

# A community festival model based on community economic development

Shin, Yongseok\*

## 지역발전과 지역축제: CED 개념을 중심으로

신 용 석

**요약** : 최근 관광분야에서 지역축제는 매우 빠른 성장을 보이고 있다. 지역의 이미지 개선, 외부 관광객 유치를 통한 지역경제발전 등의 기대효과와 함께 문화관광의 관심 등으로 그 성장 속도는 더 가속화되고 있다. 그러나 지역축제는 상업적 이벤트와 달리 공공성의 축제임에도 불구하고 연구의 관심이 대부분 경제적 효과에 쏠려 있는 실정이다. 지역축제는 지역사회의 경제적 발전 뿐 아니라 문화적 발전과 환경적 발전을 함께 아울러야 한다. 축제를 통해서 지역사회의 총체적 발전을 이끌어 내는 기제가 되어야 하며 그 발전과정은 지역사회의 참여를 보장하고 지역사회의 협력에 기초할 때만이 비로소 진정한 축제의 성공을 이루었다고 말할 수 있는 것이다. 이러한 문제의식을 바탕으로 본 논문에서는 최근 대안적 지역발전 이론으로 떠오르고 있는 커뮤니티 경제발전의 개념에 바탕한 지역축제 모델을 제시해 지역축제와 지역사회 발전의 대안적 접근에 대한 새로운 모색을 시도해보았다.

**주요어** : 지역축제, 커뮤니티경제발전, 커뮤니티 발전

**Abstract** : Although local festivals have been significant developments recently, the festival studies have not been developed well. Considering the public meaning of local festivals in host community, the biased research interests in economic effects of local festivals should be questioned. This paper argues that local festivals should be pursued in the context of holistic development, that is, not only for economic development, but also both cultural and environmental development. Festivals should be a catalyst which can bring out the holistic development of host community, and it should be based on the principle of community participation and collaboration for true success. From this perspective, the paper argues that the theory of community economic development(CED) can be a useful tool for planning and making local festivals, and suggests an exploratory community festival model based on CED.

**Key Words** : community festival, community economic development, community development

---

\* 한국문화관광정책연구원 관광정책연구실 책임연구원 (Research Fellow, Korea Culture & Tourism Policy Institute), freestrong@kctpi.re.kr

## 1. Introduction

Tourism has become one of the most significant forces for change today. It has also been advocated as a means to achieve economic growth and prosperity in many countries. One of tourism's newly emerging forms is a festival as a tourist attraction.

With the growth in festivals, much academic research has been done in this field from several perspectives because of concerns relating to tourism. However, in spite of the growing interest in festival studies, most research has had a limited focus on selected issues such as economic impacts and cultural influences. The economic effects generated by festivals are far more favored as a research theme than are other effects, and they tend to be exaggerated (Hall, 1992).

Likewise, dealing with cultural topics, the existing research has been restricted to particular topics such as commodification and authenticity. Furthermore, unlike the growing interests in community participation and stakeholders in other tourism studies, it is hard to find examples related to these topics in festival research.

As Getz (1991) pointed out, festivals have various roles in the host community. In addition to the function as tourist products that attract visitors to the region, and that of encouraging economic activities, festivals

have multiple meanings to the community, such as fostering community identity, pride, and public leisure. Festivals can also provide opportunities for community participation through volunteering and joining in planning festivals. Therefore, it is argued that the real success of a festival is achieved through balancing different goals and expectations from various stakeholders, and their participation (Frisby & Getz, 1989). Then, stakeholders who are involved in festivals may have different goals, which relate to broader political, cultural and social objectives, and are not limited to only economic issues. In this case, community participation is an important subject to be explored in relation to this research theme, because a community festival can not last without the support from the host community, and community participation is a crucial factor sustaining community festivals in the long term. Through this process, the ultimate goal of community festivals should be holistic development of the host community, including economic, social and cultural aspects. In other words, "community economic development", rather than only economic development of the community, should be sought through community festivals. Therefore, in this research, the author tries to develop a community festival model based on the concept of community economic

development(CED)<sup>1)</sup> which can be a guide for the true success of a community festival.

Document method based on an qualitative approach will be used as the research methodology.

## 2. Defining community economic development (CED)

Community economic development is relatively a new concept in social sciences, so it would be useful to compare community development(CD) with community economic development (CED) for better understanding before examining the definitions of CED in detail.

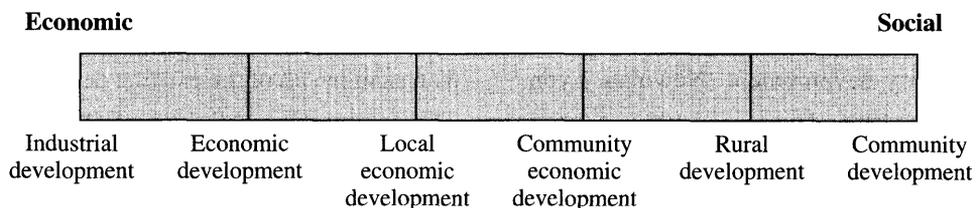
As the definitions of the two concepts are not fixed and the terms are used in many different ways, it is difficult to make a clear distinction between CD and CED.

Sometimes it is even considered that the two concepts can be used

interchangeably(Dufault, 1994). For example, Brophy & Shabecoff (2001) stated in their glossary that community development is sometimes called community economic development.

However, it seems to be a prevalent notion that community development has a stronger social or community needs focus while community economic development has a more specific economic focus although they have many overlapping elements (See Figure 1).

Because the economic factor is stressed in CED, Reid (2003) criticized that the practice of community economic development when attention is confined its to economic issues only. He argued: "...Despite the claims of practitioners of community economic development that their practice is true to the principles of the community development process, their perspective severely limits the definition of the community problems to be addressed. This move from community



< Figure 1 > Development spectrum

source : Dufault, 1994.

1) CED is an acronym for Community Economic Development.

development, which encourages the community to define problems in whatever form it thinks best, to CED and a narrow focus on the economic perspective alone can be attributed to a number of factors..." (Reid, 2003, p.94). Reid defines community development, adapting the ideas of Rothman (1979, in Fuller and Reid: 1998), as follows : Community development is broadly defined as a process for empowerment and transformation. The focus on community development is to identify and resolve problems of a social, physical, or political nature that exist in a community in such a way that these conditions are changed or improved from the perspective of the community members. The goals of community development are self-help, community capacity building, and integration (Reid, 2003, p.90). Despite Reid's critique, however, there are many supporting arguments that community economic development is not solely a product-oriented or economic focused development concept, but it is a process-oriented and an integrated approach to community development (Newman, Lyon, & Philip, 1986; Dykeman, 1987; Norton, 1993; Lockhart, 1994; Nozick, 1994; Swack & Mason, 1994; Simon, 2001; Telmali, 2002). It is true that economic development is given considerable weight in CED, but it does not mean necessarily that other

elements including social and cultural attributes are neglected. Clarke (1981; in Douglas, 1987, p.19) pointed out clearly in his statement that: "...Community economic development is essentially integrative in its approach... . It attempts to integrate economic and social development or at least does not conflict with social goals. It is also holistic in attempting to make best use of all the human and physical resources of the community." Perry (1999, 21) also argued that: "CED integrates or merges social and economical goals in order to make a more powerful impact for community and revitalization." Therefore, it is more likely to consider CED as community practice or an alternative approach to community development rather than to see it as being limited to a business or economic development strategy.

There is a broad consensus that there is no one definition of CED, because it is not a self-evident term (Shragge, 1997).

Therefore, the author will try to understand the gist of CED by examining causes for and characteristics of CED in this research rather than examine all of the existing definitions.

Then, a working definition of CED for the research will be suggested. Regional and local economic development has a long history as a concept and as a focus for policy. There are several factors which recently have caused increased interests in

CED.

Firstly, economic disparities among regions persist and have become worse today. Traditional locally-based initiatives, such as job creation dependent on the private-sector or assistance from a high level of government, do not seem to be very effective for disadvantaged regions (Simon, 2001). As a result, the perception that local economic development policy attempts of the past being failures, has led many to look for alternatives. CED, as a possible mechanism for encouraging change in the economic performance of regions by improving performances in their communities, is thought to be one of these alternatives (O' Neill, 1994).

Secondly, certain changes in social and economic conditions today are requiring changes to the local economic development approach. As Friedmann (1992, p. 14) states, " the recent changes in the organization of capitalism - its global reach, its revolutionary innovations, its centralization in giant corporations and financial institutions -- have resulted in the exclusion of vast numbers of the world' s poor from effective economic and political participation." Thus, the global forces of the economy have had serious consequences for local community life. In addition to the new global economy, information technology, changing demographics, and devolution are

also suggested as the new environment for community economic development (Henton, Melville, & Walsh, 1997). Consequently, these complex global forces have put communities in a very competitive environment and have required them to change for survival.

Thirdly, in association with the second factor , interests in CED have developed with attention being paid to sustainable community development. Nozick (1994, p.74) argues, "the starting and end point for CED is to develop vital, regenerative communities which can sustain themselves over time and which have the capacity to meet the needs of their present and future generations -- in other words, to build sustainable communities." She indicates that the loss of community today is the result of complex global forces that undermine and dismantle the structures of community and social relationships, and stresses that the restoration of a sustainable community is more important than putting the community in a global competition. Therefore, CED emphasizes that economic development should not be pursued at the expense of community. It should make sure that what it does is ecologically sustainable and is helpful to preserve community culture (Nutter & McKnight, 1994).

Because of these factors which have drawn attention to community economic

development, CED differs from traditional local development. Swack & Mason (1994) argue that CED emphasizes models of development that address issues of ownership and control of community resources, and that CED identifies an individual's well-being in terms of the collective identification of community needs and wants, while traditional models of economic development identify individual well-being in terms of corporate interests and measures of economic growth such as GNP and per capita income. However, this does not mean that CED entirely excludes classical economic theory, because all economic beliefs in CED should be seen as tools, helpful in the formulation of a life affirming and durable socio-economic order (Norton, 1993). Therefore, Fontan (1993) refers to CED as a "progressive" approach that stresses community empowerment and institution building, whereas the "liberal" approach emphasizes business and employment development. In terms of putting into practice the CED approach in real life, different methods must be pursued in different communities. Each community can utilize CED strategies in unique ways according to its situation. However, there seem to be certain common principles required to accomplish successful CED projects.

Firstly, CED needs to pursue economic

development, not only for economic growth.

Economic growth (as measured by a few primary economic indicators such as income, employment, and production) is distinguished from economic development, which includes economic growth but adds to it changes in the structure of the economy (ranging from adjustments in industry mix to adaptation of new technology) (O' Neill, 1994, p.61), but in a holistic way. Although economic well-being is still given a priority, integration of other elements, such as social, cultural and environmental well-being, into CED is very important for the success of CED (Broadhead, 1994; Nozick, 1994; O' Neill, 1994). This principle is connected with the idea of sustainable development, which recently has become an important issue in the approach to development. As the Brundtland Report (World Commission on Environmental and Development, 1987) envisioned, the integration of economical, social, cultural, physical, environmental and political objectives in development, is a major concept in sustainable development.

This concept encompasses an approach to CED that incorporates concern for meeting the needs of the community with non-exploitative economic development while at the same time, also ensuring ecological protection, environmental improvement, as well as protecting cultures and social organizations within the community

(Dykeman, 1990; Nozick, 1994).

Secondly, in the practices of CED, the process by which economic development is achieved is as important as the end result.

CED pursues economic development in ways that involve community people, especially disadvantaged or marginalized groups. Because what evolves will directly affect their lives, this segment of the community needs to be involved in planning, decision making, and control.

(Newman, Lyon & Philip, 1986; Nutter & McKnight, 1994). Thus, empowerment is a very central concept of CED, because it is a process that involves changing power relations between individuals, and among groups and social institutions within the community (Shrage, 1993).

Thirdly, collaboration is another important concept of CED. Revitalization of economically declining communities is achieved by collective efforts. CED differs from development projects led by the private or public sector alone, because it is based on collaboration at the local level among community organizations, public and private interests all together (Temali, 2002; Fontan, 1993; Ninacs, 1997). CED can be initiated and facilitated by leadership from all levels within the community, such as government, education, community organizations, and business (Henton, Melville & Walsh, 1997), but the evolving

form of Community economic development is characterized by community participation, cooperation and partnership-building in order to carry out effective CED projects (MacNeil, 1994). So CED aims to build bridges between the various institutional and organizational structures so that there is communication among them in their planning processes ensuring that they work towards the same goal in community development (Bryant, 1994).

Therefore, based on the examination of the key characteristics of CED, the working definition of CED in this dissertation may be suggested as follows: Community economic development (CED) is “a holistic progressive strategy that seeks to build a sustainable community by incorporating into economic development all essential elements, such as social, cultural, and environmental, and by encouraging the involvement of community members, ensures through collaboration that there will be empowerment for the community in the process of development.”

### **3. A Community festival in community economic development**

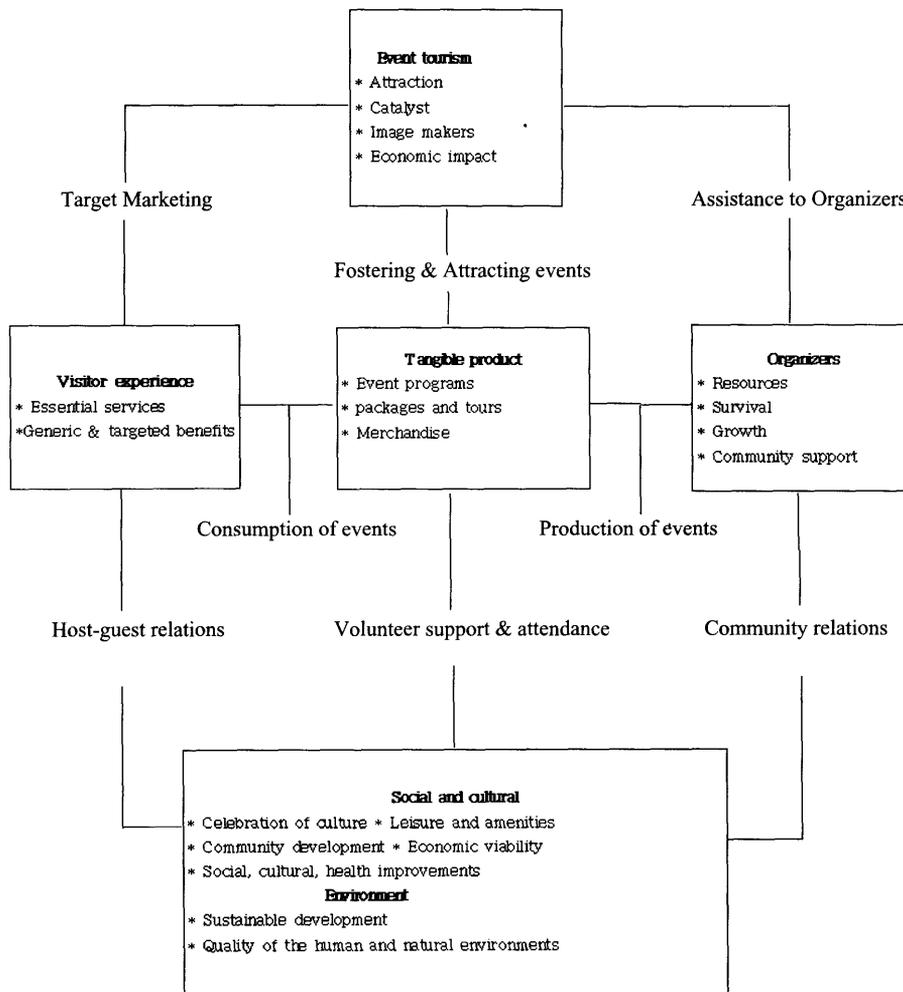
Getz (1991) argues that it is dangerous and counter-productive to concentrate on the

A community festival model based on community economic development

economic dimension to the exclusion of other perspectives on festivals. Festivals have other meanings and roles as well and, although these functions might seem to be unrelated to tourism in terms of economic interests, they are important considerations in any event tourism strategy. Based on this argument, he

proposes an integrated approach to perspectives on festivals (Figure 2).

Mayfield and Crompton (1995) identified various community reasons for staging festivals that show festivals are not just for economic growth. They assembled the reasons under eight headings:



< Figure 2 > Perspectives on festivals

Source : Getz, 1991, p.41.

recreation/socialization, culture/education, tourism, internal revenue generation, natural resources, agriculture, external revenue generation, and community pride/spirit.

Uysal, Gahan & Martin (1993) also suggested that the purposes and the impact of festivals and events are various as follows: to create a positive image of a place, to bring money into the local economy, to minimize negative impacts, to contribute to sustainable development, to foster better host/guest relations, and to help preserve sensitive natural or cultural environments. Therefore, community festivals should not focus undue attention on economic aspects, because the impacts of festivals on communities also could be physical, sociological, cultural, psychological, and political (Ritchie, 1993).

Based on this argument, an approach to community festivals in the context of community economic development may be appropriate. As explained earlier, CED is a process-oriented concept, and it is based on the collaboration of stakeholders through encouraging community participation. It aims to promote the holistic development of a sustainable community. Therefore, in the context of CED, seeking development through community festivals should encompass various aspects of festivals, not only economic aspect, but also cultural and environmental one. Above all, the process of

making festivals should encourage the involvement of community members, which is the most important element of CED.

Input from local people may not be a sophisticated version of professional advice pertaining to the implementation of strategies. On occasion, it even may appear to be a waste of time. But, the purpose of community participation is not to provide professional advice or state of the art technology. That is the role of professional planners and government officials after gathering opinions from the public. The purpose of community participation is to make the voice of the public heard, and to enable their ideas to be reflected in the decision-making process. Therefore, it is not desirable that a community festival is owned by only actor (stakeholder) and operated for a certain purpose only. It is argued that the ultimate purpose of a community festival should be aimed at holistic development of the community, which is compatible with the purpose of community economic development. This processes of development through community festival based on CED can be explained as follows.

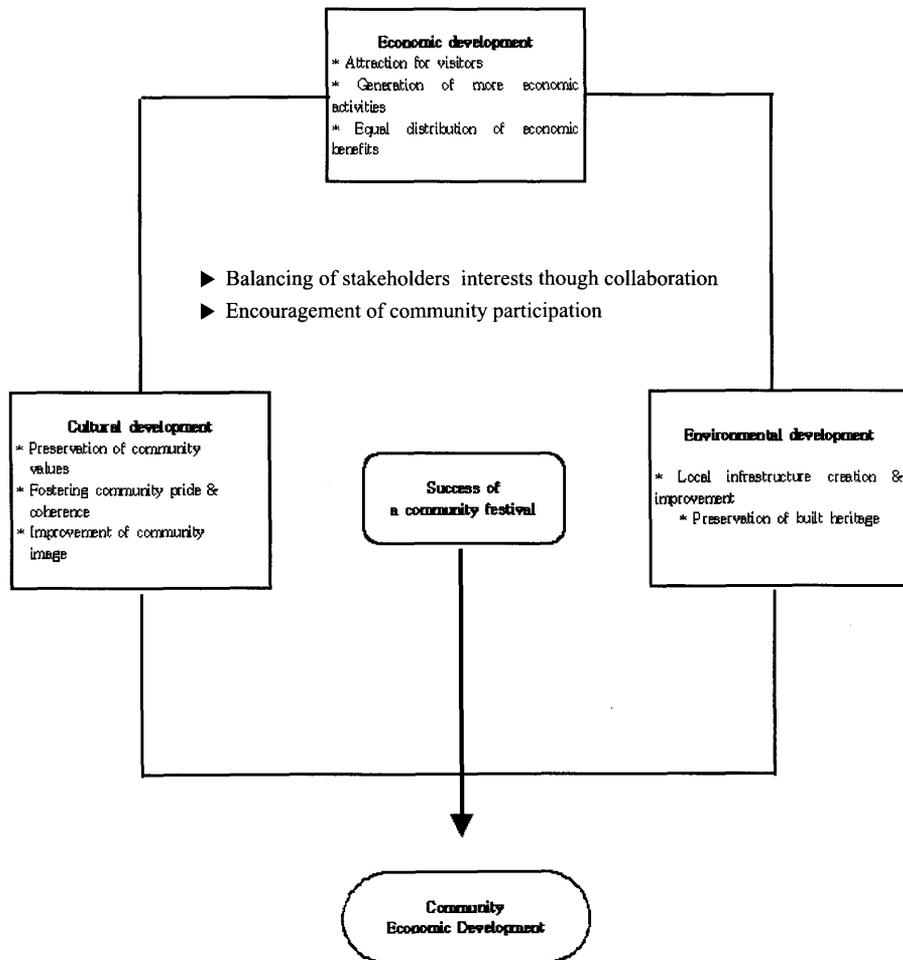
Firstly, economic development is thought to be important factor in a community festival model based on CED. Attracting visitors from outside of host community and generating more economic activities through producing a community festival, both of

A community festival model based on community economic development

them are important just as they are regarded in traditional production of community festivals. However, in CED, economic benefits from a festival should be equally distributed to community members, which has been neglected so far. Until now, most of concern has been given to making economic benefits from festivals, but the issue of distribution has not been discussed

enough. Each stakeholder deserves his/her share with earnings and right on decision-makings, because a community festival is produced with the public fund.

Secondly, cultural development means not only preservation of cultural heritage of host community, but expansion of cultural values in host community. Usually, issues on cultural dimension of festival studies have



< Figure 3 > A community festival model based on the concept of community economic development

focused on negative impacts of tourism development and preservation of heritage; however, there is no complete agreement on the argument that tourism is totally responsible for bringing bad cultural impacts (Getz, 1991). Even famous Greenwood's case study of cultural commodification of festival, the Alarde festival, was confuted (Young, 1988 in Wilson, 1993)<sup>2)</sup> Therefore, the interest should be placed on not unproductive dispute, but the practical method of cultural development of community through community festivals, such as improvement of community image and fostering community pride & coherence.

Finally, consideration should be given to physical/environmental development of community. Compared to cultural development method, this is similar in terms of active thinking. In other words, this dimension encompass improvement of local infrastructure or public space, such as public park or recreation complex, not to mention preservation of built heritage. Above all, it should be noted that all of these development dimension is based on two crucial concept of community economic development, that is, balance of stakeholder's interests through collaboration and encouragement of community

participation as explained earlier.

Therefore, a community festival model based on the concept of community economic development can be shown as Figure 3.

#### 4. Conclusion

Although a community festival is getting popular as development strategy, the careful consideration has not been given to the quality of development, but the one dimension of development, economic growth. Considering that there are various stakeholders are involved in a festival and a community festival is not a commercial event, this trend should be questioned. It is not desirable that a certain stakeholder's interest more favored than others' or a community festival is operated for a certain purpose such as economic growth only. The ultimate goal of a community festival ought to be aimed at holistic development of the community, which is compatible with the purpose of community economic development (CED). This research discussed the concept of CED, and the application of CED to a community festival, and suggested a community festival model

---

2) Young (1988) argued, after follow-up research on Greenwood's case study, that the Alarde festival fell into decline during Greenwood's visit, not because of the commodification by tourism, but because of local political conflict between local government and local residents.

based on CED. Since the research is exploratory and theoretical, further research on this topic should be followed.

### 참고문헌

- Brodhead, D., 1994, Community Economic Development practice in Canada, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 2-12.
- Brophy, P. & Shabecoff, A., 2001, *A guide to careers in community development*, Washington D.C.: Island Press.
- Bryant, C. R., 1994, The corporate and voluntary sectors as partners in community economic development, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 187-194.
- Dufault, B., 1994, *Coordination and collaboration: Key elements for successful community economic development*, Unpublished MA. thesis. University of Waterloo.
- Dykeman, F. W., 1990, *Entrepreneurial communities. Sackville: Rural and small towns research and studies program*, Mount Allison University.
- Fontan, J., 1993, Pointe St-Charles: Building a community voice, in Shragge, E. (eds), *Community economic development: In search of Empowerment*, Montreal: Black Rose Books.
- Friedmann, J., 1992, *Empowerment: The politics of alternative development*, Cambridge and Oxford: Blackwell.
- Frisby, W. & Getz, D., 1989, Festival management: A case study perspective, *Journal of Travel Research* 28(1), 7-11.
- Getz, D., 1991, *Festivals, special events, and tourism*, New York: Van Nostrand Reinhold.
- Hall, C. M., 1992, *Hallmark tourist events: Impacts, management and planning*, New York: Halsted Press.
- Henton, D., Melville, J. & Walsh, K., 1997, *Grassroots leaders for a new economy*, San Francisco: Jossey-Bass publishers.
- Lockhart, R. A., 1994, Socio-economic policy: the challenge of global trends, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 112-119.
- MacNeil, T., 1994, Governments as partners in community economic development. in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 178-186.
- Mayfield, T. L. & Crompton, J. H., 1995, Development of an instrument for identifying community reasons for staging a festival, *Journal of Travel Research*, winter, 37-44.
- Newman, L., Lyon, D., & Philip, W., 1986, *Community economic development: An approach for urban-based economies*, University of Winnipeg: Institute of urban studies.
- Norton, J., 1993, Women, economic ideology and the struggle to build alternatives, in Shragge, E. (eds), *Community economic development: In search of empowerment*, Montreal: Black Rose Books, 115-128.
- Nozick, M. L., 1994, An integrated development model for building sustainable communities in Canada, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON:

- Thompson Educational Publishing, Inc., 73-91.
- Nutter, R. & McKnight, M., 1994, Scope and characteristics of CED, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 92-98.
- O' Neill, T. J., 1994, Regional, local and community-based economic development, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 59-72.
- Perry, S., 1999, Some terminology and definitions in the field of community economic development, *Making Waves* 10(1), 20-23.
- Reid, D., 2003, *Tourism, globalization and development: Responsible tourism planning*, Sterling, VA: Pluto press.
- Rithchie, J. B. R., 1984, Assessing the impact of hallmark events: conceptual and research issues, *Journal of Travel Research* 23(1), 2-11.
- Shragge, E. (eds), 1993, *Community economic development: In search of Empowerment*. Montreal: Black Rose Books. 1st edition.
- Shragge, E. (eds), 1997, *Community economic development: In search of Empowerment*. Montreal: Black Rose Books. 2nd edition, 1-18.
- Simon, W. H., 2001, *The community economic development movement: Law, business, and the new social policy*, Durham and London: Duke university press.
- Swack, M. & Mason, D., 1994, Community economic development: an overview of the U.S. experience, in Galaway, B. & Hudson, J. (eds), *Community economic development: perspectives on research and policy*, ON: Thompson Educational Publishing, Inc., 13-21.
- Temali, M., 2002, *The community economic development handbook: Strategies and tools to revitalized your neighborhood*, St, Paul, MN: Amherst H. Wilder Foundation.
- Uysal, M., Gjahan, L., & Martin, B., 1993, An examination of event motivations: A case study, *Festival Management & Event Tourism* 1, 5-10.
- Wilson, D., 1993, Time and tides in the anthropology of tourism, in Hitchcock, M., King, V. T. & Parnwell, M. J. G. (eds), *Tourism in South-East Asia*, London: Routledge, 32-47.