

Cabinet

16th July 2014



Lumiere 2015

Report of Corporate Management Team

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Purpose of the Report

1. The purpose of this report is to inform Cabinet of the evaluation of the 2013 Lumiere festival and to consider whether a similar event should be held in 2015.

Background

2. The report 'Durham County Council's Festivals and Events Programme Development' also to be considered by Cabinet at its meeting on 16th July 2014 sets out a framework for the Council's involvement in festivals and events focusing on three stands of programming which include; an annual programme, investment and development programme and a signature event programme.
3. Signature events are recognised as those which provide the Council with the opportunity to participate in or stage events of a scale that are unachievable from existing revenue budgets and for which it would be necessary to seek funding from outside the Culture and Sport budget envelope. Having considered this approach to resourcing festivals and events, Lumiere is the first 'Signature Event' to be put forward for consideration.

Lumiere 2013

4. Following the extremely successful light festivals in 2009 and 2011, Artichoke was again commissioned by the Council to produce and deliver a third festival in 2013.
5. Whilst commissioned by the Council, the festival was supported by over eighty partners and funders, including Arts Council England (ACE), Durham University, Durham Cathedral, East Coast Travel and Carillion. The Council also had a significant role in the delivery of the event. Artichoke was primarily responsible for generating the non-Council income for the festival.
6. The previous festivals had a proven record in encouraging visitors to both Durham City and the wider County. Businesses had also witnessed first-hand the significant financial benefits and there was an overwhelming eagerness to become involved in the 2013 festival.

7. The popularity of Lumiere has grown dramatically since the first festival held in 2009. In 2013 more than 175,000 visitors attended the festival compared to 150,000 in 2011 and 75,000 in 2009. It is now considered to have become an important event in the North East cultural landscape.
8. Growth on this scale brings with it challenges and a public consultation involving residents and local businesses, carried out after the 2011 event identified issues with overcrowding and crowd management that needed to be resolved if the event was to develop and enhance the experiences of all visitors, businesses and residents of the city.
9. These challenges were addressed in the delivery of Lumiere 2013, with significant improvements made in the areas of crowd and traffic management as follows:
 - The introduction of a Steering Group to consider the strategic approach to planning and delivery, consisting of decision makers from the key stakeholders and organisations.
 - The introduction of a Project Delivery Group which was tasked with implementing the strategic decisions made by the Steering Group. Again there were representatives on the group from the key stakeholders and organisations.
 - Artichoke held a facilitated audience session early in the planning process (5th December 2012) to gather feedback from a range of stakeholders.
 - The appointment of an experienced crowd management operator who had experience of delivering large and complex events.
 - The introduction of a timed ticket entry system to the peninsula area between 16.30 and 19.30 hours each day of the event to assist with the management of crowds at peak times.
 - The addition of infra-red head counting gantries to manage the capacity on the peninsula.
 - Additional CCTV cameras in key areas to assist with crowd management.
 - Enhanced Park and Ride services and additional temporary car parks.
 - Enhanced stewarding and the use of volunteers to assist with generating a positive visitor experience.
 - Early planning so that detailed delivery plans could be produced working with the Safety Advisory Group and with key partners such as the Police.
 - The extension of the operating hours from 16.30 to 23.00 hours each day of the event.
10. Lumiere 2013 followed the highly successful format of the previous events taking place over four nights in November (Thursday 14th – Sunday 17th).
11. The 2013 festival consisted of twenty seven light installations and projections across the City, placed in and on a variety of venues. A number of the works were created specifically for the festival in response to Durham's unique environment and heritage. Other existing pieces were reimaged and adapted to work with the City's natural and built landscape. Some of the installations were unique such as 'Elephantastic' on Framwellgate bridge which was one of the visual highlights of the event.

12. In the months prior to the festival, Artichoke also worked with local creative practitioners and artists to deliver a series of projects in various communities across the County as follows:

- *Twist Design workshops and toolkits*: a workshop plan based on the 'stained glass cars'. An arts toolkit was circulated to schools across the County and three workshops took place in Durham City, Stanley and Chester le Street.
- *Keyframes by Group LAPS*: the Durham Arts Team and the Durham Music Service worked with Artichoke and twenty one young musicians aged between 15 and 19 from across the County to create the soundtrack to accompany this installation.
- *The Other Side of the Wall*: a series of workshops in Durham's three prisons and the young offenders institute based around the offenders reflections on the past and hopes for the future. The resulting artwork was installed in the Galilee Chapel in Durham Cathedral as part of the main festival.
- *Litre of Light*: over thirty Durham schools participated in workshops to learn about this inspirational project which is bringing light to homes across the developing world. The children created their own water bottle light bulbs which formed part of the installation in Walkergate during the festival.
- *Consumerist Christmas Trees*: a series of public and school workshops explored the issues of sustainability and recycling, which produced the Christmas tree and garlands made from recycled carrier bags.

13. As part of the 2013 programme, Artichoke also repeated 'Brilliant', an open call-out for artists from the North East. This provides local artists with a vital national and international platform to exhibit their work and opportunities to further develop their skills. Many local artists commissioned through the Brilliant scheme go on to exhibit their work at other festival in the UK and abroad.

14. One new aspect of the event in 2013 was the addition of an international conference that ran alongside the festival. 'Arts Means Business' attracted speakers from around the world and delegates from across the country. The addition of a conference of this standing has strengthened Durham's reputation with the arts sector both nationally and internationally and it would be hoped to repeat this element of the festival as part of any future programme.

Evaluation

15. As in previous years, the 2013 event was subject to a detailed evaluation. A report has been produced by Public Knowledge Evaluation Consultancy, an independent organisation with a proven track record in the events and festivals sector. The report concluded that Lumiere 2013 had been a considerable success. It particularly highlighted: the significant beneficial economic impact; the substantial value of media coverage and the high profile enjoyed by Durham as a consequence; the high satisfaction amongst

people who had filled in questionnaires; and the considerable return on investment for the Council.

16. The evaluation targeted three specific interest groups:

- Festival goers/visitors
- Local businesses
- Accommodation providers

A mixed methodological approach was utilised incorporating both face-to-face and online interviews. The following summarises the main points of the event evaluation.

17. Economic Impact: The total economic impact of the event is estimated at approximately £5.8million (£4.3 million in 2011). This includes :

- 20,071 hotel bed nights generated
- The value of Public Relations (PR) generated was calculated at £3.16 million (£2,25million in 2011)
- The return on investment for the Council was calculated at 1,358% (983% in 2011).

18. An event of this scale demands a wide supply chain of both supplies and services. Indeed over £500k worth of contracts were placed directly in County Durham. The direct benefits to local suppliers from this are clear. However there are also increased multiplier effects further down the supply chain that will also result from the event's activities.

19. Visitor Satisfaction: In total seven hundred and fourteen individual visitors were surveyed as part of the evaluation through a combination of face-to-face interviews at the festival and online interviews via the Lumiere website. Statistically this constitutes a robust and reliable sample and infers confidence in the results.

20. In the majority, festival-goers were overwhelmingly positive about their general experience, with many using a multitude of positive adjectives to describe it including 'fantastic', 'excellent', 'amazing', 'illuminating' and 'wonderful'. Overall, 81% rated their experience as 'good' or 'very good', 88% rated the atmosphere as 'good' or 'very good' and 80% rated the art installations as good. Enjoyment of and satisfaction with the festival is exemplified by the fact that 95% would like to see it return to Durham in the future and 90% said they were likely to attend the festival if it did return.

21. Survey data suggests that the festival had a very broad appeal. More than half of the UK based sample (51%) were from County Durham, an increase on previous years, with 29% from the wider North East region and 20% from elsewhere in the UK. Overall, 82% of the sample were specifically visiting Durham to attend the festival, a rise of 7% on 2011.

22. The data also suggests that the 2013 festival was successful in attracting large numbers of visitors who rarely (never or less than twice a year) attend city based cultural events or music/arts festival and more visitors from lower

socio-economic grades compared to the 2011 festival. This suggests the festival is increasingly reaching audiences who do not normally engage with the arts, particularly in the North East where arts engagement is typically lower than other areas. This is supported by the fact that the festival continues to reach new audiences and 50% of the sample had not previously attended either the 2009 or the 2011 Lumiere festival.

23. 2013 Financial Considerations: In 2013 the total budget for the event was £1.4 million. Artichoke raised the funds from a wide range of sources including the Council, ACE, trusts, foundations, and the private sector. Essentially the Council's investment in the programme acted as a catalyst which helped to secure ACE funding, and which Artichoke was able to use as leverage to wider resources.

24. The above evaluation suggests the festival represents good value for money in terms of the inward investment opportunity and the press and PR attention that is generated for the city and wider county. This position has also been reiterated by the County Durham Partnership at its May 2014 meeting.

25. The Council's framework for festivals and events sets out a range of criteria against which it suggests events should aspire to contribute. Specifically the framework proposes that festivals and events should:

- Appeal to Durham's target visitor audience.
- Enhance Durham's profile, regionally, nationally and internationally, as a cultural destination worthy of a visit.
- Overtly encourage overnight stays by providing activity over multiple days and evenings.
- Demonstrably aim to increase dwell-time of day visitors.
- Generate a significant Return on Investment and maximise the economic impact for the festival location and wider County.
- Generate visits outside of the main season either by placing the event in the period just before or just after the end of the season, or off season or by generating repeat visits.
- Be able to leverage investment from outside agencies, sponsors and via income
- Be rooted in Durham and/or have the potential to present Durham in an appealing way for visitors, bringing alive the built and natural landscapes and heritage in a manner that will attract new audiences.
- Demonstrate a high standard of artistic/cultural integrity.

26. It is clear from the evaluation of the 2013 event, both from the summarised information above and the full report, that Lumiere makes a significant contribution to all of the proposed criteria and that it was able to deliver a range of outcomes in line with the Council's aspirations and objectives.

Lumiere 2015

27. It would appear that there is a clear public demand for the Council to deliver an equally spectacular event again. If the biannual pattern previously adopted was followed, this would see a further Lumiere event in 2015.

28. It is anticipated that to stage the event in 2015 the cost will be an estimated £1.7million. This will enable the festival to maintain the event's quality, safely manage the expected visitor numbers, continue to raise Durham's profile nationally and internationally, and attract further funding from external sources.
29. The achievement of this budget would require greater resources from all partners due both to the rising costs of the event itself and the increasingly challenging economic environment in which to raise sponsorship and support.
30. In order to achieve the required level of resource, an indicative funding package has been developed that would see a cash contribution of £500k from the Council funded from the remaining Performance Reward Grant earmarked reserve, that would help to lever a further £500k from ACE. It is anticipated that the remaining £700k of funding needed would be raised from wider partners and sponsorship although the Council would also provide £100k of in-kind assistance.
31. Initial discussions with stakeholders suggest this is an achievable budget. The Council has already been in close discussion with ACE in relation to support for the 2015 event and beyond. As a result, Culture and Sport have submitted a 'National Portfolio Organisation' bid to ACE which includes, amongst other things, £375k towards a Lumiere event in 2015.
32. In addition, a 'Grant for Arts' application has been submitted in partnership with the Cathedral, for a further £125k towards a 2015 event. If successful, this will take the total request from ACE for the 2015 event to £500k; essentially matching the Council's contribution.
33. Early wider discussions with a range of partners and potential sponsors have also been very positive and there is every expectation that the remaining funding can be raised. The ability to get commitment from sponsors is more dependent on there being a decision to host the event in 2015.
34. The 'Lumiere' brand is owned and managed by Artichoke, a charitable arts organisation funded by Arts Council England, and in addition to their exclusive rights for "Lumiere" there has been significant learning in the delivery of previous festivals that has resulted in Artichoke possessing a unique set of skills required to deliver this event. It is therefore proposed that Artichoke should be re-commissioned should the event go-ahead under the appropriate procurement arrangements as stated in Appendix 1 of the report.

Conclusion

35. The 2013 Lumiere festival was a significant success, The wider consideration of the evaluation of the festival has re-enforced the view that there is a compelling case for commissioning a further Lumiere festival for 2015.
36. In order to meet the growth in demand and increased expectations of the public and to fully maximise the economic benefit to the County, It is proposed that the Council commissions a 2015 Lumiere event.

Recommendations

37. It is recommended that:

- i. Artichoke are re-commissioned to plan and programme a Lumiere festival for delivery in 2015, in consultation with relevant stakeholders
- ii. The Council provides a cash contribution of £500k from remaining Performance Reward Grant and £100k of in-kind assistance.
- iii. The terms of the contract are delegated to the corporate Director of Neighbourhood services in consultation with the Cabinet Portfolio for Culture.
- iv. Further reports providing an update on progress in relation to the 2015 event will be presented to Cabinet.

Background papers

- Public Knowledge evaluation
- Learning and Participation Programme report

Appendix 1: Implications

Finance - The proposed contribution of the Council, as set-out in the report is a cash contribution of £500k from remaining Performance Reward Grant and £100k in kind assistance.

Staffing – Staff will need to be identified to assist with this work from the existing complement

Risk - There are significant risks with public events which will be controlled through risk management processes and the SAG

Equality and Diversity / Public Sector Equality Duty - All of the protected groups are potentially affected and the proposed planning will address their needs and identify and implement mitigations where possible.

Accommodation - There are minor temporary accommodation needs associated with running the event.

Crime and Disorder - Events attract unlicensed traders and there may need to be extra work undertaken using normal procedures.

Human Rights - Not applicable

Consultation - None

Procurement – It is proposed that in line with Section 14 (1) (iii) of the Public Contract Regulations (2006) that the Negotiated Procedure would be followed if the project goes ahead. The Regulations permit the use of the Negotiated procedure (where the Council would negotiate the terms of the contract with Artichoke) where for technical or artistic reasons, or for reasons connected with the protection of exclusive rights, the public contract may be awarded only to a particular economic operator.

Disability Issues - Will be addressed through the Equality and Diversity Impact assessment and the implementation of mitigations to avoid negative impacts wherever possible.

Legal Implications - None outside of normal contractual arrangements.