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R E P O R T

of the Committee on Youth, Culture, Education,
the Media and Sport

on European Cities of Culture

Rapporteur : Miss Patricia RAWLINGS

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Adopted pursuant to Rule 37 of the Rules of Procedure

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A Series: Reports - B Series: Motions for Resolutions, Oral Questions - C Series: Documents received from other Institutions (e.g. Consultations)

* = Consultation procedure requiring a single reading

**II = Cooperation procedure (second reading) which requires the votes of a majority of the current Members of Parliament for rejection or amendment

**I = Cooperation procedure (first reading)

*** = Parliamentary assent which requires the votes of a majority of the current Members of Parliament

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At the sitting of 20 November 1989 the President of the European Parliament announced that he had forwarded the motion for resolution B3-0369/89 by Mr. COIMBRA MARTINS and others on Lisbon, cultural capital of Europe, pursuant to Rule 63 of the Rules of Procedure, to the Committee on Youth, Culture, Education, the Media and Sport as the committee responsible.

At the sitting of 11 December 1989 the President of the European Parliament announced that he had forwarded the motion for resolution B3-0430/89 by Mrs. BANOTTI on Interim 5-year Report on European Cities of Culture Programme, pursuant to Rule 63 of the Rules of Procedure, to the Committee on Youth, Culture, Education, the Media and Sports as the committee responsible.

At the sitting of 15 January 1990 the President of the European Parliament announced that he had forwarded the motion for resolution B3-615/89 by Mr. LINKOHR and others on the creation of a European Foundation for the City, pursuant to Rule 63 of the Rules of Procedure, to the Committee on Youth, Culture, Education, the Media and Sports as the committee responsible and to the Committee on the Environment, Public Health and Consumer Protection, the Committee on Regional Policy and Regional Planning and the Committee on Budgets for an opinion.

At its meeting of 21 March 1990 the Committee on Youth, Culture, Education, The Media and Sport decided to draw up a report on these three resolutions.

At its meeting of 19 April 1990 it appointed Miss. RAWLINGS rapporteur.

At the sitting of 15 May 1990 the President of Parliament announced that he had delegated the power of decision to the Committee on Youth, Culture, Education, the Media and Sports pursuant to Rule 37 of the Rules of Procedure.

At its meeting of 21 September 1990 the committee considered the draft report.

At the meeting of 8 November 1990 it adopted the resolution unanimously,

The following took part in the vote: BARZANTI, Chairman, SIMEONI, vice-chairman, RAWLINGS, rapporteur, CANAVARRO (for BUCHAN), COIMBRA MARTINS, DILLEN (for LE PEN), GALLE, HERMANS, KELLETT-BOWMAN (for STEWART-CLARK) and OOSTLANDER.

The Committee on the Environment, Public Health and Consumer Protection, the Committee on Regional Policy and Regional Planning, and the Committee on Budgets decided not to deliver an opinion.

The report was tabled on 9 November for inclusion on the agenda for the next part-session, pursuant to Rule 37(6) of the Rules of Procedure.

A
MOTION FOR A RESOLUTION

on European Cities of Culture

The European Parliament

- having regard to the resolution of the Ministers responsible for Cultural Affairs, meeting within the Council of 13 June 1985 concerning the annual event "European City of Culture" ¹,
 - having regard to the conclusions of the Ministers of Culture meeting within the Council of 18 May 1990 on future eligibility for the "European City of Culture" and on a special European Cultural Month event ²,
 - having regard to the Communication from the Commission of the European Communities of 17 December 1987 on a fresh boost for culture in the European Community ³,
 - having regard to the motions for resolutions by:
 - (a) Mr. COIMBRA MARTINS and others on Lisbon, Cultural Capital of Europe (B3-0369/89),
 - (b) Mrs. BANOTTI on Interim 5-Year Report on European Cities of Culture Programme (B3-0430/89),
 - (c) Mr. LINKOHR and others on the creation of a European Foundation for the City (B3-615/89),
 - having regard to Rule 121 of the Rules of Procedure,
 - having delegated the power of decision, pursuant to Rule 37 of its Rules of Procedure, to the Committee on Youth, Culture, Education, the Media and Sport,
 - having regard to the report of the Committee on Youth, Culture, Education, the Media and Sport (A3- 0296/90),
- A. Whereas culture is a fundamental aspect of the European Community, being the result of the interaction between a single civilization and a variety of cultures, and drawing increasingly on the same basic values,
- B. Whereas the city is a monument to and a living example of human social existence, and represents the most visible and significant achievement of European civilization itself,
- C. Whereas, after the establishment of six European Cultural Cities (ECC), time is now ripe to pool experiences gained,

¹ O.J. No. C 153, 22.06.1985, p. 2

² O.J. No C 162, 03.07.1990, p. 1

³ COM(87) 603 final/2

- D. Whereas there is a need to foster a cultural dialogue between the Community and the countries of Eastern Europe,
- E. Whereas with such objectives in mind, it is appropriate to consider additional funding from the Community budget set aside for Eastern Europe,
- F. Whereas Eastern Europe should be associated with the selection of the European Culture City after 1996,
- G. Whereas European Cities of Culture prior to selection should demonstrate their willingness to introduce a twelve month programme of cultural events and to commit sufficient financial and personnel resources to achieve a broad programme of cultural events many of which must be connected with truly european events.
1. Expresses satisfaction at the progress represented by the conclusions of the Ministers of Culture meeting within the Council of 18 May 1990 ⁴, and particularly the initiative for establishing a European Cultural Month;
 2. Considers it necessary to adopt more specific objectives for the programme of the European Cultural Cities;
 3. Recommends that, from 1991 onwards, the possibility should be considered of designating a city in Eastern Europe as twin of the European City of Culture, since the themes are announced in advance which are common to both, or due to creative interreaction, could be used as criteria in the choice of cities, and that the European Parliament be involved in this nomination which should be made at least six months prior to the start of the East + Central European festival;
 4. Calls on the Council and the Commission to increase the standard contribution for this area of activities, so that the whole range of planned events results in permanent and meaningful activity of a European nature;
 5. Recommends that the relevant Commission service provide a formal permanent contact and advice point for European Cultural Cities' events organizers, so as to ensure coherence of activities organized from one year to the next, a consistent European dimension, and maximum use of available resources;
 6. Expresses the desire to play a role in the choice of the city after 1996, and insists upon being consulted before any choice of a European City of Culture is made and seeks to play an official part in the opening ceremony and in the manifestations and in the activities programme;
 7. Instructs its President to forward this resolution to the Council, to the Commission and to the governments of the Member States.

⁴ O.J. No C 162, 03.07.1990, P. 1

B
EXPLANATORY STATEMENT

A) INTRODUCTION/OBJECTIVES

1. European cultural integration must be a prerequisite for any future political integration. Without an understanding of a Member State's heritage and values, we cannot hope to develop the sort of relationship necessary if we are going to form sensitive Community policy, in areas like foreign relations, environmental issues and education.

Culture should never be left behind the economic and political considerations. The development of one without the other is likely to lead to ideological misunderstanding and national prejudices which could result in a breakdown of relations altogether. The Dutch Minister of Culture, when discussing plans for Amsterdam's year as European City of Culture in 1987, commented that:

"One subject of discussion was the realization that culture plays a significant rather than neglected role in the economic development of Europe".

Promotion of European cultural appreciation, understanding and integration within the political context of Europe is considered to be the objective of EECs.

At the moment the objectives of the official resolution of the Council of Ministers on June 1985, which created the designation of the Cultural Capital, are ambiguous. It may be necessary to adopt the more specific objectives referred to by the Council of Ministers on May 1990.

B) BRIEF SURVEY OF PAST FESTIVALS

1. OBJECTIVES

Our objective is to promote "cultural activities in the democratic dimension of Europe". It is with this in mind that we will judge past ECCs records and suggest improvements.

The brief survey will show that although the ECCs varied in their approach and programmes, they have tended to be more introvert than we would have wished - opportunities have been under-developed.

By introverted I refer to the imbalance between European activities and activities to promote the city and its specific culture. The European aspect must be developed without having a detrimental effect on the presentation of the city in question to the rest of Europe.

Equally important is the notion that the festival will help secure long term objectives, in the promotion of culture in the whole of Europe. We need to ask, to what extent are the Cities of Culture really helping to create cultural integration in Europe? Is the concept of European Cities of Culture being under-developed? Could we do much more with what is obviously a popular and successful programme?

Finally, if we aim to include culture within the European political dimension, then our elected representatives - namely the European Parliament - should play a much greater role.

2. SURVEY

Athens 1985
Florence 1986
Amsterdam 1987
Berlin 1988
Paris 1989
Glasgow 1990

The length of festivals range from a few months (Athens; June - September 1985) to a year (Glasgow 1990).

Festival events tend to cover a diverse range of activities in the art, music, drama, literary, cinema and symposia fields. Most festivals lacked a strong international constituent, although there were exceptions to this rule.

a) Athens

Main theme: "L'Europe et Athens"

The main objective was to promote the classical values of ancient Greece, through music, drama and exhibitions.

There was some international involvement with dance groups, orchestras, exhibitions from Berlin, Munich, Copenhagen, Venice, London, Athens and Paris.

b) Florence

The Florence festival consisted of a huge programme, dominated totally by the city's vast, unique and exceptional heritage. Consequently, there was understandably, little foreign participation.

c) Amsterdam

Stronger international aspect with Amsterdam hosting

- a European film festival
- an international exhibition on symbols
- music festivals

However, the festival was still dominated by Dutch art and music, with a minimum amount of the programme designated to specifically European events.

Important Initiatives:

The Amsterdam programme did contain some original additions:

- Book publications
- workshops, congresses, discussions on literature and poetry
- the use of Amsterdam cable network for special features on Dutch culture.

This literary and educative perspective adopted in Amsterdam is extremely important and should be encouraged in all ECC programmes.

The Amsterdam festival also resulted in some long-term gains for the city. For example, the Cultural Capital Broadcasting foundation continues the work it began in 1987, to encourage the broadcasting of theatre and theatre productions on tape.

d) Berlin

This festival contained a short programme, dedicated to German culture, and more specifically to the unique position of Berlin in Europe. It therefore did not encourage involvement from other European countries, but it focused on increasing understanding of European culture within the city.

e) Paris

This festival was varied with little European participation, save that of a programme dedicated to France, and the bicentenary of the French revolution.

f) Glasgow

The programme concentrated on the culture of Glasgow, but contained a considerable amount of European participation, namely an international jazz festival and European film award.

Important Initiatives:

Events in 1990 have left their mark on the city, making long-term contributions to the cultural infrastructure of Glasgow. Money raised through the increased number of tourists, and enthusiasm for the city lead to:

- i) a newly-extended Visitors Centre for Glasgow University.
- ii) The expansion of the Glasgow Film Theatre, with the addition of a second screen.
- iii) The completion of an ambitious plan to renovate Glasgow's Citizens' Theatre.

3. POSSIBLE IMPROVEMENTS

The success of the ECCs has been considerable but limited. Initiatives have not been taken, where they might have been. Opportunities to expand and develop the European cultural theme have been thwarted.

I am not convinced that enough effort has been made by the cities to encourage cooperation and the sharing of culture and ideas between Member States - and indeed between all Europeans. Cultural integration has often been sacrificed for the sake of the city's promotion. An equilibrium must be found.

- 1) The festivals should try to encourage a wider range of participation from around the whole of Europe.
 - concerts, plays, exhibitions etc.
- 2) Cities should follow the example set (to a degree) by Amsterdam and Berlin and devote part of their programme to increasing the understanding of European culture within the city. Education in European culture should be a major component of future programmes.

Including:

- Lectures, seminars, Television and Radio Broadcasts, special programmes, publications (literary promotions should be encouraged, this has been neglected in most cities).
 - More workshops between artists of different European countries. This would help to develop a level of understanding and cooperation. e.g. specialist seminars.
 - Events to help improve relations with non Community countries e.g. the Third World or with Central and East Europe.
 - Events focusing on ethnic diversity.
 - More design, photography, mode, media, youth and sports events.
- 3) Emphasis should be put on the long term benefits of the year for the city, both in terms of education (reference to the above recommendation) and in terms of infrastructure (note Glasgow and Amsterdam).
 - 4) The official resolution of the Council should be re-drafted, to specify the objective, namely that of cultural activities to be promoted in the democratic dimension of Europe.
 - 5) The European Parliament should be designated powers to nominate the European City of Culture. There should be greater involvement of MEPs in the actual events and promotion of the festivals. An assessment of the city's achievements and suggestions for possible improvements could be made by the Parliament.

6) As European Cultural Integration is our objective, then the previous neglect of Eastern and Central Europe from the programme (with the exception of individual efforts, namely Berlin and Amsterdam) is undefendable given the recent developments.

C) TWINNING

The Ministers of Culture meeting within the Council in May, made the following critical statement:

"In view of the widespread interest in holding the event of European cities both inside and outside the Community, the Ministers agree to create a further cultural event, which would be a special European Cultural Month in one city (from a European country basing itself on the principles of democracy, pluralism and the rule of law) each year, to be known as "Europe (name of city) in 199..".

- "Some linkage between the European City of Culture and the special European Cultural Month of the same year could be made"
- "note the willingness of the Commission to be associated with the organization of this new event".⁵

Note the reference to a "European city outside the Community".

This year we have witnessed dramatic changes in Eastern and Central Europe - with the abandonment of the totalitarian forms of Government, and the adoption of more democratic systems. If we are to endorse and promote cultural activities in the democratic dimension of Europe, then Eastern and Central Europe must be included at this early and critical time. European Cities of Culture must be expanded into Eastern Europe.

If Eastern Europe is to attempt to adopt our economic models it is vital that it has an understanding of the philosophical and cultural background which precedes it.

European cities of Culture have already been selected for the next six years making it impossible to nominate Eastern European cities until 1997. We therefore recommend that European cities of Culture, post 1990, be designated a twin - an Eastern European City. In essence, the suggested European Month would be adopted for Eastern European cities. This would give cultural integration between West and East the impetus it needs.

In practice this would involve one month's festival in a country in Eastern and Central Europe. The involvement of the Western "twin" would vary from city to city. It is hoped that:

- administrative help and advice will be given e.g. from the festival office of the ECC, which acts as a cultural broker, choosing and organising;
- the EEC should help with the promotion of its twin's festival through joint advertising campaigns etc.;
- exchange of certain elements of the programmes will take place e.g. concerts, plays, exhibitions etc.

⁵ O.J. No. C 162, 03.07.1990, P. 1

In general, the objective is that there will be a level of cooperation and integration of ideas between the two countries. That the promotion of the twin culture, will become an important and colourful theme in the programme of each festival. In this way an increase in the level of cultural understanding across Europe might be achieved.

Again, quoting the Dutch Cultural Minister (1987)

"it is of course still very important to take cultural values and expressions into account when attempting to increase economic and political cooperation".

Eastern and Central European cities would be chosen on the grounds that they are conforming to accept standards of democracy, pluralism and the rule of law. If these standards are not being met - their invitation will be withdrawn.

FUNDING

SURVEY OF PAST FUNDING

1. There is a standard contribution awarded from the Community, Budget Line (B3-200) to the European City of Culture. This amount is re-negotiated with each city, taking into consideration any relevant issues. The allocation tends to vary within a band of 100,000 to 200,000 ECU. Only Berlin has won a considerably larger amount, due to its specific difficulties.
2. The major financial burden of the festivals is met by the festival organisations and the cities themselves. Below is a general outline of the accounts of an ECC. They are considered to be extremely satisfactory and innovative.

Case Study/Glasgow

Financial Break-down

Cost of Festival: region of £50 million

- a) British Government allocation of £500,000
- b) Glasgow City Council allocation of £15 million (on top of the normal yearly allocation to arts and culture made by the Council of £20 million)
- c) £2.25 million was raised by Direct Sponsorship.
£1 million was raised from individual companies and organisations within the city.
- d) Indirect funding:
The European Development fund, which tends to allocate funding for infrastructure, has given Glasgow 10 million ECU to build their concert hall. This has been invaluable for the Festival.
- e) Other Sources of funding comes from:
 - other European cities
 - international organisations
 - national bodies (Strathclyde Regional Council committed some 12 million to the celebrations).
 - individual contributions £150,000.

FUNDING SUGGESTIONS

Firstly, financial backing for ECCs from the Community is inadequate, and should be increased considerably. The current amount is purely a token gesture, giving no real help to the festivals at all.

Secondly, we need to examine how we are planning to finance the Cultural Month of the non-Community country.

1. The Community must make a negotiable allocation of money, based on the consideration of relevant issues such as the wealth and suitability of the city involved, and the fact that the festival will only last one month.
2. This money should not be taken from the existing budget line which provides money for cultural projects within the Community.

Money should therefore be allocated from:

EITHER

- a) The budget line which deals specifically with Eastern and Central Europe, and in particular, funds PHARE and educational programmes such as TEMPUS.

OR

- b) A specific Community cultural budget for this project.

3. The country/city of choice will be encouraged to make a financial donation. In some cities - Budapest, for example - this is likely to be considerable. However, poorer countries, such as Bulgaria will be more limited.

4. Alternative forms of finance should be encouraged:

- individual contributions (SOROS)
 - Trust and Foundations
 - Companies e.g. especially those with strong interests in Eastern and Central Europe
 - Other European Cities
- Help from the Western Twin does not necessarily have to be financial. e.g. organisational skills and advice; exchanges of shows, exhibitions, concerts, etc.
- tourists boards and travel companies should be encouraged to offer special deals for a trip which involves a visit to both twin festivals.
 - The European City of Culture should promote the twin cultural month.

ANNEXE I

MOTION FOR A RESOLUTION (Doc. B3-0369/89), by Mr. COIMBRA MARTINS and others,
tabled pursuant to Rule 63 of the Rules of Procedure, on Lisbon, Cultural
Capital of Europe

The European Parliament,

- A. having regard to the resolution adopted by the Council of Ministers for Cultural Affairs on 13 June 1985.
 - B. whereas no final choice has yet been made regarding the cultural capital for 1994, for which Lisbon and Copenhagen have been nominated.
 - C. whereas the cultural capitals for 1996 and subsequent years have not yet been chosen.
 - D. having regard to the leading role played by Lisbon in the history and culture of one of Europe's oldest states and in the vast Portuguese-speaking world.
 - E. having regard to the cultural importance of Lisbon as one of Europe's bridges and gateways, a means of communication with the other continents and civilizations and the starting point for the major adventure resulting in the maritime discoveries which Portugal is currently commemorating.
1. Conveys to the Council its desire for Lisbon to have its turn as cultural capital of Europe as soon as possible, and more precisely in 1994 or 1996, insofar as commitments already made allow;
 2. Instructs its President to forward this resolution to the Portuguese Government, the Ministers for Cultural Affairs of the Member States and the President of Lisbon Municipal Chamber.

MOTION FOR A RESOLUTION (doc. 83-0430/89), by Mrs. BANOTTI, tabled pursuant to Rule 63 of the Rules of Procedure, on Interim 5-year Report on European Cities of Culture Programme

THE EUROPEAN PARLIAMENT.

1. Having regard to the fact that since 1985 a number of cities have been designated European City of Culture, including Athens, Florence, Amsterdam, Berlin and Glasgow.
2. Having regard to the fact that after five years a wealth of experience has been established concerning the best ways to promote the European Cultural City idea and likewise concerning the many mistakes that can be made.
- A. Calls on the Commission to draw up an interim report on the European City of Culture Programme and to present it before 1991 when Dublin will become European City of Culture.
- B. Calls on its President to forward this motion to the Commission, the Ministers of Culture in the Council and other interested parties.

MOTION FOR A RESOLUTION (Doc. B3-615/89), by Mr. LINKOHR and others, tabled pursuant to Rule 63 of the Rules of Procedure, on the creation of a European Foundation for the city

The European Parliament.

- A. whereas the city is a monument to and a living example of human social existence, and represents the most visible and significant achievement of European civilization itself,
- B. whereas many cities, and those who live or work in them, are faced with increasing problems,
 - 1. Decides to promote the creation of a European Foundation for the City;
 - 2. Considers that the objectives of this foundation should be to promote research and organize action in the areas of environmental rehabilitation, the conservation of the architectural heritage and historic centres, quality standards in new urban developments, the humanization of temporary or degraded housing, safety, a strategy for towns in the context of their geographical location, and the development of new satellite towns;
 - 3. Considers that the foundation should be funded on the basis of an EEC contribution, aid from the Member States and regional and local authorities and private sponsorship;
 - 4. Calls on the Commission to take action to this end;
 - 5. Instructs its President to forward this resolution to the President of the Commission.

