



To: Communities and Neighbourhoods Scrutiny Board (4)

Date: 14 January 2015

Subject: UK City of Culture and European Capital of Culture

1 Purpose of the Note

This briefing note provides the background for a presentation and discussion at the meeting of the Communities and Neighbourhoods Scrutiny Board (4) on 14 January 2015 concerning the European Capital of Culture and UK City of Culture programmes and the current Department for Culture, Media and Sport (DCMS) 'UK City of Culture Consultation'.

2 Recommendations

It is recommended that the Communities and Neighbourhoods Scrutiny Board (4):

- (i) Review the application processes for the UK City of Culture and European Capital of Culture programmes;
- (ii) Review and consider the Department for Culture, Media and Sport (DCMS) 'UK City of Culture consultation document';
- (iii) Recommend to Cabinet Member (Community Development, Co-operatives and Social Enterprise) considerations for inclusion in a response from Coventry City Council to the DCMS UK City of Culture consultation.

3 Information/Background

3.1 The European Capitals of Culture (ECoC) programme was created in 1985 as an intergovernmental initiative and was initially titled 'European Cities of Culture'. In 1999 the initiative transformed into a European Union (EU) action and is now considered by many to be the flagship cultural initiative of the EU. Decision 445/2014/EU provides for two Member States to host a European Capital of Culture each year.

3.2 Glasgow was the first UK city to be awarded the ECoC title (for 1990) and was followed by Liverpool (2008). The next ECoC title that UK cities can apply for is 2023.

3.3 The UK City of Culture programme was developed by the UK Government to build on the successes that Liverpool enjoyed as European Capital of Culture 2008 and those of the Cultural Olympiad in 2012. The UK City of Culture (UKCoC) programme is focused on creating a national cultural event, spread over the course of a title year, concentrated in a particular city or area.

3.4 Derry-Londonderry was the first UK City of Culture in 2013, following a competitive selection process conducted in 2009/10. Hull was selected as the next UK City of Culture for 2017, following a competitive selection process in 2013.

- 3.5 Continuing the four-year UKCoC cycle would result in the next two UKCoC title years being awarded for 2021 and 2025. However, due to the fact that the UK is scheduled to host a ECoC in 2023, DCMS is currently reviewing the timing of the next UKCoC competition.
- 3.6 DCMS launched its UK City of Culture Consultation in December 2014. The deadline for responses to the consultation is 23 January 2015.

4 European Capital of Culture

- 4.1 The ECoC programme is designed to highlight the richness and diversity of cultures in Europe and to highlight the common cultural aspects of cities and nations. The programme aims to bring the peoples of Europe closer together and improve mutual understanding, whilst fostering the contribution of culture to the development of title cities.
- 4.2 Research indicates that winning the ECoC title and hosting a year of cultural events can help to:
- Raise the international profile of cities
 - Regenerate cities
 - Enhance the image of cities in the eyes of local people and visitors
 - Increase pride in a city
 - Assist audience development for the cities' cultural offers and venues
 - Provide a boost to tourism
- 4.3 In order to be selected as a ECoC, cities will have to demonstrate how they meet specified criteria within six categories, as follows:
- Long-term strategy
 - Capacity to deliver
 - Cultural and artistic content
 - European dimension
 - Outreach
 - Management
- 4.4 Each of the six categories contains between two and four criteria. The criteria include requirements for a city to have a cultural strategy in operation, linked to its city development strategy. Plans must also strengthen the capacity of the cultural and creative sectors, including developing long-term links between the cultural, economic and social sectors in the candidate city.
- 4.5 Further detail on the six categories and criteria contained therein is outlined in 'European Capitals of Culture 2020 to 2033 – A guide for cities preparing to bid' (See Appendix 1).
- 4.6 The call for applications and the rules of procedure for each ECoC programme are issued by the national authority managing the process for the invited nation. The call includes the selection questionnaire which is based on a template from the European Commission (see Appendix 1), and is usually issued six years ahead of the title year.
- 4.7 It is anticipated that the competitive process to select the European Capital of Culture 2023 will be managed by DCMS. An expert panel, appointed by the European Commission, European Council, European Parliament, the Committee of the Regions, and DCMS will assess the applications against the criteria and will draw up a shortlist. The shortlisted cities will then be able to revise their applications in the light of the comments and feedback from the panel.

4.8 In the final selection stage, the panel will assess the revised applications from the shortlisted cities and select one city to recommend as ECoC for the UK in 2023. The selected city will then be designated by the UK Government at least four years before the year of the title. Between designation and the start of the year of the title, the city's progress will be monitored by the expert panel.

5 UK City of Culture

5.1 The UKCoC programme aims to:

- encourage the use of culture and creativity as a catalyst for change
- promote the development of new partnerships
- encourage ambition, innovation and inspiration in cultural and creative activity
- align the cultural excellence of national arts organisations to support the year with cultural highlights that will attract media attention, encourage national tourism and change perceptions

5.2 Research indicates that winning the UKCoC title and hosting a year of culture events can help cities to:

- attract more visitors
- increase media interest in the city
- bring community members together
- increase levels of professional artistic collaboration

5.3 The UK City of Culture is expected to deliver a high quality cultural programme that builds and expands on local strengths and reaches a wide variety of audiences, creating a demonstrable economic impact and a catalyst for regeneration as well as contributing to community cohesion and health and wellbeing.

5.4 Guidance for the 2017 UKCoC title further indicated that the successful city needed to present realistic and credible plans for managing, funding and delivering a distinctive programme. However, DCMS is clear in its current consultation document that cities and areas that bid for the title are expected to spell out their own vision for the UKCoC and how they will use it in making a step change in their area and creating a lasting legacy.

5.5 UK City of Culture is a UK-wide programme, developed by DCMS in consultation with the devolved administrations in Scotland, Wales and Northern Ireland. The competitive process to select the UK City of Culture is managed by DCMS, and supported by a working group representing a range of cultural organisations.

5.6 DCMS has recently indicated that the initial assessment process for the next UKCoC title will be based on assessment criteria set out by DCMS when the bidding process begins, and will be carried out by expert assessors appointed by DCMS. The expert assessors will then provide advice and recommendations to an Independent Advisory Panel, appointed by DCMS, at the shortlisting stage. The shortlisted cities will be able to revise their applications in the light of the comments and feedback from the Panel.

5.7 The Panel will make recommendations on the award, but the final decision to award the title will be made by the Secretary of State for Culture, Media and Sport.

6 DCMS UK City of Culture Consultation

6.1 In December 2014, DCMS published a UK City of Culture consultation document. The purpose of the consultation is to assess the appetite amongst potential candidate cities to bid for one or both (UKCoC and ECoC) titles, and the willingness and ability of funding

organisations to support both UK and European Cultural programmes within a short timeframe.

- 6.2 The DCMS UK City of Culture Consultation document is attached at Appendix 2. The consultation document invites responses to four questions over two sections – UK City of Culture Timings (Part 1) and Future of the UK City of Culture (Part 2).
- 6.3 The consultation questions invite consideration and comment on whether DCMS should run a UK City of Culture 2021 competition; the potential impact of overlap between UK City of Culture 2021 and European Capital of Culture 2023 application processes; how future UKCoC competitions should be funded; and what sort of organisation is required to support the UKCoC programme.
- 6.4 The closing date for responding to the consultation is 23 January 2015.

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APPENDIX 1: Reference Documents

UK City of Culture

1. 'UK City of Culture consultation document'(Department for Culture, Media and Sport)
2. UK City of Culture 2017: Guidance for Bidding Cities' (Department for Culture, Media and Sport)

European Capitals of Culture

1. 'Call for Submission of Applications for the Union Action "European Capital of Culture" for the Year [YYYY] in [MS x]' (European Parliament)
2. 'European Capitals of Culture 2020 to 2033: A guide for cities preparing to bid' (European Parliament)
3. 'European Capitals of Culture (ECoC) 2020-2033: Guidelines for the cities' own evaluations of the results of each ECoC' (European Parliament)
4. 'European Capitals of Culture: Success Strategies and Long-Term Effects' (European Parliament)
5. 'The European Capitals of Culture (ECOC) Post-2019 Online Consultation: Analysis of the Results' (ECORYS)
6. 'Interim evaluation of selection and monitoring procedures of the European Capitals of Culture (ECOC) 2010-2016: Final report' (ECORYS)
7. 'Creating an impact: Liverpool's experience as European Capital of Culture' (University of Liverpool/Liverpool John Moore's University)

APPENDIX 2: UK City of Culture consultation document



Department
for Culture
Media & Sport

UK City of Culture consultation document

December 2014

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Summary

1. The Department for Culture, Media and Sport runs the competition for the UK City of Culture. This programme, inspired by Liverpool's time as European Capital of Culture in 2008, is more than just a title: it uses culture and creativity to bring communities together, start new dialogues and help artistic talent to grow.
2. Derry-Londonderry was the first UK City of Culture 2013, following a competitive selection process in 2009/10. Hull was selected as UK City of Culture 2017, following a competitive selection process in 2013.
3. Continuing the four year cycle would result in the next UK City of Culture year being held in 2021. However, due to the fact that the UK is scheduled to host a European Capital of Culture in 2023, DCMS is currently reviewing the timing of the next UK City of Culture competition.
4. DCMS will be responsible for the running of the selection process for both the UK City of Culture and European Capital of Culture competitions, although the European Capital of Culture competition will be overseen by the European Commission.
5. If the DCMS decided to run UK City of Culture competitions in 2021 and 2025, this would result in three competitions in a five year period.
6. The purpose of this consultation is to assess the appetite amongst potential candidate cities to bid for one or both titles, and the willingness and ability of funding organisations to support both UK City of Culture and European Capital of Culture within a short timeframe.
7. Please email your response to melanie.crew@culture.gov.uk by Friday 23 January.

Background

UK City of Culture

What is the UK City of Culture?

1. The UK City of Culture programme was developed by the UK Government to build on the success of Liverpool as European Capital of Culture 2008 and the Cultural Olympiad in 2012, by creating a national cultural event spread over a year, focused on a particular city or area.
2. The programme aims to:
 - encourage the use of culture and creativity as a catalyst for change,
 - promote the development of new partnerships
 - encourage ambition, innovation and inspiration in cultural and creative activity
 - align the cultural excellence of national arts organisations to support the year with cultural highlights that will attract media attention, encourage national tourism and change perceptions
3. Winning the title and hosting a year of cultural events helps cities to:
 - attract more visitors
 - increase media interest in the city
 - bring community members together
 - increase levels of professional artistic collaboration
4. Over 1m people visited Derry-Londonderry during the City of Culture year.¹ And it is estimated that being the UK City of Culture 2017 will deliver a £60million boost to Hull's local economy in 2017 alone².

What is the criteria for selection?

5. The UK City of Culture is expected to deliver a high quality cultural programme that builds and expands on local strengths and reaches a wide variety of audiences, creating a demonstrable economic impact and a catalyst for regeneration as well as contributing to community cohesion and health and wellbeing.
6. Cities and areas that bid for the title are expected to spell out their own vision for UK City of Culture and how they will use it in making a step change in their area and creating a lasting legacy.

¹ <http://www.derrycity.gov.uk/DerryCitySite/files/76/76901904-60cb-41bb-b7ef-783443bc21d8.pdf>

² http://www.hullcc.gov.uk/portal/page?_pageid=221,674011&_dad=portal&_schema=PORTAL&p_id=4924&p_mont h=Nov-13&p_page_number=1&content=pressrelease

Who can bid for UK City of Culture?

7. Bids are welcomed from across the UK, but there must be a clear central urban focus to the area. This could be a city or large town, two or more neighbouring cities or towns, or a closely linked set of urban areas. The only areas precluded from bidding are London as a whole or any part of London (although this does not prevent parts of London being partners in a bid for an area outside London).
8. There is no pre-determined minimum size of population or geographical area for those that wish to bid, but the areas must demonstrate that they can host events and exhibitions at scale, both indoors and outdoors.
9. Bids are expected to be from a partnership for the area, which includes the relevant local authorities as well as other local organisations. There will need to be a lead organisation for communication purposes.

Who runs the selection process?

10. UK City of Culture is a UK-wide programme, developed by DCMS in consultation with the devolved administrations in Scotland, Wales and Northern Ireland. The competition process to select the UK City of Culture is managed by DCMS, and supported by a working group representing a range of cultural organisations.
11. The initial assessment process will be based on the assessment criteria set out by DCMS (this will be set out in full when the bidding process begins), and carried out by expert assessors appointed by DCMS. The expert assessors will then provide advice and recommendations to an Independent Advisory Panel, appointed by DCMS, at the shortlisting stage. The shortlisted cities will be able to revise their applications in the light of the comments and feedback from the panel.
12. The Panel will make a final recommendation to the Secretary of State for Culture, Media and Sport who will make the final decision.

When would the process take place?

13. Ordinarily, the bidding process for UK City of Culture 2021 would launch in early 2017, with the preferred city selected and announced within Hull's cultural year. However, due to the fact that the selection process for the European Capital of Culture 2023 will begin at the end of 2016 and take place throughout 2017, if we decide to continue with a 2021 competition then the bidding process may need to be brought forward to the start of 2016,

What support is available for bidding cities?

14. It is the responsibility of each area to develop its own bid using its own resources and those of its partners. There is no national funding available to pay for the costs of bidding. DCMS and the expert assessors will not be able to provide detailed advice to assist the development of bids.

Is there funding for the successful city?

15. There is no direct national funding from the UK Government for events and initiatives related to the UK City of Culture programme as one of the driving principles is to bring people together within existing resources. Bids are therefore expected to be aligned with local resources and budgets, with evidence of a credible fundraising plan, including the development of new sources of funding.

European Capital of Culture

What is the European Capital of Culture?

16. The European Capitals of Culture programme began in 1985 as 'European Cities of Culture.' It was formalised as an EU programme in the late 1990s, with the first European Capitals of Culture designated for 2005. Decision 445/2014/EU provides for two Member States to host a European Capital of Culture each year.
17. The programme is designed to highlight the richness and diversity of cultures in Europe, celebrate the cultural features Europeans share, increase European citizens' sense of belonging to a common cultural area, and foster the contribution of culture to the development of cities.
18. Glasgow was European City of Culture in 1990. Liverpool was European Capital of Culture in 2008. The UK will next host a European Capital of Culture in 2023, together with Hungary.
19. Winning the title and hosting a year of cultural events helps to:
 - Regenerate cities
 - Raise the international profile of cities
 - Enhance the image of cities in the eyes of their own inhabitants
 - Breathe new life into a city's culture
 - Boost tourism

What is the criteria for selection?

20. In order to be selected as European Capital of Culture, cities must demonstrate how they meet criteria set out within 6 categories:

- Contribution to the long-term strategy
- European dimension
- Cultural and artistic content
- Capacity to deliver
- Outreach
- Management

Who runs the selection process?

21. The competition process to select the European Capital of Culture 2023 is expected to be managed by DCMS. An expert panel, appointed by the European Commission, European Council, European Parliament, the Committee of the Regions, and DCMS, will assess the applications against the criteria (to be set out in full when the selection process commences) and will draw up a shortlist. The shortlisted cities will then be able to revise their applications in the light of the comments and feedback from the panel.

22. In the final selection stage, the panel will assess the revised applications from the shortlisted cities and select one city to recommend as European Capital of Culture for the UK in 2023. The selected city will then be designated by the UK Government at least 4 years before the year of the title. Between designation and the start of the year of the title, the city's progress will be monitored by the expert panel.

When would the process take place?

23. The application process will begin at the end of 2016, with the deadline for applications expected to be in the autumn of 2017.

Is there funding for the successful city?

24. Once the European Capital of Culture has been designated, the panel will monitor the city's progress over the next 4 years. At the end of this monitoring period, the panel will decide whether to recommend that the European Commission pays the Melina Mercouri prize. The current value of the Melina Mercouri prize is €1.5 million per city.

Questions

Part 1: UK City of Culture: timings

The UK is hosting a European Capital of Culture 2023. The competition will begin in late 2016/early 2017. If we have a UK City of Culture 2021, the UK City of Culture competition will need to be launched by January 2017 and concluded by December 2017 at the latest, to allow the winning city sufficient time to plan for 2021.

1. **Should the DCMS run a UK City of Culture 2021 competition when the European Capital of Culture selection competition will take place around the same time?**
 - a. **Would potential candidate cities feel obliged to bid for only one title? If so, which competition would be of most interest to cities?**
 - b. **Would stakeholders and funding bodies realistically be able to support both competitions?**
 - c. **Should the DCMS postpone the UK City of Culture 2021 competition, and move to a UK City of Culture 2025 instead?**

Consideration

- There are many benefits involved in bidding for competitions like UK City of Culture or European Capital of Culture. However, we are aware that the process of submitting bids can be costly and time consuming for cities. Holding two competitions in a short time period may lead to cities considering themselves to be candidates for only one of the titles. We do not want to devalue the importance of the UK City of Culture by suggesting that cities have to choose. In addition, the potential overlap between selection competitions could create confusion and might act as a deterrent to cities which might otherwise have been tempted to compete for both titles.
- It may also be too much to expect cultural organisations to provide financial support for two competitions in a short period of time (potentially, two UK City of Cultures and an European Capital of Culture in a five-year period) and with overlapping preparation and delivery periods.
- However, the competitions do serve different purposes, and are aimed at different cities with different needs and objectives in mind. There is, for example, the requirement for a significant European component in European Capital of Culture. It may, therefore, be possible for the competitions to successfully sit alongside one another. Postponing the UK

City of Culture competition could result in losing the momentum of the programme, which has been very successful to date.

2. If DCMS does decide to run a UK City of Culture 2021 competition, when should the selection process take place? Would cities prefer:

- a. to bid for the UK City of Culture competition at the start of 2016, before the European Capital of Culture selection competition begins at the end of 2016?**

	2016	2017	2018
UK City of Culture 2021	Competition launched January Bids to be submitted by 30 April. Initial selection process in May-June. Final selection process in Oct. Decision made by end of the year		
European Capital of Culture	Competition launched towards the end of the year	Initial bids to be submitted by August Initial selection process by the end of the year	Final bids to be submitted by the summer Decision made by end of the year

- b. to have the two competitions run simultaneously?**

	2016	2017	2018
UK City of Culture 2021		Competition launched January Bids to be submitted by 30 April. Initial selection	

		process in May-June. Final selection process in Oct. Decision made by end of the year	
European Capital of Culture	Competition launched towards the end of the year	Initial bids to be submitted by August Initial selection process by the end of the year	Final bids to be submitted by the summer Decision made by end of the year

** It is worth noting that there are Scottish Parliamentary elections taking place in May 2016, and local elections taking place across the UK in May 2017.*

Part 2: Future of the UK City of Culture

DCMS is taking this opportunity to review how the UK City of Culture competition works, and whether improvements or changes could be made to the model that is currently in place.

In the past DCMS has provided the majority of the funding for the selection process of the UK City of Culture competition by covering the cost of the external consultants employed to assess the initial bids. The final selection process, in which an independent panel assess the shortlisted bids, and then returns 12 months before the year is to begin, is funded by the preceding winning city.

No decisions have yet been made on the funding of any future UK City of Culture competition, and we are currently exploring whether this funding model works effectively.

3. How should future UK City of Culture competitions be funded?

- a. **Could we ask bidding cities to pay an ‘entry fee’ to help cover the cost of the competition?**
- b. **Could we ask the winning city to pay for the whole of the next competition through the sponsorship funds they could potentially raise?**

Consideration

- Whilst we do not want to deter cities from bidding, an entry fee could help to cover the cost of the competition and provide security for future competitions. This could potentially be paid for through cities' sponsorship packages. However, it is unclear whether potential national sponsors would be willing to sign up with a single city at the outset of the competition: it is possible that they would be inclined to wait at least until the shortlist is announced. In addition, there is a chance that the prospect of having to find a national sponsor at the outset and/or having to fund the whole of the next selection process from whatever sponsorship they were able to secure might deter cities from entering the competition. Is there scope for the sponsorship of the UK City of Culture at a national level instead?

4. What sort of organisation is required to support the UK City of Culture?

- a. Should the competition continue to be run by DCMS or do we need a new single purpose body to support it?**
- b. Could it be managed within an existing organisation?**

Consideration

- Establishing a new single purpose body could help to maintain the momentum and profile between the four-yearly title years, support cities in preparations for the year of the title and in legacy planning and delivery, manage the transitions from one city to the next, and manage the links between the Stakeholders Working Group, independent advisory panels, other cultural organisations and DCMS.
- However, we would need to be clear about the division of responsibilities and reporting and accountability lines, and we would need to carefully consider how such a body would be established, what powers might be needed, how funding requirements would be met, and what staff might be needed.
- There may be a potential conflict of interest if a cultural organisation were to take on the overall administration of the UK City of Culture programme: for example, tensions between requirements for awarding grants and the desire to ensure the overall success of the programme, or from too great a focus on an aspect of the programme that fits with the organisation's main purpose, at the expense of other aspects in which it had less experience and expertise. Any cultural organisation leading on this must be able to take a broad view across the full range of sectors and areas of impact.
- A single purpose body may also have as part of its aims to co-ordinate, collate and disseminate research that may help future cities or other public

services in adapting culture to deliver more social benefit to education, health and civic engagement.

How to respond

1. You are invited to respond to the questions set out on pages 8 – 11.
2. Please email your response to melanie.crew@culture.gov.uk. Alternatively, post it to DCMS at 4th floor, 100 Parliament Street, London SW1A 2BQ, marked for the attention of Melanie Crew, Arts team.
3. **This consultation will close at 5pm on Friday 23 January 2015.**