

## 7.7 Management of cultural facilities

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**Management of facilities deals with new challenges including the changes produced in their conceptualisation, the changes of cultural habits and consumptions, economic difficulties, and new programming strategies, among others. In this sense, this text presents the essential tools: the choice of a management model, the proposal of a functional organisational system, and the making of a use plan.**

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The management of cultural facilities constitutes a current discussion in the cultural agenda. Many issues are proposed, and some of them are urgent and uncertain due to the current circumstances which have implied a profound modification of economic, social, and political parameters in which they were originated. Which are the most effective management models? How their resources should be optimised and made more profitable? Which tendencies should be explored in the offer? Which is the appropriate social environment? To which measures are the new ways of governance applicable? Which priorities should be taken to make their structures good and flexible? How new publics should be included? Which criteria should be used to stimulate the request? And so on.

This chapter provides answers in the form of useful tools which contribute to the good practices in management. In sum, the management of a cultural facility should meet a series of essential elements for its operation and development: on the one hand, the definition of the levels of activity and the structuring of the programming; on the other hand, and we are focused on this aspect, the choice of a management model, the proposal of an organisational system, and a use plan.

### 1. Management models of cultural facilities

Publicly owned cultural facilities are managed according to the formulas predicted in the legal system: direct management and indirect management or outsourcing, also including the participatory management (this one has a less specific regulatory framework as it is generally organised from lower commitments and relationships from the legal point of view).

Finally, the programme contract is included, a model which stresses the results of management.

#### Direct management

**The administration itself, with or without different bodies, manages.** This management is used when the cultural activity is not so large or when the degree of complexity does not require the creation of a different legal entity which manages it in whole or in part.

**Autonomous bodies (Patronages).** They have autonomy to manage services and activities, are subjected to the budgetary regime and to the previous control, as well as to administrative procedures similar to the organic

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structure of the administration to which they belong. The citizen participation is allowed.

**Entities of public law subjected to the private legal regime (Agencies/Institutions).** They carry out functions of public law (inspection, control, authority exercise, etc.) or executive functions; they have a hard-working constitution process. It is necessary to articulate planning and control instruments, such as the contract-programme, to guarantee an adequate performance.

**Public company with the whole capital of the administration.** It is used when facilities with a clear function to intervene in the market through the promotion and diffusion of cultural activities are managed.

**Public foundations.** Although they are not specifically included in the legal system as a way of management, they are usually used. Their structures are not flexible to manage certain services but have a great fiscal advantage: contributions from private entities could benefit from certain fiscal incentives.

**Shared management.** Although it cannot be considered as a way of direct management, it is constituted by those legal personifications (Consortia) which are the result of the agreement between two or more administrations to provide a service or to manage a cultural facility influencing the competences, the territory, and the population of several public administrations.

When the management is direct and the objective is to transfer to the private sector only specific and certain functions or cultural services, the outsourcing of public cultural services is carried out by using the following administrative contracts:

- Consultancy and assistance contract.
- Service contract.

The use of this formula indicates that the sequence of the provision of the public service is not fully outsourced, but just some specific and certain parts with a more specific and specialised content due to material and human means are not available to tackle the performance demand. Its legal support is the restated text from the Law of Public Administrations (concretely, article 202.1). From both contract modalities, the most used and common is the consultancy and assistance contract as the field of action of the administration is increasing to more and more specialised culture sectors which require to recruit qualified people, with specific knowledge on the respective subject matter. In short, it consists in replacing the need of qualified technical staff. This figure is therefore used when the concurrence of circumstances which hinders the administration from developing a certain work is proved, by not having professionals qualified to carry it. The contract and assistance are regulated from the article 196 upward included in the restated text of the Public Administration Contract Law. The subject matters and objects to be generally used are performances characterised by their creative intellectual content and could be whole carried out by a third party not related to the administration or in collaboration. The awarded of the contract is not necessarily a firm, as the rigour of the contract is the fact of who performs it, whether a professional who meets the academic requirements or requirements of technical and professional solvency requested to compete for its award.

The award is carried out through competition, starting from the respective list of administrative clauses and of technical requirements. The detailed writing of lists is very important due to the technical, intellectual, or artistic component. Within the consultancy and assistance contract, the publicity contract has an own substantivity (two performances are possible: advertising creation and advertising diffusion), the publishing contract, and the artistic contract.

In the scope of cultural facilities, it is very usual to use this contract formula responding to very general assumptions: those with a high level of complexity which require a very high qualification, proved experience, and information management, as well as specific knowledge (the management of a theatre, a museum, an auditorium, a contemporary arts centre or a contemporary culture centre); those requiring a greater degree of specialisation for a specific delimited work (the restoration and preservation in a museum or in an arts centre; the coordination of machines, lighting, and sound in a theatre or auditorium); those requiring specific knowledge which can be applied over a period of time (to organise an exhibition or to manage a stage project); and the performance of tasks which provide a value added, although they are not part of the core of the facility (the cataloguing of a documentary or bibliographical fund). Exceptional facilities due to their technological innovation and complexity (visual arts centres, cultural laboratories, etc.) require a training and capacity (among others) to be managed.

In all this casuistry, the administration monitors, controls, and supervises through the public cultural manager, as the administration is fully responsible for such tasks. The function of the public manager is considered not just a punitive authority, but an enriched function complemented with their basic instruments (establishment of quantitative and qualitative assessment mechanisms, the creation of permanent information systems, formalities to analyse projects, etc.), that is, to improve the facility entirely.

## Indirect or outsourced management

Reasons for outsourcing. There are two types so that the public administration could take the decision of using them in a cultural facility:

- Internal reasons: They stem from the desire of the public administration to speed up or to simplify the decision-makings, so the allocation of resources for the management is reduced. In this sense, the final decision to outsource or develop a civic management model responds to administration's internal needs; the motivation is related to economy in many cases, and sometimes to a technical issue.
- External reasons: These are responses to requests and needs of groups or entities which require the management of a public facility to carry out an activity considered necessary and of public service. In these cases, the activity and the function to be developed could be already carried out without the protection of the administration, or it is demanded but not already started until a public aid is obtained; this aid mainly consists in the assignment of a cultural space or facility.

Both motivations are not exclusive and are sometimes combined simultaneously.

It is mainly differentiated as the public service is provided by the administration through a third party, which can be a natural or legal person, who becomes a sort of partner directly involved in the total result of the activity. In sum, the administration is still the owner, but its management and exploitation are privately carried out, either through firms or by non-profit entities.

The restated text from the contract law of the public sector considers the possibility of indirect management, provided that there is an economic content capable of exploitation by private entrepreneurs, except those services involving the authority exercise inherent in public powers.

**The possible formulas are as follows:**

**Government franchise.** The manager will manage the service or facility at their sole risk; it is the most used formula

of indirect management, which is most legally developed in our legal system. It consists in transferring to the indirect manager (private subject) the faculties which are originally administrative. An exploitation fee of the service or facility should be established, and the concessionary should pay it to the administration of the service or facility that the concessionary should pay to the owner public administration. The idea of public service is always the basis, and it is important that the administration establishes monitoring and control mechanisms to guarantee the appropriate provision of the service. To control the concessionary and their operating account, which must be different from the other activities carried out in the market. To determine the investment that the concessionary should make, as well as its amortisation terms. To control the reversion: management facilities and instruments which must revert to the administration after the concession is finished.

This formula has a special characteristic: the administration allows the awardee to be granted with the concession to maintain the economical-financial balance during the time of the concession. This clause is usually applied in the scope of local cultural public services, such as the case of proximity facilities, and generally in all cases in which the public service is freely provided or users pay symbolic payments. Anyway, the grant is not the insurance of the minimum performance of the concessionary. It is therefore necessary to make an economical-financial study as most adjusted as possible so that, from the beginning of the management, the investment is determined, and the possible grants are also sent to the operating account.

To write the lists of individual administrative clauses and of technical requirements as most accurate as possible to clearly determine the rights and duties of the administration and of the concessionary. The prices (either rates or public prices) that users pay should be previously approved by the owner administration of the facility. To control the subcontracting, the various suppliers and co-workers using the concessionary should be known, and, in any event, it should be clearly established in the list of clauses that the staff of the concessionary has no working links with the administration.

**Interested management.** It is a way of partnership between the administration and an individual (natural or legal person) to manage a service or facility. Both (administration-entrepreneur) participate in the results of the exploitation in the proportion established; this management modality requires that the activity produces certain results and, in turn, an investment that the entrepreneur cannot tackle alone. The administration puts a manager at the head of the service or facility through “interested clauses”. The exploitation risk is assumed by both the interested manager and the administration.

**Arrangement, with the natural or legal person who is already providing analogous provisions constituting the public service in question.** It is an agreement which does not arise from a new legal person and which requires that the services agreed are already operating so that the administration is limited to use them, thus leading to a lower authority and public control. Therefore, there is not an outsourcing itself, but the administration takes advantage of the existence in the market of private subjects providing the service under private formulas and hires them or grants them to enter in the public circuit, in whole or in part. The agreement replaces the inability of the administration to provide a certain service with the amount and quality required by citizens.

Agreements could be instrumented by a hiring process with public concurrence when there is a publicity of interested people in arranging their services with the administration when there is an activity carried out by just a private subject. In this last case, the administration grants the private entity, and such entity is committed to make the facilities available for citizens/users.

**Mixed economy society.** The management is carried out by creating a company —a public limited company or a

limited liability company— in which the administration participates by itself or by a public entity, in concurrence with natural or legal persons, or in the participation of a company already created to which only a part of the share capital belongs. The mixed nature of the society is the result of the combined participation in the share capital and in the management of the firm in which the administration must intervene. Local administrations can exclusively contribute the concession duly valued for the purposes of the economic liability or another kind of rights, installations, facilities, or cash if they had the condition of heritage goods. In these cases, firms could participate as members, together with administrations, either natural or legal persons.

The four modalities of indirect management are applied from a contract of public services management. To write the contract, it is important to determine the legal regime of services by delimiting the administrative competences, the dimension of provisions, and the legal, economic and administrative aspects related to the provision of the service. After the contract is awarded and executed, the contractor should fulfil a series of obligations, such as providing the service with the continuity agreed, guaranteeing the use conditions established, and paying the economic considerations established in the rates accepted. In addition, the good order should be maintained by establishing instructions notwithstanding those corresponding to the administration to guarantee the good operation; also, third parties should be indemnified if damage is caused. The Law allows the administration to modify the contract.

## Participatory management

Cultural policies tend to encourage the citizen participation as a proximity element and to favour the joint responsibility with citizenship. It is a visible reality, and in recent years, civic and sociocultural entities are increasingly encouraging a favourable opinion movement to activate new and broad participation formulas. A good sample is the Agenda 21 concerning culture, which stresses the role of social agents in the cultural development: “The principles of good governance include transparency of information and citizens' participation in developing cultural policies, in decision-making processes, as well as in evaluating programmes and projects”, and signatory governments are committed to “implement the appropriate instruments for guaranteeing the democratic participation of citizens in developing, executing, and evaluating cultural public policies”.

The different types of participatory management are as follows:

**Direct participation.** It is produced when associations, entities, and individual citizens directly intervene in the management of activities and services, as well as the cases of indirect management in which the whole facility is responsibility of an entity. Citizen participation should be responsible for the design of the programming, the organisation of the facility, the use of spaces, and the distribution of resources. **Two models are distinguished in direct participation:**

Co-management; a mixed system which implies the joint responsibility between citizenship and the administration, so citizens are not just users, but managers. The ownership is public subsidised, thus sharing the responsibility management, which is executed by a temporary agreement establishing the commitments of both parties. The dialogue is through a mixed and complex space requiring detail and much precision.

- **Civic management:** It refers to the fact that a non-profit partnership, which is rooted in the territory, manages the facility to encourage participation and to change the community. The administration is the owner, but the entity is responsible for the management. The procedure is through a collaboration

agreement between both parties, the dialogue is generally a space of information transfer. The participation is direct, horizontal, and without intermediaries; at the same time, there is a pedagogical vision aimed at generating an education process for participation and responsibility. The performances managed by the community are more adapted to the reality, to their needs, and are more economical. Communicative and informative information channels are more effective. The challenges are, on the one hand, the involvement of the members of the entity in the management project voluntarily and freely and, on the other hand, the achievement of an internal participation, which is democratic and transparent, and in turn to reach the largest and different spectrum of population as much as possible.

As an instrument to carry out a participatory management, agreements signed by the administration and social agents are used. They clearly opt for governance and actual participation, in which decisions are taken. **Agreements are established in two ways:**

- **Collaboration agreement:** They are excluded from the restated text of the contract law of the public sector, although this law may be consulted to solve doubts or gaps. Administrations can sign collaboration agreements with natural or legal persons subjected to the private law, provided that their objective is not included in the contracts regulated by the legal standard mentioned above or in special administrative standards. Agreements include some principles which justify the desire of making it and stipulate the rights and duties assumed by each party. In general, these agreements should at least include: the definition of the collaboration purpose, duration term, and rights and duties which both parties should take during the validity of the agreement. As for local administrations, it is usual that the execution is regulated by the respective municipal ordinance on grants.
- **Use assignment agreement:** This type of agreement usually takes place before collaboration agreements and stipulates the commitment of the administration to assign the use of the publicly owned space or facility to an entity or partnership, specifying the duration of the assignment and its use. These agreements have the same flexibility as collaboration agreements when stipulating the terms and conditions that should be included, as well as when specifying control measures and monitoring bodies. As for local administrations, the use assignment of heritage goods is regulated according to the regulation of goods of local entities.

**Indirect participation:** It is produced when some types of consultative bodies, but not binding, decide to monitor the activities and the programming and to try that the offer meets all citizenship's requirements.

**Diffuse participation:** It is the minimum degree of participation; it is limited to the information of programming and activities.

## Programme or management contract

It is a management tool which allows to go from the models of the public management which is centralised and based on the control of processes to a modern public management which is decentralised and stresses the results of the management. It is parallel to the improvement processes of the management quality, such as EFQM models (European Foundation Quality Management), and it is still adapted to public administrations following the CAF model (Common Assessment Framework). It is an advance in the so-called management by results of a model focused on optimising the uses of public resources in a transparent process which reorders public organisations to improve the public action.

A management contract should be the clear clarification of the assignment carried out by the administration through

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their specialised bodies for the directors of the organisation (which is the agent) to develop strategic objectives which obtain results and create a public value, thus justifying the expenditure of public resources. **A programme or management contract is therefore:**

- The assignment established by the administration —or administrations, if there is more than one— to the agent according to the administration's plans.
- An agreement between the administration and the agent concerning the way of achieving the objectives.
- An *implementation* of objectives in specific actions.
- A way of verifying the fulfilment of actions, of evaluating the results, and of assessing the public value creation.
- The establishment of the economic means required to achieve the objectives entrusted with an enough stability.
- The establishment of motivation mechanisms to achieve the objectives.
- The establishment of mechanisms to monitor the fulfilment of the programme contract and to correct the management in case of an important breach.

A programme or management contract is a methodology and a process of public administrations to act in a systematic order and to determine the responsibility of a facility when providing a certain public service. Also, it is focused on guaranteeing the quality of the service for users and, therefore, on demanding the accountability and transparency. This management tool is the result of the new public management which emerged in the nineties and aimed at encouraging a management focused on results rather than on processes.

In recent years, the cultural policy has modified the objectives and instruments, but maintaining its goal of democratising the high culture, recovering popular and minority cultures, and reaffirming identities. Also, other goals have been added, such as the promotion of the development and of cultural industries, the attraction of creative middle classes, and the urban revitalisation. They have become more complex due to the increasing diversity of sectors on which they operate, the heterogeneity of the implementation instruments used, and explicit and implicit goals. This complexity has implied a greater organisational difficulty for cultural administration's structure.

This new way of management is mainly being produced in large facilities; the more and more pronounced trend to justify the public investment in expensive facilities has implied that cultural facilities strengthen the visualisation of the positive economic and social effects of their actions, the excellence has to be reached not only in artistic means but also in the strategy and communication, customer service, training services, the search of the patronage, etc. to increase incomes, to retain publics, and to explore new publics. The aim of all these aspects is that facilities also generate cultural value from several activity lines which are addressed to many publics. In sum, the management contract is a change in the model in the conception of facilities' objectives and of the role of the cultural policy: from the classic conception of the valuable cultural facility to an advanced several activity lines of the facility as a creator of artistic experiences for everyone and creator of cultural value.

The conception is understood in the context of a gap between the artistic and the socioeconomic world, and unequal consumption guidelines from the social point of view, but increasingly linked to the increase of the level education of the population. Cultural facilities are part of the heritage and prestige of a country or city, and they are supported with public aid to produce and exhibit high-level artistic creations for the whole citizenship. The legitimation of this aid is based on the maintenance of this situation and to avoid imbalances implying a loss, so the financing covers most incomes when it is not possible to increase the premium of the artistic management.

Regarding the management, it provides resources.

In the advanced conception, it is part of a process in which divisions are permeable between the artistic and the socioeconomic scope: a hybridisation is produced between artistic disciplines, new ways of cultural production related to new technologies emerge, and there is a return of the traditional cultural consumption. Facilities are being continuously redefined, and their financing should be completed by their own incomes to develop activities giving public value effectively. Administrations establish the management contract with facilities during a certain time by subscribing strategic objectives. The public facility, the private sector, and the third sector are closer, thus making joint projects possible.

Regarding the execution of the programme or management contract, it can be said that it is a consensus contract with a relative capacity, as it aims at reaching a consensus on the objectives between the administration and the agent. **In our country, the decree which regulates the creation of stable agencies (Act 28/2006) specifies that the programme or management contract should include the following aspects:**

- The objectives to be achieved, the results to be obtained, and in general, the management to be developed.
- The plans required to achieve the objectives by specifying the respective temporary frameworks and the projects related to each strategy and their temporary terms, as well as the indicators to evaluate the results obtained.
- The maximum forecasts of staff and the performance framework regarding the management of human resources.
- Personal resources, materials, and budgets to be provided to achieve the objectives.
- The effects related to the degree of fulfilment of the objectives established, which is demanded by the management of executive bodies and the leadership, as well as the amount of the total earnings for the complement of productivity or the equivalent concept of the contracted staff.
- The procedure to cover the possible deficits due to, if any, the lack of actual incomes with respect to those estimated and the consequences of responsibility in the management that, if any, should be followed from such deficits.
- The procedure to introduce the annual changes or adaptations which, if any, are required.

**The negotiation process, the writing, and the signature of the programme contract can be summed up in six stages:**

- An initial consensus by both parties (administration and agents) on the need to establish a programme contract. Writing a document on intentions, a draft of the purpose, and a work plan until the signature, with a calendar for each stage and a distribution of responsibilities in the writing of each party.
- Negotiations of strategic objectives. They should include the assignment of the administration, be consistent with the task defined by the facility, and be feasible and relevant. To establish the priorities and the weight of the strategic objectives.
- To establish the working plan as long as the programme contract is in force. Negotiation of the operational objectives, lines of work, and the annual objectives to be achieved. Design of the table of objectives and assessment indicators.
- Making an economic and financial plan for the period in force which estimates the contributions required by the administration. Specification of motivation measures, the effects of the budget responsibility, and the work plans of the facility.

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- To establish mechanisms to evaluate, monitor, and modify the programme contract.
- The facility council revises the project, as well as the representatives of administrations and of the facility managers sign the programme contract. Approval by the administration.

## 2. Organisational system

### Functional organisation chart

The functional organisation chart is the organisational structure which joins sets of functions in the form of functional areas including the functions which could be carried out by professional profiles with similar competences. Each functional area can be carried out by one or more professionals according to the dimension of the management team. To define the functional areas, a division between the management of the content and of the container is first established, and four basic functional areas are established:

- Management of activities.
- Management of publics.
- Maintenance and security.
- Administration and resources.

The area of management of publics constitutes a novelty, being currently one of the main areas for the good operation of the facility and for the achievement of objectives as a public cultural service. Strategic and communicative functions are grouped in this area, as well as operational functions which are important because they imply the direct contact of the facility with publics. Regarding the area of activities, it should be noted that this area is also responsible for developing training services.

**These four functional areas can be easily common to any type of facility, thus constituting the basic organisational structure. Their functions are as follows:**

- Area of management of activities: The activities of the facility are selected, programmed, produced, and supervised. The uses of installations and training activities are also managed.
- Area of management of publics: The relationship and communication with the potential assistants of the facility are planned and managed. The participation processes for users are dynamised, and they are treated in users' activities. Sponsorships and patronages are also managed.
- Area of maintenance and security: The installations and the elements required for the security are maintained.
- Area of administration: Budgets are planned and managed; this is the administrative, legal, countable and fiscal instrument. Also, human resources are planned and managed.

As for musical stage facilities, a technical area should be added due to the complexity and specialisation of their technical installations. This area is aimed at managing, designing, and providing services of sound, lighting, machines, changing rooms, stage management, and assembly and dismantling of shows.

In general, basic cultural facilities could establish a work team made up of a manager and four people responsible for the areas, and in the case of musical stage facilities, there are five. The definition of a management work with five

responsible areas does not mean that those responsible for the areas are exclusively focused on them, that is, a person could be responsible for many aspects; this does not mean that they should have similar works.

Due to their competences, professional profiles usually meet the functional needs of the various areas. Some professions are new, so they are not still consolidated in the professional market. Thus, the functions described are usually covered by other professional profiles or by people who got a job from the experience. In addition, there is sometimes no correspondence between the academic degree and the social denomination of the profession. There are more multipurpose figures and other more specialised. This aspect should be considered according to the configuration of each facility.

## Management teams

They are one of the main elements to guarantee the management of a good cultural public service. To get the programming, the technical production, and the maintenance right depends on them. They also are responsible for the good execution of all functions: from the communication with citizenship and the monitoring of the services provided to the strategies to retain users and to attract new users. In short, the aim is to achieve the social performance by guaranteeing the economic sustainability and optimising the resources.

In the design of a cultural facility, there is no doubt that it is fully essential to decide who is going to manage it, as the management team —the human group— is even more important than the building itself because they are aimed at achieving its dynamisation, a complex and difficult task which should not be improvised. Management teams should be therefore perfectly outlined and designed. Defining which are the functional needs of the facility, how structuring the organisation in functional areas, and establishing the profiles of workers, schedules, and material and economic resources.

A very common aspect in cultural facilities is the lack of definition, except libraries, archives, and museums which have a regulation and structuring which define management teams. This is the case of musical stage facilities, visual arts, or multipurpose cultural centres which does not consider standards beyond the aspects related to the security.

Anyway, some specifications should be considered:

- Management teams should be defined case by case, as it is very difficult to have common orientations for all.
- The cultural sector is continuously changing and redefining, so it is necessary to be aware of updating the new objectives and the new professional realities.
- Cultural facilities and professions managing them are a recent reality which is not enough institutionalised, and in consequence is subjected to a constant discussion.

The role of the cultural manager is essential for cultural facilities to operate. Their working function is the management of facilities under the best efficient and effective conditions. They are professionals acting as mediators between the artistic creation or heritage and the consumption and cultural participation. Their function is helping to make a cultural project viable to include it within a social, territorial or market strategy (T. Carreño 2010). Consequently, they are competent to carry out the following functions due to their curriculum vitae:

- Planning, evaluation, coordination of processes and work teams.
- Programming of contents.

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- Production of activities.
- Management of users.
- Management of material and economic resources.

Due to their polyvalence, they are the basic reference professionals to manage most cultural facilities as they develop functions focused on contents and in the continent. According to the magnitude and complexity of the facility, two classification groups of cultural managers can be established:

- Group A1: Specialised tasks and managerial responsibilities related to complex facilities and projects. Advanced technician in culture.
- Group A2: Different tasks with a high degree of polyvalence, responsible for projects or facility areas. Intermediate technician in culture.

Also, the assistant technician of culture (Group A3) and the assistant of culture (group A4) are joint to the two groups mentioned above.

Regarding leadership and management, there is a discussion about dissociate both responsibilities. A series of appraisals should be specified in relation to this issue:

- The leadership function is focused on continents. Leaders of an artistic facility recommend having artistic competences (creators, experts or managers).
- The managerial function is focused on processes. The management of cultural facilities is the relationship that should be established with the various public cultural managers, unemployed, and the third sector. A function requiring the performance of abilities of public and communication management, as well as of cooperate leadership.
- In specialised facilities, it is advisable to dissociate both functions, whereas in the general facilities is better to choose the figure of a leader-manager who takes both functions, and the most appropriate profile in this case is that of a cultural manager.

To determine the training of management teams in the various types of cultural facilities, it is important to follow the following procedure:

- To identify the functional needs of each type of facility.
- To establish the basic functional organisation chart of each type and modality.
- To establish the correspondence between functional areas and professional profiles.
- To estimate the maximum and minimum equipment that each type of facility could have.
- In connection with the previous one, the estimation of the management team's costs.

In general, in the scope of cultural facilities and professional profiles, except in the case of heritage facilities (libraries, archives or museums), there is not a normative definition about the professional profiles who should meet the functional needs of public cultural facilities. In performing arts (in the private sector), there is a definition of professional profiles which comes from the agreement of show rooms, and some of the classic profiles (ticket clerks, ushers or technicians) are defined. Technicians also have a more defined professional profile endorsed by institutions of specialised training (technicians for sound, lighting, and stage machines).

Cultural facilities also include the professional profiles of the sector of sociocultural animation, of free time or of

social education. This is a professional sector which has been consolidated in recent years with the writing of working agreements or specialised studies. There are currently many training programmes of intermediate and advanced vocational training courses, as well as of university studies. The field of visual arts is less formalised, although postgraduate degree's training programmes have lately emerged. Many professional profiles related to visual arts are assimilated to the profiles of musical stage.

The incorporation of cultural facilities from the management area of publics/users in the basic functional organisation chart constitutes a determinant invocation because it is a substantial change not only in the ways of proposing programming criteria but in their comprehensive management. In this sense, the modification responds to the approach of being focused on users/publics, and two tools to make it effective: quality management and the making of a plan to manage publics/users.

## Quality management

It is a doctrine adapted by organisations which trust the change focused on the customer/user or public and aimed at continuous improvements in daily processes. This also implies that the staff can also take decisions. The principles of quality management are adopted by organisations to enhance the quality of their products and services, thus increasing their effectiveness. The basic principles are:

- To make an effort to know and to meet the internal and external needs of the customer/user or public.
- To analyse processes to obtain a continuous improvement.
- To establish improvement teams composed of the staff, who know the process to be analysed as well as their customers/users or publics who are those benefiting from their services and products.
- To establish organisations which recognise the values of their staff.

The key to provide a quality service lies in the balance between the expectations of the service and what users or publics perceive from this service, as well as in tackling the possible differences and unbalances between them. Therefore, a process of continuous improvement of the quality of services is required to provide a quality service. The aim is:

- To consult and to verify how users or publics perceive the quality of the service.
- To identify the reasons of the quality deficiencies of the service mentioned.
- To take appropriate measures to improve the quality of the service.

Quality management is a flexible methodology as it is adapted to all needs. It is endorsed by experience and simultaneously improve users' efficiency and satisfaction. There is a compendium of standards, models, measurement systems, etc. that each organisation should analyse, choose, and apply. The quality management should therefore be structured and full of content per each facility.

Regarding standards, the UNE-EN-ISO-1900:200 stands out. Regarding the prizes, some of them are the Deming Prize (Japan, 1951), the Malcolm Baldrige National Quality Award (USA, 1986), and the European Quality Award (1992). Regarding the models: the EFQM model, the Citizenship Model, and other exceptional models which have been created by organisations themselves by combining several quality performances or tools. The structuring of a quality management system based on a standard or model, or to achieve a prize, should be accompanied by other instruments which guarantee the continuous improvement and influence other key aspects in the pursuit of the excellence, such as:

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- A committed and effective leadership, at a political and technical level.
- Excellence values shared in the service for citizens.
- A planning and strategy focused on the achievement of the continuous improvement of the quality of the service.
- Processes focused on citizens.
- The involvement, sensitizing, training, and participation of people who made up the administration in the continuous quality improvement.
- The measurement of results.
- The continuous improvement from the measurement of results, the pursuit of the best practices, innovation, and creativity.

Also, there are several quality tools which can be used in two ways: as an internal improvement of organisations and with an external projection. The most used are:

- Service Charters.
- Service guides.
- Catalogues including formalities, procedures, and functions.
- Groups of process analysis.
- Quality surveys, as well as surveys to identify the expectations of the internal and external user.
- A system to receive complaints and improvement suggestions, related to both services and workers of the organisation.
- A system of management indicators of performance assessment processes.
- Motivation, training, and involvement of staff.
- Excellence prizes which are useful as a lever, competition between various departments to improve the quality and to disseminate the best practices.
- Interchange of good practices with other facilities.
- Simplification of procedures and development of online proceedings.

## A brief description of the most important standards, models, and tools:

### **EFQM (European Foundation for Quality Management) excellence model.**

It is a comprehensive model of business management which, by making an initial diagnosis, indicates the aspects of management which are capable of being improved. To sum up, the model indicates that certain levers inside the organisation (people, resources, alliances, the structuring of policies, and the leadership of change) should be managed to obtain results (in society, in the people involved in the organisation, in customers, and in the business keys). This model is particularly appropriate for the organisations with a high maturity in the management and focus on the improvement, organisations who have experienced and implemented the quality improvement and are worried about the improvement of their management.

**In public administrations, the EFQM model is called CAF** and is certified by the Spanish Agency for the Evaluation of Public Policies and Quality of Services (Spanish initials: AEVAL). The Common Assessment Framework (CAF) is a tool of quality management developed by and for the public sector, inspired in the EFQM model. It is based on the

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premise that the excellent results in the performance of the organisation, in citizens/customers, in people, and in society are achieved by a leadership managed by strategies and planning, people, alliances of resources, and processes. The model examines the organisation from different angles at the same time, with a holistic approach of the analysis of the performance of the organisation.

The CAF model has been designed to be used in any public sector and is applied to public organisations at all levels (European, state, autonomous, and local). It is aimed at being a catalyst for a full improvement process within the organisation and **with five main purposes:**

- To introduce the public administration in the culture of excellence and of the principles of the Total Quality Management (TQM).
- To guide it progressively towards an authentic PDCA cycle (Plan–Do–Check–Act).
- To facilitate the self-assessment of a public organisation to obtain a diagnosis and to define improvement actions.
- To connect the different models used in quality management, both in the public sector and in the past.
- To facilitate the benchlearning (learning taking the best ones as references) among the organisations of the public sector.

As a total quality management tool, CAF subscribes the fundamental concepts of excellence defined by the EFQM, adapts them to the context of the public sector and of CAF, and intends to improve the performance of a public organisation based on these concepts. **The eight basic principles of excellence are:**

- Focus on results. The results are achieved by satisfying all stakeholders of the organisation (authorities, citizens/customers, members, co-workers, and workers of the organisation) and by respecting all the objectives established.
- Focus on the citizen/customer. The organisation is focused on the needs of both, not just of those current but also in those who are potential. It involves customers and citizens in the development of products and services, and in the improvement of the performance.
- Leadership and consistency of objectives. The leadership with capacity of vision which is useful to inspire other people, with the perseverance in the objectives in a changing environment. Leaders establish a clear mission, together with a vision and values, and create and keep an internal environment which is favourable to fulfil the objectives.
- Management by processes and facts. A desirable result is achieved more effectively when the resources used and the activities proposed are managed as a process. Also, effective decisions are based on the analysis of data and information.
- Development and involvement of people. At all levels, people are the essence of the organisation, and their total involvement allows that their abilities are used for the benefit of the organisation. Workers' contributions should be maximised through their own development and participation by creating a working environment sharing values and culture of confidence, aperture, empowerment, and recognition.
- Continuous learning, innovation, and improvement. The total quality consists in challenging the status quo and makes the change real by taking advantage of the learning to generate innovation and improvement opportunities. The continuous improvement should be a permanent objective of the organisation.
- Development of alliances. The organisations of the public sector need others to achieve their goals and should, therefore, develop and maintain alliances with value added. An organisation and its suppliers are interdependent, and a relationship based on common benefits increase the possibilities of creating value for both.

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- Social responsibility. The organisations of the public sector should assume their social responsibility, respect the ecological sustainability, and try to reach the best expectations and demands of the local and global community.

#### ISO 9000 standards.

It is a set of standards on quality and quality management. It emerged in 1987 being the basis of the British standard BS 5750, and it was greatly increased since the version of 1994. The current version is from 2008. The main standard is ISO 9001:2008, Quality management systems - Requirements. Another standard related to the previous ones is ISO 9004:2009— Quality management systems-Guidelines to improve the performance. The ISO 9000 standards from 1994 were mainly for organisations carrying out productive processes, and their implementation in service companies raised many problems. A less complex standard was achieved with the revision in 2000. Such standard was appropriate for organisations of all types, applicable to the public administration. ISO 9001:2008 is the only standard from ISO 9000 which could be certified. This standard is structured in eight different parts:

- Purpose and scope of application.
- Normative references.
- Terms and definitions.
- Quality management system.
- Management responsibility.
- Resource management.
- Product realisation.
- Measurement, analysis, and improvement.

Each part is divided into various sections. The three first chapters explain general aspects, and from chapters four to eight, the certifiable requirements are established.

- Purpose and scope of action. The objective of the standard is any type of organisation whose aspiration is the progressively increase of users' satisfaction. It could be applied to any type of organisation.
- Normative references. Normative to clear up doubts.
- Terms and definitions. Section which indicates that the UNE-EN-ISO 9000 standard includes the appropriate terminology to understand the certifiable standard (9001).
- Quality management system. This section describes the requirements that the quality management system should fulfil. The processes of the organisation should be defined by also indicating the logic interaction among them, and which documentation should be available to obtain the certification should be known. **It is divided into two parts:**

**General requirements.** The organisation should establish, document, implement, and maintain a quality management system, as well as continuously improving its effectiveness according to the requirements of this standard. The organisation should:

- Determine the stage processes for the quality management and application system through the organisation.
- Determine the sequence and interaction of these processes.
- Determine the criteria and methods necessary to ensure that the operation and control of these processes

are effective.

- To make sure of the availability of resources and information necessary to support the operation and the monitoring of these processes.
- To monitor, to measure (if applicable), and to analyse these processes.
- To implement the actions necessary to achieve the results planned and the continuous improvement of these processes.

**Communication requirements:**

- Documented statements of the quality policy of quality objectives.
- A quality handbook. The basic objective of the handbook is to describe the way in which the work is carried out and to put it in record.
- Documented procedures, in which the way to manage processes is explained. Work instructions describe how some activities are carried out in detail.
- Records required, which give objective evidence showing that some things have been made.

**Management responsibility, which has six parts:**

- Management commitment. The management should give evidence of its commitment to the development and implementation of the quality management system, as well as the continuous improvement of its effectiveness: by communicating to the organisation the importance of meeting the user's requirements and legal and regulatory requirements; by establishing the quality policy; by guaranteeing that the quality objectives are established; and by revising and guaranteeing the quality of resources.
- Customer focus. The management should be sure that users' requirements are fulfilled, as well as the purpose of increasing their satisfaction.
- Quality policy. It should be appropriate for the purpose of the organisation by including the fulfilment commitments of user's requirements and of the continuous improvement of the effectiveness. A reference framework is provided to establish and to revise the objectives of quality.
- Planning. Two aspects are included. On the one hand, the management should be sure that the appropriate functions and levels in the organisation are established within the objectives to fulfil its purposes. On the other hand, management should be responsible for planning the actions and the activities required to achieve the purposes established.
- Responsibility, authority, and communication. The management should constitute the responsibilities and authorities within the organisation, as well as define and communicate them to all members. A management representative will be appointed, and some of the functions are to make sure that the processes required for the system are established, implemented, and maintained, as well as to propose the management of any improvement requirement.
- Management review. The management review the quality management system according to planned intervals (generally each year), the convenience, adaptation, and effectiveness by assessing the improvement opportunities and the need for making the changes required for certification.

**Resource management, which is divided into four parts:**

- Provision of resources. The organisation should determine and provide the resources required to implement and maintain the quality system.
- Human resources. The staff should have the abilities and the competence required by receiving the



appropriate training and being it reflected in working profiles.

- Infrastructure: The organisation should determine, provide, and maintain the infrastructure required to achieve the consent with requirements.
- Work environment: The organisation manages the work environment to achieve the consent with requirements.

**Service realisation, which is divided into six sections:**

- Planning of the service realisation. The appropriate planning of the processes required for the service realisation will be designed.
- Processes related to the user. The organisation should determine the requirements specified by the user and those not established, legal and regulatory requirements applicable to the service, and any other additional requirement which the organisation consider necessary.
- Design and development. The organisation should plan the design and development of its services.
- Purchasing. The standard is responsible for introducing requirements to be applied to suppliers, as well as verifying the information and the services acquired.
- Production and service provision. It includes all the activities corresponding to the operations related to the direct service provision: availability of information and of working instructions, validations of the use of the method, procedures established, etc.
- Control of monitoring and measuring equipment. The organisation should control and establish the measure and monitoring carried out to consent that the service fulfils the requirements established.

**Measurement, analysis, and improvement. It has five parts:**

- General. The operation implements the process of monitoring, measure, analysis, and improvements required to show the consent of the service.
- Monitoring and measurement. It includes through an established system the user's satisfaction. Also, internal audits are carried out to verify if the quality management system is fulfilled.
- Control of nonconforming product. The organisation should control those situations in which the service is not provided under the conditions established.
- Analysis of data. The organisation must analyse data of the user's satisfaction, of the consent of the service with the requirements established, of the characteristics and trends of the processes and services (including the opportunities to launch preventive actions), and of suppliers.
- Improvement. The organisation should be continuously improved by the tools indicated by the standard: the quality policy, the quality objectives, the results of audits, the analysis of data, the corrective and preventive actions, and the management review. Corrective actions are aimed at correcting actions of the organisation. Preventive actions, however, provide solutions to avoid mistakes in the future.

To conclude, the ISO standard implies to improve the management by including the user's opinion in the management. The specificities of the context in which works are developed should be considered to work in quality management. The agents involved in the implementation of the quality of a facility refer to the three scopes coexisting in their management: political scope, technical scope, and user/public (citizen). The first one should boost and defence quality as systems to be closer to their needs; the second one should look after the correct implementation of the system; and the third one should have open and gradual participation channels as quality management is developing in the organisation. All of them should intervene in quality management of the facility from various functionalities and in different stages. The important aspect is to understand that the improvements

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implied by quality management benefit both workers, who will understand better the way to bring them closer to users/publics' needs, and users/publics themselves, who should see an improvement of the services provided by the facility

**Service charter:** It is a document which executes what users expect from the services provided by the facility. It guarantees the full effectiveness of rights and the improvement of the provisions they received. It implies the development of information and transparency practices in which the consultation to the user is usual and useful to clarify objectives and to establish quality standards. Its monitoring requires a system of indicators defined in the making process which act as a management support of the commitments of the charter and allow to measure its fulfilment. The objectives are as follows:

- To ensure the exercise of users' rights.
- To state quality commitments for users.
- To establish users' expectations and demands.
- To stimulate improvement initiatives.

Regarding the basic content, it should include:

- Catalogue and brief description of the provisions offered.
- Information about schedules, prices, requirements, etc.
- Mechanisms of communication with users.
- Ways of participating.
- Measurable quality commitments regarding terms, accessibility, etc.
- An adopted measurement access, frequency, and media in which results would be published.

**Catalogue of formalities, procedures, and functions:** They are inventories of the activity in a certain facility where their procedures, formalities, and managements are included. They are usually public to inform users about their offer.

**Service guides:** They are appropriate for organisations which want to provide the public with their service by giving them information on all the things possible to be done there. They are also useful to structure and to rationalise the service offer of the facility, which finds several improvement opportunities by making an inventory.

**Groups of process analysis:** It is constituted by the staff of the organisation —with external or internal methodological support— to act on daily processes and problems, particularly on those whose technical complexity does not require specialist technicians. They are usually open, voluntary, and promoted by the management. They are useful to involve, in an organised way, the staff of facilities in activities of continuous improvement.

**Systematic surveys on quality and citizen's satisfaction:** They are useful to know the needs and expectations of the users of facilities, as well as their degree of satisfaction. The survey should be periodically conducted and include standard questions, thus comparing it with the results of previous years. The results are presented to the committee which promotes quality. Also, the competition of professionals in the field of social research is advisable, as well as the involvement of the management team of the facility to disseminate and then to incorporate improvement actions.

**System to receive complaints and suggestions:** Valuable information is received as well as its adequate management and resolution. It implies the input channels of complaints and suggestions, the processing, their use,

and the procedure of resolution and closing. It is useful to directly obtain information from citizens to improve the quality offered by the adequate management of information. Apart from forms and complaint forms, which should be presented and localised in facilities, it is more and more necessary the use of computer systems and even to make them orally. The facility itself should respond in a reasonable term. The periodic use of the information provided by users should be included in the processes of promotion, use of the space, design of activities or maintenance of installations.

### **System of process management indicators**

An indicator shows the evolution of a certain variable of interest for the management over time. They are generally represented in a graph, and the information produced is used in management. They are useful to control the evolution of the critical parameters of the activity. An indicator is a measure related to a described activity. Indicators have two main functions: descriptive (gives information on a certain situation or fact) and evaluative (shows the effects raised by a performance). An indicator should have the following qualities to be functional:

- **Validity:** the indicator should be adapted to the activity or result which is not ambiguous.
- **Objectivity:** data collection, their treatment, and their calculation are not ambiguous.
- **Univocal:** the indicator does not lead to wrong interpretations.
- **Sensitivity:** the measure of the indicator is accurate to identify small variations.
- **Accuracy:** the margin of error of the indicator is acceptable.
- **Loyalty:** the qualities of the indicator are maintained in time and space; the chronological comparison and between different territories is possible.
- **Accessibility:** obtaining the indicator has an acceptable cost and it is easy to calculate and to interpret.

The combination of all these concepts allows us to assess the activity of a facility, but the dichotomy quantity-quality should be overcome in the process. A mixed and complex system combining elements of both visions allows the simple statistical data collection to be overcome without unprovable abstraction.

### **Motivation, training, and involvement of staff.**

A set of techniques of human resources to develop the capacities of the organisation. It is useful to improve the performance, the training, and the motivation of the organisation's workers. They are appropriate in facilities which require developing their human team or those requiring to improve the working environment.

### **Interchange of good practices; comparison with other facilities to analyse provisions.**

It is useful to learn the best practices, to reduce the risk of errors, and to take advantage of the experience of other facilities which previously dealt with certain problems.

### **Simplification of procedures and development of the Internet proceedings.**

Through teamwork, it is the study of provision processes to identify improvement opportunities. It is useful to improve the effectiveness of processes and of the organisation, to reduce the load of customer service by the online proceeding, and to optimise the use of resources.

To conduct any quality management by using the chosen methodology, a series **of key factors which directly or indirectly influence the result and the continuous improvement should be considered**. These factors are mainly as follows:

- Leadership and commitment of managerial levels.
- The implementation of actions which allow the change produced by the implementation of new methods to be managed. Communication channels should be implemented, and the teamwork should be strengthened to ensure the change.
- The participation of all the staff of the facility is essential.
- It is very important to obtain tangible results to put evidences of the objectives achieved by implementing tools, methodologies, models or quality management systems.

To manage in quality means the choice of one or several standards, models, systems or tools which allows the facility to focus its management on users or publics' satisfactions by knowing their needs and expectations, as well as the design of provisions or activities according to what they expect. A very important issue should be mentioned: the intervention of users or publics (individually or collectively) in the process of quality management. The participation of users or publics should be possible and necessary, although it should take place in a general way.

The implementation of various standards, models, and quality systems requires management teams knowing and explaining the respective methodologies to incorporate with certain guarantees the user or the public in the definition and in the implementation of the model. **In this regard, four stages related to the degree of organisational maturity of the facility could be established:**

- Initial stage: Quality works are here very incipient, and how the applicability will evolve, as well as the model to be implemented, is unknown. Before including the user, the facility should develop basic improvement plans with a double objective: on the one hand, to give guarantees in the choice and implementation of the model, standard or system; on the other hand, to ensure the success of user participation.
- Second stage: The user is not still included in the quality works of the organisation, but the facility is starting to define and to develop their working process based on their needs.
- Third stage: The facility has already made a quality handbook, and has defined, specified, and implemented all working processes. Users are in the axis of the organisation, and they could therefore be included in the several levels of the design and application of standards, systems or quality management models.
- Final stage: The operation and development of quality works and of the participation of users of the facility are full. Users are in the centre of the vision, the objective, and the values of the facility, and their figure is part of its management.

## Publics/users management

Making a management plan of publics/users is a planning instrument arising from an analysis of the organisation by identifying its purpose, lines of activity, objectives, priorities, and programming. It analyses the available data on current publics/users, classifies them and defines the geodemographic profiles, frequency, and interests of each segment. The study of the organisation will show if it is focused on services/activities (supply) or in publics/users (demand); those responsible for the organisation will decide the role of publics/users and, therefore, the most appropriate strategies for their management.

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### ***Establishing a basic categorisation of publics/users according to their development potential.***

Adults and those in development process (children and teenagers) should be differentiated. Adults decide whether participate or not in cultural practices according to their values and interests. Children and teenagers depend on their familiar structure and of the educational system. As their training is in process, they are very receptive to the experiences configuring their likes and values, so the treatment should be different and be considered as a strategic priority.

Three categories of adult publics/users could be established:

- Assistant or active publics/users: They participate in several cultural practices by distinguishing two levels: occasional, which are generally reactive as they act as a response to stimulus such as the publicity or recommendations; and regular, which are divided in turn into three levels according to their involvement degree: involved, co-workers, and receptive (correspond to intense, medium or low frequencies).
- Publics/users with a latent demand: Those who do not participate due to several barriers and resistances.
- Publics/users with non-existent demand.

### ***Strategies to manage publics***

Considering the previous categorisation, five general strategies could be determined:

- To diversify, to increase, and to regularise the practices of active publics/users. It is necessary to establish a direct and bidirectional relationship in an individual way, thus knowing better habits, interests, and preferences to provide appropriate offers. As the relationship advances, proposals will be perceived coinciding with their patterns of habits, thus increasing confidence. So, it could be possible to offer some practices beyond their recognised likes and to accept the risk to increase their preferences, thus originating more opportunities. Some other strategies could also be applied, such as the setting up of a club (friends of the museum, theatre viewer's associations, etc.) or a system of season tickets. These clauses are managed through personalised information channels and advertising campaigns which are useful to increase the social value of the clauses, to increase the frequency of cultural practices, and to create habits in many cases.
- To manage a community of publics/users involved. Regularity tends to establish confidence links which, in some cases, reach a high level of involvement. They are committed in the medium and long term and are willing to provide their personal assets (contacts, time, money, etc.). This is the result of an empowerment process. If circumstances are appropriate, they could constitute a cultural association to operate as a legal entity. The publics/users involved participate in the decision-making concerning activities, support the dissemination, are proactive in their social relationships, and constitute an important asset to attract new publics (their communicative channel is mouth-to-mouth). They must differentiate from the so-called loyal publics/users, whose "captivity" is determined by a very different process.

To attract new publics from the latent demand. All cultural policies focused on the increase of cultural consumption start from the idea that there is a latent demand which should be activated to favour the egalitarian access to consumption and to participation. A varied latent demand, from people who have no cultural consumption to those with different levels of consumption; this would be greater if its access is easier. **The barriers or difficulties to access are generally as follows:**

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- Educational. All surveys on cultural habits and consumption show that the educational level is a basic interpretative key of the level of cultural access and practice: the lower the level of study, the lower cultural consumption.
- Geography. The distance in time or space between the places where people live and the spaces where most cultural offer takes place.
- Economic. People attitudes at a certain level determines the possibility to access to cultural proposals.
- Life cycle, interests, and capacity to access vary in the various vital stages. Age is a variable which explains the access level to cultural consumption in most studies, but the variable life cycle is more decisive.
- Physical and/or sensory. People with reduced mobility or sensory problems have greater difficulties to access in the case that the offer is not specifically adapted to their circumstances.
- Psychological. Self-exclusion is one of the reasons why many people do not get closer to culture.
- Social environment. Belonging to a certain social environment could encourage or not cultural consumption.
- Prestige. Some theories state than the loss of prestige of cultural consumption in the collective imaginary is an access barrier. It is true that the high cultural consumption level has been related to a social mobility factor for a while. In fact, there are policies based on this prestige and on the fact of feeling as a part of a certain group: that consuming culture.
- Informative. The access to information is essential to know the existing cultural offer and to be able to access to it. Both the access to this information and the capacity of selecting are very important.
- Temporary. The so-called inequality of time related to the total workload (paid or not) leads to inequalities in the capacity of accessing to culture.

The objectives of strategies to attract latent publics/users are that people with difficulties to access to cultural practices could reach them by establishing response measures from the demand, and they should also be considered in the plan to manage publics/users.

- To invest in children and teenagers' training. They are dependent publics/users as they do not take decisions alone or need authorisation or financing to take decisions. Regarding children and teenagers, there are three cultural practices: families, schools, and social organisations. The first one is the most determinant as they allow these behaviours to be familiarised as typical of the social group by imitating referent adults. The second one facilitates their universal access by avoiding that their original social environment is an exclusion factor. Their learning practices within an educational system makes them possible to be planned and evaluated. A part is conducted in the educational centre in the form of workshops and other activities; another part consists of the participation in cultural practices outside schools. The third one also provides opportunities in the training of values, likes, and preferences.
- Creating interest in groups with non-existent demand. The objectives of strategies to create new publics/users is to create interest to specify cultural practices in people with non-existent demand, as well as to facilitate the training of their likes and preferences. The interest is the result of positive experiences: the first objective is to achieve that they have a first positive experience, and the second objective is their desire to have new experiences, which progressively turn into interest.

To achieve the first experience, two formulas could be used: on the one hand, to encourage the publics involved to take disseminating and collaborating functions as tutors. On the other hand, to design and promote advertising campaigns in mass media and social networks.

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### 3. Use plans of a cultural facility

It is a useful tool to specifically study a cultural facility (in two aspects: new or remodelled) and to find its lacks and advantages to establish a series of short-, mid- and long-term proposals. Its aim is to improve the use, the programming, and the strategic position in the general context of facilities and performances of the territory.

The working process to make the proposal of the use plan includes:

**Compilation of documentation.** This compilation includes different aspects related to:

- Delimitation of the territory: geographic situation as well as demographic, social and economic indicators.
- Description of the culture of the territory: associative entities, cultural agenda, resources, etc.
- Description of cultural facilities: location, characteristics, technical equipment, way of management, etc.
- Description of the management team of the various facilities and their functions.
- Knowing if there are previous studies.

**Comparative analysis.** To facilitate the analysis and the valuation of the data obtained, they are compared with other territories with similar levels.

**Interviews and technical visits.** Several representative cultural entities of the set of the associative fabric are interviewed. There is a script to obtain as much information as possible on issues related to not only facilities but to the general policy of the territory, among others. It is also important to arrange a meeting with technicians and politicians in charge. Finally, the existing facilities are visited to analyse their location, equipment, uses, etc.

**Writing the document.** The Use Plan is made by using the data and information obtained. The plan is divided into five sections:

- Sociodemographic diagnosis.
- Analysis of the cultural resources of the territory.
- Characteristics of the facility.
- Conceptual definition and use plan.
- Use regulation.

### Sociodemographic diagnosis

It includes detailed information on the urban situation and configuration of the territory. Data on the demographic, social and cultural structure: evolution of the population divided by ages and educational levels. Economic and productive structure: the economic activity and its relationship with the population, occupancy distribution by sectors, unemployment rate.

### Analysis of the cultural resources of the territory

This section transversely analyses the cultural policy and the existing cultural offer. A global vision of the cultural situation is provided by studying the cultural activity, the programming, and cultural agents to value how they

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influence. The aim is to diagnose the main characteristics of cultural life and to establish an appropriate basis to make the next sections. The structure of this section is therefore divided into the following elements:

### ***Public sector***

The aim is to know the internal organisation of the administration responsible for the facility and their political-technical organisation chart. It is also necessary to know if there is a strategic document including the objectives and the organisation of the culture area. General budgets, and especially those belonging to culture, are examined: their evolution and distribution by items, as well as the percentage distribution in relation to the whole and comparison of the part in culture by inhabitant; the financing of investments corresponding to the culture area should also be examined. Regarding human resources, the relationship between the assigned staff and the functional organisation chart should be detailed.

### ***Map of cultural entities***

One of the key indicators of the cultural usefulness of a territory is the study of its social fabric. To make it, it is essential to generally record associations and to consider those which are cultural. Cultural associations are classified from two variables: on the one hand, the activity sectors in which they develop (heritage, performing arts, music, folklore, visual arts, literature, etc.) and, on the other hand, the publics at which they aimed (youth, children, adults, the elderly or intergenerational). Then, to know their activity (regular or sporadic), programming, number of members, and those present in the event (if they participate in administrative bodies for this purpose, if they network, and how important they are in the cultural life of the territory).

### ***Cultural programming***

This section aims at providing a global vision of the cultural offer. It is not an exhaustive exposition; it just includes the main activities and their characteristics. For this purpose, the reports of activities, advertising leaflets, and the cultural agenda are used as sources. After recording the activities, an informative basis is made to classify them according to their scopes, events, months in which they are performed, and the spaces used. It would be very interesting to have information on consumption habits and cultural practices. In culture, one of the main difficulties is to obtain such statistical data. To overcome this aspect, existing documentation on broader research studies (geographically speaking) should be used, so that an extrapolation is possible. To a certain extent, some data could be available to be quantified, such as those from libraries, museums, theatres, exhibitions, conferences, among others, which could provide very valuable and detailed knowledge if they are duly used.

### ***Cultural facilities***

Firstly, knowing if there is a master plan related to facilities (It is an instrument to reorganise cultural facilities by analysing their lacks and advantages and, if necessary, to design new facilities. It is a technical document which describes the cultural reality of a territory and establishes a series of reflections and guidelines to guide medium- and long-term actions).

If not, an inventory is made including the existing facilities considering their typologies, equipment, resources, organisation, and management, as well as the different activities and programmings. It is also advisable to assess them by using a simple system of indicators, thus obtaining information on the possible deficits, disparities,

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malfunctions, etc. Private facilities and those related to the associative fabric should also be included.

## Characteristics of the facility.

Whether it is a restructuring, an extension or a new building, the following stages should be considered:

### **Location**

After the decision-making, the administration responsible for the facility should verify that the facility is appropriate for the urban planning of the last general urban development plan. The decision implies to consider the opinions of technicians, social agent and, if any, of other administrations which take part with economic or advice contributions. The location of the facility is placed over the map of the city and especially the area in which services will be provided (neighbourhood, district, etc.). It is necessary to stand out the availability related to the visibility of communications for access to it and to help that centrality to be achieved.

### **Architectural project**

Two procedures are considered in this stage: on the one hand, making the report and technical and administrative lists; the administration is responsible for this function. On the other hand, writing the project, which is the function of the awarded technical team or of the administration's technical services.

The lists of administrative and technical conditions constitute the guidelines for the professional to make a project of a facility according to the needs and the model of the administration. In this regard, guiding documents should be included, such as the *guía de estándares de equipamientos culturales* [guidelines of standards for cultural facilities] of the Federation of Municipalities and Provinces (Spanish initials: FEMP) or other similar documents. Laws and standards are included. The list is the document through which the process of construction, extension or restructuring of the facility will be controlled. For this reason, it is essential that the committee of monitoring and its functions are clearly included.

### **Construction of the facility**

After finishing the procurement process, the monitoring committee will be the spokesperson with the work management and the construction company. The committee will watch over the fulfilment of terms and will specify certifications. Approaching the end of the work, essential documents are prepared for its opening and operation as standards indicate, such as: the security and evacuation plan, warranties and maintenance, and the installation maintenance plan. The procedure to obtain the first occupancy license and the activity license is started after having the certification of completion. The warranty period is started: the period in which the construction company is responsible for errors and deficiencies in the building.

The work of the monitoring committee is very important in the whole process. Its main function is controlling during the time of the process. The committee should be the body legitimised by the respective administration, which will accept its composition and functions:

- Political and technical plans are considered in their composition.
- The technicians involved in the committee are: the person responsible for culture services, the person

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- responsible for construction services, and the person responsible for managing the facility.
- If the administration chooses a participatory model, the participation of sociocultural agents in the committee should be articulated.
  - The main tasks of the monitoring committee are: to establish the calendar of the project, as well as to control mechanisms and their calendar.
  - It is important that the committee is capable to validate or to give works its approval. The objective is that the committee controls works at their different stages. Also, it should have the capacity that its suggestions are mandatory.
  - Once the construction is given, the committee will continue to be in force during the warranty period. One of its last functions will be the inspection of the building and the verification of qualities and of the construction according to the project.
  - A fundamental function of the committee is intending the consistency between the management model, the use plan, and the building under construction.

## Use plan

To know previously the type of facility, its conceptual definition, is required. It could be a library, a multipurpose cultural centre or a stage space. Depending of the choice, the use plan will be determined by objectives and guidelines.

Anyway, the making process is the same:

### ***Conceptual framework of facilities***

Aside from its definition, its functions, characteristics, objectives, lines of activities, and services are established.

### ***Overall use forecast***

According to the lines of activities and the services of the facility, of the cultural practices of the territory, and considering the balance between the offer itself and the uses of third parties or entities, companies, and particular property developers, a chart including the forecasts of activities for the time considered appropriate is established. The chart is made by considering several activity categories:

- Firstly, the activity developed by the facility is different from that developed by third parties under facility provision.
- In the activity itself, the professional programming of shows, of training activities, of dissemination, and of other non-cultural activities and provisions should be distinguished.
- Within the professional programming of shows, those related to tickets or those related to the cachet should be differentiated as both categories require different budgetary resources. Formats with different prices should also be differentiated.
- Among the activities of third parties, the activities available for all interested people (paying or not) are differentiated from internal activities for members only.
- Meetings are considered as an occupation of the place as they are a transversal activity which initially could be consider predominant.

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### ***Conceptual map of spaces***

Spaces should be appropriate to develop the functions of the facility. Before making a functional distribution of the available spaces, it is advisable to conceptualise the spatial philosophy arising from the objectives and lines of activities of the facility. Three basic categories could be delimited: spaces for activities, spaces for the logistics and services, and spaces for management. Each is in turn subdivided according to the number and function estimated.

Some aspects on this matter should be considered: to facilitate the daily performance, the management, and the security, it is advisable to have only one main access for all users through a general hall which allows a fluid distribution. It is also necessary to have a comfortable and adapted access to warehouses and technical dependences. It is advisable, if any, that the exhibition hall and management and administration offices are placed near to the general hall. If stage spaces or multipurpose rooms are required, the number and dimensions of technical accesses and escape routes should be appropriate. The dependences to be provided to entities and those for training should be grouped in the same space.

### ***Functional distribution of spaces***

In accordance with the conceptual map, a functional chart of the spaces of the facility is made by indicating the following elements:

- Building floor (ground floor, first floor, etc.) in which it is placed.
- Dependence designation (hall, room, etc.).
- The surface area.
- The capacity of each dependence.
- The basic function (office, classroom-workshop, dressing-room, etc.).
- The scope to which it belongs, that is, in which of the three basic categories previously mentioned is enrolled (space for activities).

All this information is annexed with the plans of each floor duly described.

## **Use regulation**

It is aimed to establish the performance and the uses of cultural facilities. It includes the regulatory standards which are mandatory for any individual, entity or group who wants to use any space. The following aspects are included:

### ***Purpose, nature, and scope***

Its aim is to regulate use conditions and to provide the spaces reburied to develop cultural activities and others in which the public is interested, as well as to favour the participation in those community affairs promoting the dissemination of values and the associative coexistence. Regarding their legal nature, they are available for all citizenship and are considered public goods. The scope logically encompasses the facility itself.

### ***Organisation, use of spaces***

It is organised as its regulation established. The facility is determined by the building, its technical equipment, and human resources. The activities developed should have a cultural objective which is interesting for the public, and

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the public price in force should be applied in each case. Technical material or equipment required, but not provided by the facility, should be available. The administration could exercise at any time its authorities of protection and inspection by adopting the estimated decisions. Users, entities, groups, firms, institutions, and individuals could apply for the use of spaces constituting the facility.

The assignment of temporary spaces will be determined in order of preference: organised events and cultural entities. Events organised by cultural associations or entities. Collective activities: activities organised by individual citizens, non-profit association events, and firm events. The spaces for exhibitions could be assigned to people or entities if they are free. However, the uses will be ruled by the ordinances regulating rates.

There is a procedure to apply for spaces: the presentation of the model within the terms established. Authorisations are considered for the exclusive goal of carrying out the activity planned and during the time established. The administration keeps its revocation of the authorisation and could refuse it if the activity could disturb to other users. All of this based on what is established by the law on administrative procedure in force; refusals should be duly justified.

### ***Users' rights and duties***

Any user or entity has the following rights: to use various spaces making up the facility; that common spaces and the dependences of the building are under optimal conditions in terms of healthiness and hygiene; and that the assigned spaces are under the conditions established in the authorisation. The facility should have a book for complaints and suggestions.

Regarding duties, users and entities must respect opening and close hours, and those indicated under the same conditions before being used; they must respect the capacity of the assigned space. When a technical equipment for an event or to carry out an activity is required, it should be previously communicated. They must follow the instructions of the staff of the facility and to observe behaviour guidelines for a comfortable coexistence with the other users.

As for organisers of activities, their duties are: to pay the rates established, to use the assigned space for the goals of the activity, to subscribe the mandatory liability insurance policy, to be responsible for the possible damage caused by the activity (either by the behaviour of those present in facilities or third parties), to not carry out activities which could imply any type of risk for people or the facility itself, to not manipulate technical equipment without authorisation (such equipment should be given back under the same conditions). In general, they must comply with the rules in force in relation to fiscal, working, social security and labour risk prevention matters, as well as with another sectorial application regulation, and guarantee that requirements are met. If the authorised entity hires another company (lighting, sound, assembly, etc.), its fulfilment of the regulation of labour risk prevention should be included in the application.

Other rules to consider are to not store objects or products capable of producing combustion or explosion. Also, smoking and alcoholic drinks are not allowed. Without prejudice of the sanctions regime which could be applicable, those responsible for the facility are authorised to expel those people not fulfilling the standards of use established by the regulation.

### ***Infringements and sanctions***

Not fulfilling the rules established by the regulation is an administrative infringement which could imply a sanction.

The penalising authority is exercised according to the legislation in force for this purpose. The procedure is carried out according to the regulation and by the authorised administrative bodies.

Principals, whether by action or omission, will be directly responsible for the infringements of the regulation; to declare the responsibility for the infringement and the respective sanction imposition will not avoid the obligation for damages.

Regarding the type of infringements and sanctions, they are classified as minor, serious, and very serious. Each category will be considered by establishing an order from minor to major failures and damage. Also, the same gradual criterion (from minor to major) will be used to penalise.

### ***Annexes in the regulation***

The regulation is annexed with application forms to be completed, informative material concerning schedules and the technical material available, and leaflets about the use protocol of the facility.

## **Financing plan**

A financing plan should be applied according to the new tendencies of financing culture. On the one hand, a public service, such a cultural facility, cannot reach the self-financing. Its activity has an existence value going beyond the benefit of people participating in the activities, and it is an important asset in the social dynamics and cohesion of the territory. For this purpose, it is understandable that public resources are allocated for their performance. On the other hand, it is also understandable to use management models which obtain more private resources from firms and individuals for the partial financing, either through specific uses of public facilities (exploitation incomes) or of patronage practices (traditional or micro-patronage). The financing model's aim is a balance between the capacity of obtaining exploitation incomes from the facility itself, subventions, and the contribution to the administration. Obtaining private resources, either by tickets, patronage or specific uses, requires an effective and regular commercial management.

## **For Reflection**

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- This reference framework of the sector of museums and arts centres was an event in the scope of management. Locates another which have been promoted later in other sectors.

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