

Cabinet

11 July 2018

Lumiere Festival 2019 & 2021



Report of Ian Thompson, Corporate Director of Regeneration and Local Services

Cllr Ossie Johnson, Cabinet Portfolio Holder for Tourism, Culture, Leisure and Rural Issues

Purpose of the Report

1. The purpose of this report is to inform Cabinet of the evaluation of the 2017 Lumiere festival, which demonstrates the success of the event and to seek approval for resources to stage a special 10th Anniversary Lumiere festival in 2019, with a further event in 2021.

Executive Summary

2. Following the success of the previous four editions of Lumiere, in terms of economic impact, community involvement and public support, the evaluation of the fifth edition in 2017 sets out a compelling proposal to stage the event again in both 2019 and 2021.
3. The report has a number of key implications namely:
 - a) A commitment to stage a 10th Anniversary Lumiere Festival in 2019, and a further event in 2021.
 - b) Given the economic and social importance of the festival, the utilisation of £1.8million from the Cultural Programme Reserve, established from a VAT windfall over 4 years, with the intention of leveraging additional external funds for the two festivals.
 - c) Procurement of Artichoke as a delivery partner.
 - d) Meeting the Council's commitment to the Arts Council England National Portfolio Organisation (NPO) grant offer, leveraging £1million.
4. In doing so the report seeks to make the following recommendations:
 - a) Artichoke are re-commissioned to plan and programme Lumiere festivals for delivery in 2019 and 2021, in consultation with relevant partners and stakeholders.

- b) That the Cultural Programme Reserve, ring-fenced to support culture based regeneration, is utilised to fund Lumiere activities across the NPO funding period encompassing events in 2019 and 2021 together with supporting activities across the period 2018 – 2021.
- c) Approval of the terms of the contract be delegated to the Corporate Director of Regeneration and Local Services in consultation with the Cabinet Portfolio for Tourism, Culture, Leisure and Rural Issues.
- d) Further updates on progress in relation to the 2019 event will be presented to Cabinet.

Background

- 5. The report 'Durham County Council's Festivals and Events Programme Development' was considered by Cabinet at its meeting on 16 July 2014 and set 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.
- 6. 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. In line with this definition, Lumiere, as previously, is to be put forward as a Signature Event for consideration.

Lumiere 2017 Overview

- 7. Following the extremely successful festivals in 2009, 2011, 2013 and 2015, Artichoke was again commissioned by Durham County Council to produce and deliver a fifth festival in 2017 as part of a series of events supported by Arts Council England through Durham's status as a National Portfolio Organisation (NPO).
- 8. 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. Artichoke, as lead partner, was primarily responsible for content and programme, as well as generating the non-Council income for the festival.
- 9. Lumiere is the UK's largest light festival and has a proven track record in attracting very large numbers of visitors to Durham City and the wider county. There are also very significant economic benefits for local businesses resulting in an increased interest to get involved in the 2017 festival.
- 10. The popularity of Lumiere has grown dramatically since the first festival held in 2009. In 2017 more than 240,000 visitors attended compared to 200,000 in

2015. It is widely accepted as an outstanding cultural event in the North East. It gives Durham an important international profile as the birthplace of Lumiere, particularly as it has led to successful festivals in Derry and London.

11. Lumiere 2017 followed the highly successful format of the previous events taking place over four nights, from Thursday 16 to Sunday 19 November.
12. The 2017 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 by national and international artists. Other existing pieces were reimagined and adapted to work with the City's natural and built landscape.
13. The 2017 festival spread the footprint across a wider area, taking people on a journey through the heart of the City and also out to the University and Botanic Gardens.

2017 Evaluation

14. The Council has been working with Marketwise Strategies Ltd. to roll-out a consistent evaluation model across all events. This provides an independent assessment of the events and festivals alongside their economic and social value.
15. The 2017 Evaluation Report (Appendix 2) concludes that Lumiere 2017 was a considerable success. It particularly highlights the significant economic impact, the substantial value of media coverage which delivered Durham a high national and international profile and the strong social value of the event which saw a record 1,000 local people of all ages and backgrounds play a part in some of the installations. Together these benefits represent a very considerable return on investment for the Council and the county.
16. Festival feedback was gained via both face-to-face and online interviews. The following provides some key outcomes:

The Audience	
Total Audience of Lumiere, across four nights	240,000

Where Visitors Were From	
% of Visitors from County Durham	56%
% of Visitors from the rest of the North East	31%
% of Visitors from the rest of the UK	12%
% of Visitors from overseas	1%

Schools & Community	
Number of schools involved	24
Audience size from School events	720
Audience size from other community projects	1000

Intentionality and Visitor Experience	
% in Durham specifically for Lumiere	91%
Overall experience, rated 'Good' or 'Very Good'	72%

Economic Impact and Return on Investment	
NET visitor spend	£2,953,558
Value of contracts placed in County Durham	£198,750
PR value (AVE)	£4,406,178
Total NET economic impact:	<u>£7,558,486</u>
Durham County Council investment	£600,000
Durham County Council Return on Investment	1260%

17. Festival Audience: The festival's audience has grown with each edition. In 2017 it was estimated to be 240,000; up by 20% on 2015 (200,000) and continuing the steady increase from 175,000 in 2013, 150,000 in 2011 and 75,000 in 2009. The festival brings world class cultural experiences to the public and showcases Durham's unique offer.
18. Lumiere remains one of the most inclusive events in the Council's portfolio, appealing across ages, genders and social classes. Just under two-thirds of festival visitors (65%) were female; approximately half (49.7%) were aged 45 or older, and half (48.8%) were aged under 45; 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; fewer attending the actual festival were in manual jobs or unemployed.
19. Almost two-thirds of respondents (64%) had attended at least one previous Lumiere, indicating the level of the public's continuing affection for the festival

(36% new audience) and enthusiasm that it inspires. Of those, 87% had attended in 2015. A quarter of those who had been before (25%) had been to all previous Lumiere festivals.

20. Almost all of the visitors (99%) lived in the UK. Over half (56%) of the total sample lived in County Durham, 31% in the rest of the North East (representing a significant rise in the regional audience) and 12% in the rest of the UK. The countries of residence of the 14 who did not live in the UK were Canada, China, Germany, Hong Kong, Nigeria, Singapore, Sweden and USA.
21. Around 92% of respondents were White British, 3% were 'other white background' and 1% were Chinese. There were also small numbers of respondents (less than 1% each) from other backgrounds. Around 7% of visitors said that their day-to-day activities were 'limited a lot or a little' because of a health problem or disability.
22. Customer Satisfaction: Festival visitors rated the overall quality of Lumiere 2017 highly, with 72% considering it 'good' or 'very good'. The same proportion (72%) rated the quality of the light installations themselves as 'very good' or 'good'.
23. Of all festival-goers, 90% said Lumiere was good for the city's image and that it makes a positive contribution to Durham's cultural offer. The vast majority of visitors (between 78% and 89%) also 'strongly agreed' or 'agreed' with other indicators about the festival, including: it is good for the regional economy (89%), and it showcases Durham's attractions (82%). Of those who live in the County, over three-quarters (77%) of visitors said that Lumiere made them feel more proud of the County.
24. Responding to the festival's exhibits, visitors reacted positively to Dome and Arches in the Market Place (identified as most enjoyed by 21% of visitors), followed by the riverside area (17%) and the Cathedral (16%). Despite being visited by less than half of respondents, the 'purple zone' installations on the outer reaches of the festival footprint (What Matters, For the Birds and Cosmic Architecture) were among the ten most enjoyed installations.
25. Valuable feedback was also received regarding some aspects of the festival which could be improved, with a number of visitors describing either a negative experience or a negative view of the festival. The most common theme among these was that Lumiere 2017 was 'not as good as in previous years', either due to the installations or other factors such as issues with queuing and a lack of information.
26. These valuable comments provide the opportunity to improve future festivals ensure visitor expectations are satisfied, while also continuing to push the festival artistically and challenge visitors' perceptions of what art can be. This feedback will help to inform future festivals.
27. Community Outreach 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.1,720 participants. This included 720 children and young people participating through a schools programme, and c1,000 people of all ages from different communities who were directly involved in the creation of the following installations:

- a) The Common Good (by Shared Space and Light)
- b) Our Moon (by Hannah Fox)
- c) Cosmoscope (by Simeon Nelson)
- d) For the Birds (a collective of artists)
- e) Entre Les Rangs (by Rami Bebawi)
- f) The Umbrella Project (by Cirque Bijou)
- g) ANON (by Walter & Zoniel).

28. From those taking part, almost all participants (95%) agreed that taking part in a Lumiere project had been 'an enjoyable experience'. The same proportion (95%) agreed that it encouraged participation in community life. The community and outreach work was seen as important by the artists involved, and also rated highly by teachers for the activities undertaken in terms of their organisation and the connection to learning outcomes.
29. As part of the 2017 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.
30. As in previous years, an international conference ran alongside the festival. Entitled 'Who Are We, And Where Are We Headed?'. The conference attracted speakers from around the world and delegates from across the country. The addition of a conference of this standing continues to strengthen Durham's reputation with the arts sector, both nationally and internationally.
31. In addition, 2017 saw Durham host the LUCI (Lighting Urban Community International) Conference alongside the festival. This unique international network event brought together cities and lighting professionals engaged in using light as a major tool for sustainable urban development. Staging the event in Durham helped to bring significant economic and reputational benefits to the city.
32. Festival Makers Programme: In 2017 the festival once again included a team of 315 volunteer Festival Makers, who provided invaluable support in the running of the festival as the friendly face of the event for visitors.
33. 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 the approach developed for Lumiere has provided a springboard for volunteering for other events across the County by creating a legacy team of volunteers.

34. Festival Makers were well regarded by festival-goers, with a number of respondents praising the quality and friendliness of the team, and reporting that they enhanced their Lumiere experience, made people feel welcome, provided helpful information, helped them find their way around, and helped visitors to understand and interact with the art installations.
35. A detailed independent evaluation report of the Lumiere 2017 Festival Makers programme was commissioned. The report sought to capture results under a series of principal headings. These were:
 - a) Recruitment of Festival Makers for Lumiere 2017
 - b) Supporting the skills, knowledge and motivation of Festival Makers
 - c) Enabling Festival Makers to operate effectively at Lumiere 2017
 - d) Delivering stakeholder outcomes
 - e) Creating value
36. The report concluded that significant positive change has occurred for many of the Festival Makers. These relate to Festival Makers feeling a greater sense of pride in Durham; improved skills in dealing with the public; increased confidence and self-esteem. Gaining skills, experience and qualifications was also highlighted by the Festival Makers as a reason for volunteering as well as improving social physical and mental wellbeing.
37. Many Festival Makers also believed that they had gained new skills that would be useful to them elsewhere; had improved their teamworking skills; made new friends, contacts, and networks; better appreciated other people's cultures and interests; and felt more positive about life in general.
38. The value of the Lumiere volunteers is estimated at £83,979 and the social value of volunteering to the Festival Makers is estimated at £66,218 giving a total valuation under these headings of £150,197.
39. Both of these values are directly attributable to the commitment made by Durham County Council to the Festival Maker process and a £26,140 revenue investment made in support of this. The return on investment under these headings is therefore £5.75 for each £1 invested. This equates to a 32% increase in the return on investment compared to the Festival Maker 2015 valuation.
40. In addition to the volunteer Festival Makers, three paid traineeships were available for local residents interested in developing a career in artistic event management. This enabled the individuals to gain experience of working on such an event and access to expert knowledge and training.
41. Economic Impact: Lumiere 2017 generated significant economic returns for Durham; the total economic impact was over £7.6 million.
42. The estimated NET direct spend reported by Lumiere visitors was £2.95m. The average visitor spend was £23.79 per individual. Broken down by

location, the relative net impacts per visitor according to where people came from varied: County Durham visitors' net spend was £7.23; visitors from the rest of North East spend was £13.05; and £67.03 for visitors from the rest of UK. Around 75% of visitor spending went on food and drink.

43. Total Advertising Value Equivalency (AVE) generated by Lumiere 2017 amounted to £4,406,178, up by 21% from 2015 (£3,496,947). The overall Return on Investment from Lumiere for Durham County Council was 1,260%.
44. The overall response of local businesses to Lumiere 2017 was good. Almost three quarters of businesses (72%) generally felt either 'very positive', 'positive' or neutral about Lumiere taking place in Durham; and around 61% felt that Lumiere 2017 was either 'much more positive', 'more positive' or the 'same' for their business than in 2015.
45. There is an understanding that the festival can sometimes cause disruption but there is a good level of appreciation that Lumiere is highly beneficial for the city and for the region. The majority of businesses questioned (78%) thought that it had a positive impact on Durham City in terms of the city's reputation and public profile.
46. 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.
47. 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 2017 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.
48. 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 Licensing's contribution.
49. 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.

Lumiere 2019 & 2021

50. In 2017 the total budget for the event was £1.8 million. Artichoke raised the funds from a wide range of sources including the Council's commissioning fee, 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.
51. The strength of the consistently growing crowds and support from businesses for the event demonstrate there is an enthusiasm for the Council to deliver an equally high profile event again. If the biennial pattern previously adopted was followed, this would see the next Lumiere event in 2019. However, to enable longer term planning and to capitalise on the success of the event, it is proposed that commitment be given to staging the event again in 2019 and 2021.
52. In July 2017, Durham County Council was successful in its bid to receive Arts Council England NPO funding for another four years, meaning that three key festivals (BRASS, Durham Book Festival and Lumiere) will receive Arts Council England support from April 2018 to March 2022. The total award across the four years is £1.6 million, broken down into BRASS (£140k pa), Durham Book Festival (£25k pa) and Lumiere (£250k pa).
53. It is anticipated that to stage the event in 2019 the cost will be an estimated £2 million. As the 10th anniversary of Lumiere, it is proposed that the festival be the most ambitious yet to include both newly commissioned works and a range of favorites from previous years. This will continue to raise Durham's profile nationally and internationally and attract further funding from external sources.
54. The Council has been a key contributor to the event in the past, and it is proposed this continues with commitment to a funding package of £1.8million over 4 years from the Council's Cultural Programme Reserve, recently established from VAT windfall in Culture & Sport. In addition, the Council would continue to provide £100k of in-kind assistance to each event.
55. The Council has already been in close discussion with Arts Council England in relation to support for 2019, based on 2017 outcomes, and they have expressed they are very pleased with the festival's development committing £1m NPO funding to events in 2019 and 2021. This is encouraging and means a greater return on investment in relation to the Council's contribution.
56. It is anticipated that the remaining funding would be raised from wider partners and sponsorship, and initial discussions with stakeholders suggest this would be easily achievable. However, the ability to get commitment from sponsors is dependent on there being a decision to host the event in 2019.
57. The further commitment to fund across the next 4 years of the NPO grant period to 2021 would also allow for greater planning across the festivals, both

artistically and also in developing relationships with potential partners and sponsors.

58. Finally, it is proposed that the Council's Cultural Programme Reserve be used to create legacy artworks in the non-Lumiere years (2018/19 and 2020/21), which will provide lasting pieces of public art for the county, and will help to keep the Lumere brand alive through the biennial cycle.
59. Opportunities to further develop the festival: 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.
60. 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 2019 Steering Group.
61. Beyond the festival event itself, wider aspirations of providing a legacy are being addressed through the continued adoption of 'legacy pieces' that remain as permanent installations enlivening the city landscape. Wider exploratory discussions are also taking place with Artichoke about a permanent presence in County Durham to support and develop the County's growing reputation for light art through community engagement, professional practice, exhibitions and studio spaces.

Conclusion

62. The 2017 Lumiere festival was a significant success in terms of both economic and social impact. The wider considerations of the evaluation of the festival has re-enforced the view that there is a compelling case for commissioning further Lumiere festivals.
63. 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 Lumiere events for both 2019 and 2021.

Recommendations

64. It is recommended that:
 - a) Artichoke are re-commissioned to plan and programme a Lumiere festival for delivery in 2019 and 2021, in consultation with relevant stakeholders.
 - b) That the Cultural Programme Reserve consisting of VAT windfall funds is utilised to fund Lumiere activities across the NPO funding period

encompassing a significant 10th anniversary event in 2019 and a further event in 2021 together with supporting activities across the period 2018 – 2021.

- c) Approval of the terms of the contract is delegated to the Corporate Director of REAL Services in consultation with the Cabinet Portfolio for Tourism, Culture, Leisure and Rural Issues.
- d) Further updates on progress in relation to the 2019 event will be presented to Cabinet.

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With Key input from:

Service	Input	Contact
Legal	Contractual matters	David Taylor
Transport	Traffic Management	Dave Wafer
Resources	Financial resources	Phil Curran
Enviromental Health	Licencing issues	Joanne Waller
Corporate Comms	PR & Advertising	Vanessa Glover
Procurement	Artichoke Appointment	Darren Knowd

Appendix 1: Implications

Finance –

The proposals set-out with the report would commit funds from the recently established Cultural Programme Reserve of £1.8million between 2019 and 2021. The break down of this may be summarised as follows:

Lumiere Festival 2019	£800,000
Lumiere Festival 2021	£800,000
Interim Lighting Events	£200,000

The increase in the direct contribution of the Council is to meet the increasing security measures demanded of the event in the current climate.

The Council would also be committing to circa £200k of in-kind costs associated mainly with traffic, transport and clean and green activities over the 4 year period.

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 needs to be continued work undertaken using normal procedures.

Human Rights -

Not applicable.

Consultation –

A number of consultations take place with stakeholders in the planning of the event including local residents, businesses, University and Cathedral.

Procurement –

It is proposed that in line with Regulation 32 (b) (iii) of the Public Contract Regulations (2015) 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 due to

the existence of exclusive rights, the public contract can 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 –

The report recommends approval of the commissioning of the economic operator holding exclusive rights to produce the event which is permissible under Public Contract Regulations 2015. The terms of the contract will be negotiated along a similar format to previous events.