more than three million people. The wrapped Reichstag in Berlin lasted over a 14 day period during the Summer of 1995. It was viewed by an estimated five million visitors.

## 4. THE LOCAL VISITOR ECONOMY

### Present service offer to visitors in immediate area

- 4.1 There are 96 postcodes within a five-mile radius of Cold Law Hill, including West Woodburn and East Woodburn. Based on Northumberland County Council's register of premises paying business rates that are based within these 96 postcodes, it has been possible to identify the following types of businesses that might reasonably be linked to the visitor economy:
- Café – 1
  - Caravan sites – 2
  - Hostel – 2
  - Hotel – 1
  - Post Office – 1
  - Public Houses – 3
  - Self-catering holiday premises – 40
  - Store - 1
- 4.2 The two Public Houses closest to Cold Law Hill are The Gun at Ridsdale and The Bay Horse at West Woodburn. The former is currently the subject of a crowd-funding attempt to purchase it as a community venue on the retirement of the current owners. The appeal (in the form of a shares prospectus) is within £13,500 of its £200,000 target (December 2019).
- 4.3 In addition, there are two other businesses of relevance, run from domestic premises: Slate & Nature, a family run business, producing products from reclaimed and environmentally friendly slate; and The Mary Ann Rogers Art Gallery. Just south east of the proposed site is Sweethope Adventure, a caravan park with holiday cottages that also offers activities on and around Sweethope Loughs.
- 4.4 Unless the Elizabeth Landmark encourages new business start-ups (which seems unlikely), there would appear to be a limited number of local businesses capable of benefiting from any expenditure undertaken by visitors to the site. Nevertheless, logic (and some past experience elsewhere) suggests that additional economic activity is likely. Specifically, it is entirely plausible that local pubs, the café, the shop and arts/crafts businesses will see additional footfall (provided visitors are aware of their existence).



4.5 However, whilst this might well lead to welcome additional trade, it seems unlikely to be on a scale that will create any additional employment. By way of example, the Government's Annual Business Survey (2017) gives an indication of the increase in sales required by particular types of employer in order to support the creation of an additional job, as follows:

- Café – £38,356
- Caravan sites – £102,128
- Hotel – £52,731
- Public Houses – £39,328
- Self-catering holiday premises – £71,029
- Store - £138,328

4.6 Whilst in some cases these are quite crude generalisations, they offer some guide as to the level of extra spending required before additional jobs are generated in the immediate area.

4.7 The next section estimates impacts for the whole of Northumberland, where we are seeking to capture the benefits for the wider county of Northumberland, rather than the immediate area. The challenge is to represent the level to which visitor intentions are different as a result of the building of the Elizabeth Landmark.

### Estimating impacts

#### *Gross visitor spending*

4.8 The Ethical Partnership have prepared a forecast of visitor numbers. This suggests a headline total of 15-25,000 visitors in years 1-3, with a step change in behaviour over time as the attraction gains reputation, such that visitor numbers in years 4-7 are expected to be 30-40,000. In the remainder of our analysis we use this range to produce lower and upper estimates of economic impact. We use the Ethical Partnership estimates as the basis for our assessment as inputs to the economic modelling. Impacts are modelled for the County of Northumberland for a period of 10 years.

4.9 As well as these headline figures there are further crosstabulations for: *mode of travel; type of visitor; seasonality age profile and origin of visitor*. We make good use of several of these measures, firstly by considering the origin of visitors.

4.10 A starting point for an economic impact study is to consider only those visitors which are economically additional. In keeping with HM Treasury Green Book Guidance, we recognise the concept of displacement. In this context, this means that in assessing impact for Northumberland that spending by Northumberland residents should be excluded on the grounds that it would have been spent in the County anyway.

4.11 The origin of visitors shows that most expected visitors are from elsewhere in the UK and therefore economically additional (Table 4.1). In years 1-3 an estimated 14,250-23,750 visitors will be additional and in years 4-7 this is estimated as 28,500-38,000 additional visitors.

**Table 4.1a Place of residence and visitor numbers (lower estimate)**

	N'land	North East	UK	Overseas	Total	Additional
	5%	9%	83.3%	2.7%		
Years 1-3	750	1,350	12,495	405	15,000	14,250
Years 4-7	1,500	2,700	24,990	810	30,000	28,500

**Table 4.1b Place of residence and visitor numbers (upper estimate)**

	N'land	North East	UK	Overseas	Total	Additional
	5%	9%	83.3%	2.7%		
Years 1-3	1,250	2,250	20,825	675	25,000	23,750
Years 4-7	2,000	3,600	33,320	1,080	40,000	38,000

4.12 The Ethical Partnership figures further estimate that 47% of visitors will be day visitors and making shorter trips and 53% will be holidaying visitors. In their estimation this translates into the results shown in Table 4.2, recognising only those that are economically additional (visiting from outside Northumberland).

**Table 4.2a Type of visitor and visitor numbers (lower estimate)**

	Paid accommodation	Visiting friends and relatives	Additional day visitors
Years 1-3	1,710	855	11,685
Years 4-7	3,420	1,710	23,370

<b>Table 4.2b Type of visitor and visitor numbers (upper estimate)</b>			
	<b>Paid accommodation</b>	<b>Visiting friends and relatives</b>	<b>Additional day visitors</b>
Years 1-3	2,850	1,425	19,475
Years 4-7	4,560	2,280	31,160

4.13 Data from Visit England provides estimates of visitor spending for each of these three types of visitor for Northumberland (2016-18). Average spend for holiday visitors was a total of £230.07 per visit, compared to £122.69 for those visiting friends and relatives and £22.80 for day visitors. Applying these average figures to visitor numbers provides an estimate of gross visitor spending (Table 4.3).

<b>Table 4.3a Gross visitor spending (lower estimate)</b>				
	<b>Paid accommodation</b>	<b>Visiting friends and relatives</b>	<b>Additional day visitors</b>	<b>Total</b>
Average	£230.07	£122.69	£22.80	
Years 1-3	£393,420	£104,900	£266,418	£764,738
Years 4-7	£786,839	£209,800	£532,836	£1,529,475

<b>Table 4.3b Gross visitor spending (upper estimate)</b>				
	<b>Paid accommodation</b>	<b>Visiting friends and relatives</b>	<b>Additional day visitors</b>	<b>Total</b>
Average	£230.07	£122.69	£22.80	
Years 1-3	£655,700	£174,833	£444,030	£1,274,563
Years 4-7	£1,049,119	£279,733	£710,448	£2,039,300

### *Economic benefits*

4.14 The gross visitor spending described in Table 4.3 simply represents the amounts of money that visitors to the Elizabeth Landmark might spend on their trip, not the economic benefits. Economic benefits are described in terms of Gross Value Added and Full-time Equivalent employment.

4.15 The visitor economy covers a variety of sectors, accommodation, food and drink, shopping, transport, recreation and other spending. Any modelling of economic impacts requires an understanding of the underlying structure of this spending and here we apply the proportions of spending across six main areas as given by Visit Northumberland (Table 4.4).

Table 4.4 Composition of sectoral spending	
Transport	10.2%
Shopping	6.6%
Recreation	8.6%
Food & drink	36.0%
Accommodation	12.9%
Indirect/Other	25.8%

4.16 Given the levels of spending in each sector, it is possible to determine the contribution of spending in that sector to the creation of GVA and jobs in that sector using the Annual Business survey. Jobs are also converted from headcount employment into Full-time equivalent, using the Annual Survey of Hours and Earnings. The economic impacts resulting from this sector-based estimation are shown in Table 4.5, expressed as GVA and FTE.

Table 4.5a Economic Impacts (lower estimate)				
	Visitor spending	GVA	Jobs supported	FTE jobs
Years 1-3	£764,738	£326,483	21.53	16.50
Years 4-7	£1,529,475	£652,967	43.06	33.00

Table 4.5b Economic Impacts (upper estimate)				
	Visitor spending	GVA	Jobs supported	FTE jobs
Years 1-3	£1,274,563	£544,139	35.88	27.50
Years 4-7	£2,039,300	£870,622	57.41	44.00

## Net Economic Impacts

- 4.17 The results shown in Table 4.5 require one final treatment to arrive at net economic impacts. The figures shown in that table represent impacts related to the money spent by those people that will visit the Elizabeth Landmark. What is uncertain is how many of these visitors will be additional to the Northumberland economy, that is to say, would they have made the visit at all if the Elizabeth Landmark were not there? Many visitors stopping at the Elizabeth Landmark would have visited Northumberland anyway. There may be some new visitors and some might extend their stay, and in those instances, impacts are additional. We assume that only 25% of visits are in this sense additional to the Northumberland economy. The results in Table 4.6 are presented for a total of ten years<sup>2</sup>.
- 4.18 The lower estimate (Table 4.6a) shows a total of £3.25million additional visitor spending, which would result in £1.39million additional GVA. There would only ever be 10.76 jobs or 8.25 FTE net additional jobs created, although jobs will be sustained over this time equivalent to 70.12 additional FTE job years.
- 4.19 The lower estimate (Table 4.6a) shows a total of £3.25million additional visitor spending, which would result in £1.39million additional GVA. There would only ever be 10.76 jobs or 8.25 FTE net additional jobs created, although jobs will be sustained over this time equivalent to 70.12 additional FTE job years.

	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
Spending	£191k	£191k	£191k	£382k	£382k	£382k	£382k	£382k	£382k	£382k
GVA	£82k	£82k	£82k	£163k	£163k	£163k	£163k	£163k	£163k	£163k
Jobs	5.38	5.38	5.38	10.76	10.76	10.76	10.76	10.76	10.76	10.76
FTE jobs	4.12	4.12	4.12	8.25	8.25	8.25	8.25	8.25	8.25	8.25

<sup>2</sup> All estimates are presented in nominal terms. Assuming the structure of the economy remains similar, the jobs created would be very similar, but spending and GVA would increase over time.

4.20 The upper estimate (Table 4.6b) shows a total of £4.53 million additional visitor spending, which would result in £1.93 million additional GVA. There would only ever be 14.35 jobs or 11.00 FTE net additional jobs created, although jobs will be sustained over this time equivalent to 97.62 additional FTE job years.

<b>Table 4.6b Ten year projection of Net Additional Economic Benefits (upper estimate)</b>										
	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
Spending	£319k	£319k	£319k	£510k	£510k	£510k	£510k	£510k	£510k	£510k
GVA	£136k	£136k	£136k	£218k	£218k	£218k	£218k	£218k	£218k	£218k
Jobs	8.97	8.97	8.97	14.35	14.35	14.35	14.35	14.35	14.35	14.35
FTE jobs	6.87	6.87	6.87	11.00	11.00	11.00	11.00	11.00	11.00	11.00

## 5. CONCLUSIONS

- 5.1 In respect of its economic impact, whilst the uniqueness of the Elizabeth Landmark is undoubtedly its strength, it also means that there is nothing comparable that offers a guide to potential impact.
- 5.2 The Angel of the North is generally regarded as the most successful example of large-scale singular public art in the UK. Unfortunately, there is no up to date evidence on visitor numbers/impacts but early estimates suggested an average of 8,000 visitors a week, albeit many of these were local people, generating no net economic benefits. However, it is in a very accessible location within the Tyneside conurbation and as such is not directly comparable to the proposed Landmark sculpture.
- 5.3 The Kelpies sculptures in Falkirk attracted nearly one million people in their first year, subsequently consolidated by the opening of a visitor centre two years later. An economic impact assessment reported that there had been a 50% increase in the number of visitors and a 51% increase in the economic impact in the Falkirk Area between the period 2009-2016 (four years before the Kelpies launched to three years after), although there was no attribution to the Kelpies.
- 5.4 The proposed Star of Caledonia/Gretna Landmark is said to have the potential to generate £4 million a year from tourism (equal to 70 jobs). The sculpture is expected to attract 70,000 visitors a year and be viewed by around 10 million people travelling past the site annually (adjacent to the A74). Although these headline figures have been published, it has not been possible to obtain the full report to consider the assumptions on which these claims are based.
- 5.5 Public art having the greatest economic impacts tends to be in the form of a collection of works on the same site or a high profile installation available for viewing for a time-limited period. In addition, many of the major works tend to be located in or near major conurbations.

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- 5.6 In summary, based on visitor estimates provided by Ethical Partnership and applying our own assumptions in respect of additionality, the Elizabeth Landmark has the potential to generate an additional £1.43 million in Gross Value Added over a 10 year period and sustain a maximum of 8.12 Full Time Equivalent jobs each year.
- 5.7 Finally, the major economic impact of large-scale public art is often as a pre-cursor to other regeneration activity and/or as a statement of intent/ambition. In this regard, it is difficult to see what other development the Landmark might promote but it would undoubtedly attract local, national and international media attention, from which Northumberland would derive benefits.



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