

# Part 1: Introduction

## 1 Introduction

### Background

- 1.1 In 2001, consultation on the London Borough of Camden's (LBC) borough-wide licensing and planning policies<sup>1</sup> highlighted concerns related to the night-time economy in various locations, including in Camden Town. In response to these concerns, in 2002, the LBC started to prepare integrated Planning and Licensing Area Guidance for food, drink and entertainment uses in Camden Town. A range of area management initiatives, including some related to the night-time economy, were also being developed in the area.
- 1.2 The draft London Plan was published for consultation by the Mayor in June 2002, and was finalised in February 2004. It highlights the major contribution the Capital's night-time economy makes to London's world city status, and notes that demand is increasing for many late-night services. The Plan suggests that where appropriate boroughs should support evening and night-time entertainment activities, and that integrated action to manage the night-time economy needs to involve all relevant agencies. The Plan suggests that, where appropriate, boroughs should consider designating Entertainment Management Zones (EMZs) in Unitary Development Plan (UDP) policies.
- 1.3 To support implementation of the Plan, the Mayor intends to produce good practice guidance on better management of the night-time economy. In order to prepare this guidance, in 2002, the Greater London Authority (GLA) approached a number of London Boroughs which were piloting innovative approaches to controlling, managing and monitoring the night-time economy. It was therefore decided to embark on a joint study in early 2003 on better management of Camden Town's night-time economy as part of both the LBC's and GLA's wider work.

### **A managed approach to the night-time economy in Camden Town, research study**

- 1.4 Camden Town is one of the LBC's most popular areas of evening entertainment and includes late-night activity. The area has an international reputation for its key role in the development of various types of popular music, including Two-Tone, punk and Britpop. Camden Town has a cluster of pubs, bars, restaurants and music venues, offering a range of facilities and employment, mainly geared towards young people.

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<sup>1</sup> Consultation on the borough's Licensing Policy "Night In, Night Out" was carried out in 2001/2, and the Policy was adopted in 2002. Consultation on key issues related to the review of the Unitary Development Plan (UDP) was carried out in 2001 as part of on-going statutory processes.

1.5 Camden Town also suffers from a wide range of problems, many of which are directly or indirectly associated with the area's night-time economy. The area has a substantial residential population, and there are tensions and conflicts with commercial uses, particularly late at night. Key evening and late-night issues include crime and anti-social behaviour, noise disturbance, litter and refuse, transport and parking.

1.6 The objectives of this study were to:

- collect fine-grained data on Camden Town's night-time economy to provide a better understanding of how the area works in the evening and at night; and
- to use this detailed background data to identify, pilot and monitor specific, tailored initiatives and measures to improve the management of the area.

1.7 Camden Town is a complex, multi-dimensional area requiring a wide range of services. The Council works with a variety of partners and agencies delivering services in Camden Town. The LBC is currently working with these partners to improve the strategic management of services in the area, and is exploring new initiatives to deliver better and more integrated services. This research provides background information for this work, highlighting the relationships between different service areas and emphasising the importance of strategic management. The wide-ranging set of data on Camden Town's night-time economy provides a better understanding of how the area works, and has enabled the identification of key issues. This has and will allow the LBC to work with partner agencies to design specific, detailed responses to tackle the area's problems. Findings from this study have already been useful in shaping service improvements and attracting funding for innovative initiatives, for example through the Liveability Fund and the on-going development of the new licensing policy for Camden Town.

#### **Overview of the study**

1.8 Conceptually the study was split into two stages:

- **Stage 1:** recording existing conditions in Camden Town (assembling existing data, identifying gaps and carrying out new research), identifying key issues and identifying a range of measures to tackle them; and
- **Stage 2:** testing selected measures identified in Stage 1, monitoring impacts and documenting lessons learned.

1.9 In practice and given the complex, multi-disciplinary nature of the issues involved, the two stages of the study have run concurrently. Stage 1 of the study ran from January 2003 to February 2004 and Stage 2 work, including the introduction of new management measures and service refinements, has been on-going through 2003 and still continues. As mentioned above, the findings of this study are already being put to use, and are helping to shape the management of Camden Town's night-time economy. Further refinements to management of the area are currently being progressed. The second stage of the study will continue in 2004 and 2005, and will involve the continued implementation and monitoring of improved management measures. Further detail is provided in Part 4 of this report.

- 1.10 The GLA will use the outputs of Stage 1, as well as from studies carried out by other Boroughs, to prepare good practice guidance in 2004. They will continue their involvement in the management of Camden Town's night-time economy, and may use it to inform further advice and guidance on management of the night-time economy in the future.

**Scope and structure of this report**

- 1.11 This report primarily provides the findings of Stage 1 of the study. Part 4 also provides information on the management measures that have been undertaken so far form part of the Stage 2 work. The report is structured as follows:
- **Part 1** includes this introduction and an explanation of the study method. It also provides a definition of the study area and the night-time economy (**Sections 1-3**);
  - **Part 2** provides a description of the night-time economy in Camden Town, setting out details of land uses, licensed premises, cultural aspects of the participants in the night-time economy, participants in the night-time economy and their activities, employment and the economic value of the night-time economy and the residential population of the area (**Sections 4-10**);
  - **Part 3** sets out the impacts of the night-time economy, and provides data on transport, crime and anti-social behaviour, street cleanliness and noise, as well as providing a summary of the baseline data (**Sections 11-16**); and
  - **Part 4** sets out perceptions of the night-time economy, summarises the key issues and reviews current and planned management measures. Part 4 also sets out the next steps for the study (**Sections 17-19**).
- 1.12 The Appendices provide detailed reports of research which was carried out as part of this study.

## 2 Study method

### Study inception and management

2.1 A workshop was held on 23 January 2003 to discuss the scope and purpose of the study. It was attended by officers from the GLA and LBC, academics, consultants and the MPS. Following this, the key topic areas to be investigated were identified as follows:

- licensing and planning;
- crime and anti-social behaviour;
- street cleansing;
- transport;
- noise; and
- management structures.

2.2 A management structure for the study was also set up. A LBC officer was appointed to lead on each topic area, and the study was managed by three study managers (two LBC and one GLA officer). Regular working group meetings were held to discuss findings, reporting periodically to senior LBC officers.

### Study tasks

2.3 **Figure 2.1** shows study tasks. Although **Figure 2.1** shows a linear process, in practice there was interaction between the tasks, with data becoming available throughout the study period, analysis refined and measures piloted.

2.4 Task 1 involved assembling and analysing existing data and identifying gaps. This involved compiling all available existing baseline data for the various topic areas identified. The key gaps identified were:

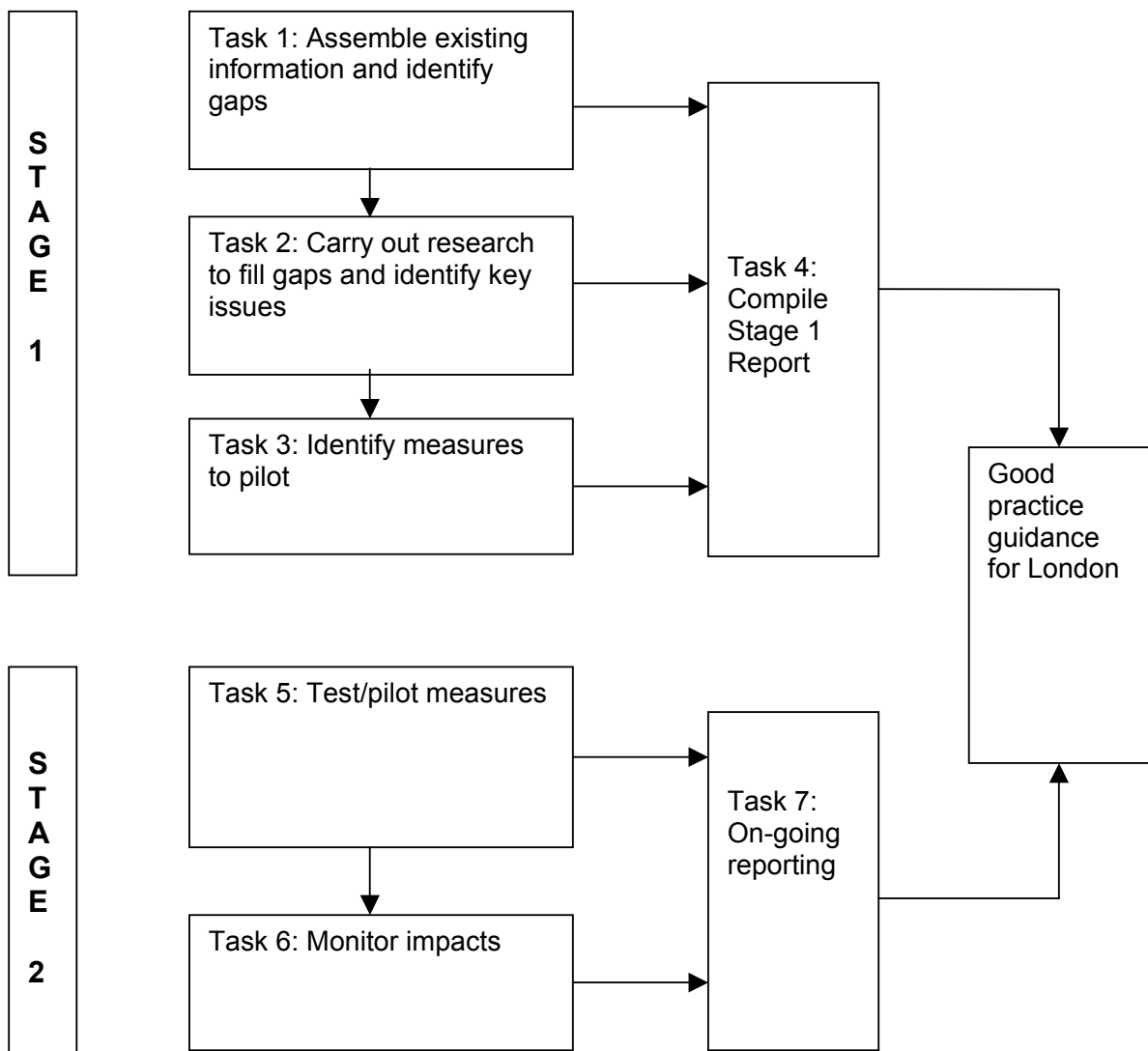
- data on pedestrian flows and activity in the evening in Camden Town;
- data on anti-social behaviour;
- information on the types of people who participate in Camden Town's night-time economy and the different facilities used;
- data on travel behaviour; and
- information on levels of street cleanliness.

2.5 Task 2 involved carrying out new research to fill the identified gaps. The following studies were commissioned:

- a questionnaire survey of participants in the night-time economy (**Appendix A**);
- an observational survey of pedestrian flows, standing groups and anti-social behaviour (**Appendix B**);
- a survey of standards of street cleanliness through the evening and night (**Appendix C**).

- 2.6 Task 3 consisted of identifying measures to improve the management of the area. These emerged throughout the Stage 1 work, and often as part of on-going work and other initiatives. Task 4 involved compiling the Stage 1 work into this report.
- 2.7 Tasks 5 and 6 involve testing the selected management measures identified through Stage 1 of the study and other initiatives. In a number of areas, this task has already commenced, and a range of measures are currently being implemented and monitored. The results of the second stage will be reported as appropriate. This is an on-going exercise, depending on the measures being implemented.

**Figure 2.1: Study tasks**



### **3 Definition of the night-time economy and study area**

3.1 The area's night-time economy has a number of dimensions as follows:

- the range of activities;
- the time period; and
- the geographical study area.

3.2 The definition of these factors is not a straight-forward process. Working definitions have evolved through the study as information has become available about the area, and these are set out below. They provide the basis for the analysis of the night-time economy presented in the rest of this report. They are not, however, intended to be fixed or definitive.

#### **Range of activities**

3.2 The questionnaire survey (see **Appendix A**) indicates that Camden Town's night-time economy is composed of the following main activities:

- working – this includes people working in offices, shops and other businesses, as well as people working in the entertainment industry;
- shopping – a number of shops in Camden Town are open in the evening, and these contribute to the night life of the area; and
- entertainment/leisure/socialising – the majority of the area's night-time economy is made up of people going out for the evening/night. The main activities are drinking, dining and visiting music venues and clubs.

3.3 The data and surveys have also highlighted a range of informal and often illegal activities which are carried out in Camden Town, including in the evening and at night. These include drug dealing, begging and other activities of street drinkers. While these activities are not part of the formal night-time economy, they are directly related to it and the large volumes of people it attracts. These activities are also important in terms of their impact on environmental quality in the centre, including in the evening and at night.

#### **Time period**

3.3 The activities which are carried out in the evening and at night operate over different time periods. Some activities, such as working and shopping are focused on the day-time, but also extend to some extent into the evening and night. Some leisure and entertainment activities are carried out around the clock, but have a focus on the evening and night. Camden Town's night-time economy has a complex temporal pattern, with different activities operating at different times.

3.4 Broadly, the time period considered in the study was from 6pm to 6am. However, in many instances a narrower time period was used. This was due to the form of the data available, the issue being investigated and the resources available. The various time periods considered are explained throughout the report.

### **Study area**

- 3.5 The study area is shown in **Map 3.1**. This was based on a policy study area boundary used in the planning and licensing area guidance mentioned in **paragraph 1.1**. The pedestrian survey indicated that the study area boundary generally provides a good description of the spatial extent of activity in the area. However, the pedestrian survey did highlight strong pedestrian flows in the evening (although not late at night) between the study area and the area to the east around Camden Road surface rail station. This area has a cluster of licensed premises and it may be appropriate to consider this as an extension of Camden Town's main entertainment area.
- 3.6 Again, depending on the data and resources available and the issue being considered, data was collected for sub-areas within the study area as appropriate. This is explained throughout the report.