

**Cabinet**

**15 June 2016**



**Lumiere Festival 2017**

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**Report of Corporate Management Team**

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**Councillor Neil Foster, Portfolio Holder for Economic Regeneration**

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**Purpose of the Report**

1. To inform Cabinet of the evaluation of the 2015 Lumiere festival and to consider the delivery of a Lumiere in 2017.

**Background**

2. The report 'Durham County Council's Festivals and Events Programme Development' was considered by Cabinet at its meeting on 16<sup>th</sup> July 2014 and set out a framework for the Council's involvement in festivals and events focusing on three strands 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', as previously, is to be put forward as a 'Signature Event' for consideration.

**Lumiere 2015 Overview**

4. Following the extremely successful festivals in 2009, 2011 and 2013, Artichoke was again commissioned by the Council to produce and deliver a fourth festival in 2015 as part of a series of events supported by Arts Council England through Durham's status as a National Portfolio Organisation (NPO).
5. Whilst commissioned by the Council, the festival was supported by over eighty partners and funders, including Arts Council England, Durham University and Durham Cathedral. The Council also had a significant role in the delivery of the event with a wide range of service departments being involved in delivering the festival. Artichoke, as lead partner, was primarily responsible for content and programme as well as generating the non-Council income for the festival.
6. The previous festivals have 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 2015 festival.

7. The popularity of Lumiere has grown dramatically since the first festival held in 2009. In 2015 despite poor weather more than 200,000 visitors attended the festival compared to 175,000 in 2013, 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 and has a reputation as the United Kingdom's largest and most successful light festival.
8. Lumiere 2015 followed the highly successful format of the previous events taking place over four nights in November (Thursday 14<sup>th</sup> – Sunday 17<sup>th</sup>).
9. The 2015 festival consisted of 29 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. A full list of installations within the 2015 festival, including images, is contained in Appendix 1 of the evaluation report.
10. The 2015 festival also occupied a very different foot-print within the City from previous events. Whilst the peninsular area remained the core of the festival, new installations focused on the Cathedral, Freemans Quay and the riverside featured more strongly. There was less emphasis on outlying locations, such as the science campus, resulting in a more contained and accessible festival area that was met positively by visitors.

## **2015 Evaluation**

11. The Policy Research Group based at St Chads, University of Durham have been commissioned to provide an independent evaluation. Furthermore, in order to provide consistency, it is proposed to utilise their expertise across all major Council festivals and events. This approach allows the Council to make reliable comparisons between its investment into all festivals and events.
12. The 2015 Evaluation Report (Appendix 2) concludes that Lumiere 2015 was a considerable success. It particularly highlights 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.
13. A mixed methodological approach was utilised incorporating both face-to-face and online interviews. The festival visitor survey received a total of 1960 responses, including 1374 collected on the street and 586 on line. The following table provides some key outcomes and the following sections summarises the main points of the event evaluation:

<b><u>Lumiere 2015 Key Statistics</u></b>	
Main festival performance dates:	12 <sup>th</sup> -15 <sup>th</sup> November 2015
Locations:	Durham City, with community & schools' activity across Co Durham
Total no. of installations:	29
<i>Duration</i>	<i>4 nights</i>
Total audience:	
<i>Main programme audience:</i>	200,000 (estimated)
<i>% of visitors from County Durham:</i>	62%
<i>% of visitors from the rest of the North East</i>	24%
<i>% of visitors from the rest of the UK:</i>	13%
<i>% from overseas:</i>	1%
<i>Schools audience:</i>	<i>860 children &amp; young people</i>
Overall experience:	91% of visitors reported Lumiere 2015 'Excellent' or 'Very good'
Schools involvement <i>28 workshops at 25 schools</i>	<i>860 children &amp; young people</i>
Community involvement <i>Included older people, residents and volunteers from various locations across County Durham</i>	<i>525 people</i>
<b><u>Economic impact and Return on Investment</u></b>	
Total economic impact:	£9,615,827
PR value:	£3,496,947
Value of contracts placed in County Durham	£242,539
Visitor spending	£5,876,341
Total cost ( <i>incl £200,000 of in-kind support</i> )	£1,716,509
DCC investment ( <i>incl £100,000 of in-kind support</i> )	£700,000
Durham County Council Return on Investment	1,374%

14. Festival Audience: The festival's audience has grown with each presentation. In 2015 despite heavy rain it was estimated to be 200,000; up by around 14% on 2013 (175,000) and continuing the steady increase from 150,000 in 2011 and 75,000 in 2009.
15. Almost two-thirds of respondents (63%) had attended at least one previous Lumiere, indicating the levels of continuing interest and enthusiasm that the festival inspires. Where the festival's audience was drawn from changed from 2015: the local audience from County Durham grew from c.89,250 or 51% in 2013 to c124,000 or 62% in 2015 which may be a reflection of increased

availability of tickets through customer access points and less weather dependent considerations around a visit. Similar numbers of visitors came from the rest of the North East however (50,750 in 2013 and 48,000 in 2015) although the proportion of the total changed from 29% to 24%. Over 14% or one in every seven visitors came from the rest of the UK or overseas and with them higher levels of spend on accommodation, food and shopping.

16. Lumiere was the most 'inclusive' festival of the four studied from Durham County Council's wider portfolio during 2015, attracting the broadest cross-section of different types of visitors. There was an even distribution across virtually all age bands. Visitors tended to come with a partner (30%), a family group (32%) or with friends (25%). Most were concentrated in the higher level skill bands (professional and administrative) with a relatively high proportion of retired people and (unsurprisingly) students.
17. Lumiere 2015 also saw successful achievement of the audience development targets identified in our NPO Business Plan. These included a continued improvement in business satisfaction ratings, the ongoing development of the conference element of the festival, and the creation of more community partnerships to further deepen the legacy of the festival.
18. Customer Satisfaction: Festival visitors rated the overall quality of Lumiere 2015 very highly: 91% considered it 'excellent' or 'very good', 10% up from 2013. Of people from outside the County, 80% said they were likely to come back and 90% of the County's festival-goers said Lumiere increased their sense of pride in Durham. Over 90% also reported that Lumiere 2015 made them happy personally and was an enjoyable experience; they also believed that Lumiere makes a positive contribution to Durham's cultural offer and is good for the region's economy.
19. Responding to the festival's exhibits, visitors reacted positively to interactivity and 'kinetic' installations, which involved motion in some way, especially those which engaged children. They also valued the use of iconic, local locations such as the Castle, Cathedral and Old Shire Hall; these contributed to civic pride and sense of place. Visitors appreciated the ways in which the local area and local people had been linked to certain installations: by contributing tangible materials or personal stories and through the exhibits' evocation of broader regional themes and local industrial heritage.
20. Visitors' ratings for logistical and organisational aspects of the festival were also extremely positive, with over three quarters of survey respondents rating the festival guide, ticketing, parking, visitor hub and public transport 'Excellent' or 'Very good'.
21. Community Out-reach Programme: A number of longer-term community, educational and outreach projects were undertaken across County Durham by the festival's producers, Artichoke. Linking with local Area Action Partnerships the community and participation programme reached a total of c.1,385 participants; 860 children and young people and 525 people of all ages from different communities were directly involved in the creation of the following installations:

- a. Home Sweet Home: 25 participants from across County Durham
  - b. Precious: 25 older people and 20 students from Durham Sixth Form College
  - c. Litre of Light: 28 workshops in 25 schools, total c. 840 children
  - d. Wave: 150 volunteers from local community groups
  - e. Asalto Durham: 220-225 residents from Durham
  - f. Electric Fireside: c. 100 participants from Spennymoor, Wingate and Dawdon
22. Further details on the Community and Participation programme are contained in section 8 of the Evaluation report.
23. As part of the 2015 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 have gone on to exhibit their work at other festivals in the UK and abroad.
24. 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. A similar style conference was continued in 2015 on the theme of ‘Art the World and Everything’ attracting a number of world class speakers. The addition of a conference of this standing continues to strengthen 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.
25. The impact of the festival’s community and outreach work in 2015 was rated as ‘notably strong’ and ‘highly important’ by the artists involved. It was also rated highly by teachers for the activities undertaken with local primary school children, in terms of their organisation and the connection to learning outcomes. The Litre of Light project specifically contributed to curriculum subject areas of art and design, science (light-related and environmental issues) and knowledge of other parts of the world, leading to further work on global sustainability issues. Teachers singled out the value of demonstrating aspects of technology ‘in action’ in the real world.
26. Festival Makers Programme: In 2015 the festival included for the first time the recruitment and training by the Council of a team of 190 volunteer Festival Makers, who provided invaluable support in the running of the festival as the friendly face of the event for visitors.
27. The commitment to recruiting and supporting Festival Makers by the Culture and Sport Service is an important part of its work in the community, and it is intended that the approach developed for Lumiere will provide a springboard for volunteering for other events across the County through creating a legacy team of volunteers.
28. Festival Makers were highly rated by festival-goers, with over 80% of survey respondents reporting that they enhanced their Lumiere experience, made people feel welcome, provided helpful information, and helped them find their

way around. Respondents also reported that they would have liked Festival Makers to have been able to explain more about the actual art works.

29. For visitors the feedback shows that over 50% had been in contact with a Festival Maker and made to feel welcome as a result, representing several tens of thousands of positive contacts throughout the duration of Lumiere.

30. For Festival Makers the feedback clearly indicates that:

a. Taking part had been a fun and enjoyable process, and had supported a range of changes for individuals including:

- A greater sense of pride in Durham
- Improved skills in dealing with the public
- Increased confidence and self-esteem
- Making new friends, contacts and networks.

b. Festival makers felt valued as volunteers by Durham County Council, found the process extremely positive and would like to do more volunteering in the future as a result.

31. The value of the volunteers to date is estimated at £51,500 and the value of taking part to date to the Festival Makers is estimated at £50,000 giving a total valuation under these headings of £101,500.

32. Both of these values are directly attributable to the commitment made by Durham County Council to the Festival Maker process and a £23,300 revenue investment made in support of this. The return on investment under these headings is therefore £4.35 for each £1 invested.

33. Economic Impact: Lumiere 2015 generated significant economic returns for Durham: Total economic impact was over £9.6million (versus £5.8million reported in 2013). Some of this difference may be attributed to greater scrutiny of visitor spend in 2015, including size of survey respondents' parties rather than focusing on individual spend.

34. The estimated gross direct spend reported by Lumiere visitors was £6.5million, equivalent to almost £5.9million net. The relative net impacts per visitor according to where people came from varied: County Durham visitors' net spend was £22.87; visitors from the rest of North East spend was £29.88; and £202.39 for visitors from the rest of UK, reflecting accommodation costs. 45% of visitor spending went on food and drink, rising to over 60% for visitors from within the region.

35. Total Advertising Value Equivalency (AVE) generated by Lumiere 2015 amounted to £3,496,947, up by 11% from 2013 (£3,158,016). The overall Return on Investment from Lumiere for Durham County Council was 1,474% (compared to 1,358% in 2013).

36. The overall response of local businesses to Lumiere 2015 was more positive than previous. They appreciated business engagement activity and improved communication in the run up to the festival; some businesses changed their offer during the festival and some reported an increase in their takings – though this could be better reported to improve impact assessment. There was a sense

of acceptance about the practical issues of the festival which can cause disruption and a general appreciation that Lumiere is good for the city and for the region.

37. The value of contracts placed within County Durham was £242,539. This is an improving position and one which would be anticipated to grow further in any future events.

## **2015 Financial Considerations**

38. In 2015 the total budget for the event was £1.8 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 (£600,000) 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.
39. 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.
40. The Council's framework for festivals and events sets out a range of criteria against which it suggests events should aspire to contribute. It is clear from the evaluation of the 2015 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.
42. In addition, the event provided a unique opportunity for cross departmental working with a wide range of services making a significant contribution to the event's success. This support was, in part, given in kind and it was noticeable the number of Council staff who gave their time freely in order to support the event. Of particular note were Communications, Culture & Sport, Direct Services, Technical Services, Transport and Licencing's contribution.

## **Lumiere 2017**

43. There is strong evidence from the 2015 event of significant public interest for the Council with partners to deliver an equally spectacular event again. If the biannual pattern previously adopted was followed, this would see a fifth Lumiere event in 2017.
44. It is anticipated that to stage the event in 2017 the cost will be an estimated £1.8 million. 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.
45. In order to achieve the required level of resource, an indicative funding package has been developed that would see a cash contribution of £600,000 from a mixture of Performance Reward Grant (allocated from the County Durham Economic Partnership Board in 2010 which has been used to fund previous Lumiere Festivals) and cash-limits reserve, that would lever a further £500,000 from Arts Council England under the existing NPO agreement. It is anticipated that the remaining £700,000 of funding needed would be raised from wider

partners and sponsorship, although the Council would also provide an additional £100,000 of in-kind assistance.

46. Initial discussions with stakeholders suggest this is an achievable budget. The Council has already been in close discussion with Arts Council England in relation to support for 2017, based on 2015 outcomes, and they have expressed they are very pleased with the festival's development and committed to the 2017 element of the NPO funding at £500,000.
47. 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 2017.
48. 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.
49. As the festival gains in stature and scope it is important that consideration is given to how the festival can be further developed in order to provide greater benefits to the city, county and region. This is not only an aspiration of the festival organisers, in ensuring robust planning for the event benefits and sustainability, but is also an integral requirement of the NPO funding from Arts Council England.
50. As part of the evaluation and debrief organisers, stakeholders, festival visitors, local businesses, artists and schools were surveyed and asked for comments and suggestions about how to further improve the festival. Should the recommendations of this report be accepted these key issues and lessons learnt will form an improvement agenda for the 2017 Steering Group. This includes suggestions on improving the availability and clarity of the festival guide, and more live information available for instance relating to traffic or congestion.
51. There is opportunity to involve LUCI (Lighting Urban Community International) with the festival, by hosting its Annual General Meeting (AGM) in Durham City to coincide with the Festival. LUCI is a unique international network bringing together cities and lighting professionals engaged in using light as a major tool for sustainable urban, social and economic development. Created in 2002, at the behest of the City of Lyon, today LUCI is an organisation of over 100 members, comprising around 70 cities covering four continents and 40 associated members (international companies, lighting designers and architects, universities, independent lighting professionals).
52. Whilst the majority of costs for the AGM including accommodation and transport to Durham, would be met by LUCI, there may be some costs associated with hosting this, including venue, some catering and programming of local activities for delegates. This has not been fully quantified and there be sponsorship including from local companies to support this. Facilitating the meeting would



allow a significant opportunity to showcase Durham and its businesses to over 200 world-wide delegates, adding further to its international reputation and profile. Precise details of the arrangements would need to be discussed and agreed with LUCI, and it is proposed to delegate responsibility for this to the Corporate Director in consultation with the Portfolio Holder for Economic Regeneration.

## **Conclusion**

53. The 2015 Lumiere festival was an outstanding success. The wider considerations of the evaluation of the festival has re-enforced the view that there is a strong case for commissioning a further Lumiere festival for 2017.
54. 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 2017 Lumiere event.

## **Recommendations**

55. It is recommended that:

- a. Artichoke are re-commissioned to plan and programme a fifth Lumiere festival for delivery in 2017, in consultation with relevant stakeholders
- b. The Council provides a cash contribution of £600,000 from a mixture of Performance Reward Grant and cash-limits reserve and £100,000 of in-kind assistance.
- c. The terms of the contract are delegated to the corporate Director of Neighbourhood Services in consultation with the Cabinet Portfolio Holder for Economic Regeneration.
- d. In principle agreement is given for hosting the prestigious LUCI Annual General Meeting to coincide with Lumiere, with agreement to terms with the organisers delegated to the Corporate Director of Neighbourhood Services in consultation with the Portfolio Holder for Economic Regeneration.
- e. Further reports providing an update on progress in relation to the 2017 event will be presented to Cabinet.

## **Background papers**

Evaluation of the 2011 Lumiere Festival Cabinet 18<sup>th</sup> April 2012

Lumiere 2015 Cabinet 16<sup>th</sup> July 2014

Festivals and Events Programme Development. Cabinet 16<sup>th</sup> July 2014

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## **Appendix 1: Implications**

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**Finance** - The proposed contribution of the Council, as set-out in the report, is a cash contribution of £600,000 (£400,000 from Performance Reward Grant and £200,000 from cash limits) and £100,000 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.