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| LONDON BOROUGH OF CAMDEN | WARDS: All |
| REPORT TITLE Themed Debate – developing and Evening and Night-Time Strategy for Camden | |
| REPORT OF Cabinet Member for New Homes, Jobs and Community Investment | |
| FOR SUBMISSION TO Council | DATE 20 November 2023 |
| STRATEGIC CONTEXT <p>The Council is committed to making Camden a place for everyone, where no one is left behind. We Make Camden sets out the Council’s ambition that ‘Camden’s local economy should be strong, sustainable, and inclusive – everyone should have a secure livelihood to support them to live a prosperous life’. The Council is committed to “working to preserve a dynamic evening and night-time economy, recognising this as one of the things that makes Camden special. We will seek to balance the needs of visitors and businesses with those of local people who may be negatively impacted. In this, we will recognise the needs of the full range of employees and businesses that work at night.”</p> <p>Camden is producing an Evening and Night-time strategy that protects and promotes our economic and cultural assets, supports liveability and wellbeing for those that live and work in or near night-time hotspots and aims to be a joining piece between existing strategies and service delivery that have a material impact on Camden between 6pm and 6am.</p> | |
| SUMMARY OF REPORT <p>This report introduces how we have approached the development of a strategy through engagement and a Citizens’ Assembly to co-design a vision and principles for a strategy and the output of the assembly.</p> <p>The report forms the background to a themed debate at the Full Council meeting in November 2023.</p> <p>During the debate we will hear from the Mayor of London’s Night Czar, policy advisers from the music industry, venues, residents associations and from members of the citizens’ assembly.</p> <p>Local Government Act 1972 – Access to Information No documents that require listing have been used in the preparation of this report.</p> <p>Contact Officer: Patrick Jones, Business Growth Manager, Inclusive Economy London Borough of Camden, 5 Pancras Square N1C 4AG</p> | |

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RECOMMENDATION

The Council is asked to note the report.

Signed:

A handwritten signature in cursive script, appearing to read "Dan", with a long horizontal flourish extending to the right.

Date: 8th November 2023

1. Background

- 1.1. We Make Camden sets out the Council's ambition that 'Camden's local economy should be strong, sustainable, and inclusive – everyone should have a secure livelihood to support them to live a prosperous life'. The Council is committed to "working to preserve a dynamic evening and night-time economy, recognising this as one of the things that makes Camden special. We will seek to balance the needs of visitors and businesses with those of local people who may be negatively impacted. In this, we will recognise the needs of the full range of employees and businesses that work at night."
- 1.2. Our broad purpose in developing an Evening and Night-time Strategy for Camden is to articulate a long-term vision, including for the evening and night-time economy, with supporting principles and actions. And to address pre-pandemic trends such as the reduction in venues in Camden that support diversity and inclusion, defining the evening offer beyond alcohol-led activity, promoting cultural production and contending with cost-of-living and cost-of-doing-business pressures.
- 1.3. Concurrently with the strategy development, Camden is renewing its Statement of Licensing Policy. Combined, Licensing Policy and the strategy will secure a vibrant evening and night-time experience for everyone.

2. The Evening and Night-Time in Camden

- 2.1. Camden's evening and night-time economy (ENTE) is significant to Camden, to London and internationally – in 2011 Camden was measured as having the sixth largest ENTE in the UK, with an annual turnover of £955.9m¹. It provides economic opportunities for businesses, and people of all ages, with over 113,700 jobs being carried out during the evening and night-time in the borough². It is an important part of our cultural life and a special place to visit and home to around 7% of London's key cultural venues³. However, the number of LGBTQ+ nightlife venues in Camden has fallen by 40% between 2006 and 2018. All of our grassroots music venues have faced extreme financial pressures, losing income and trade through lockdowns and then more recently the rising cost of doing business.
- 2.2. The way Camden's ENTE is managed shapes the health and wellbeing of our communities, those who work in it and our borough as a whole; 12% of the borough population lives in an ENTE hotspot and 50% within '15-minutes walk'. Whilst there are benefits to such close access, there are also impacts from noise, anti-social behaviour and negative public health outcomes linked to alcohol as well as air quality – commercial catering accounting for 39% of total particulate air pollution in Camden – the single largest emitter.

¹ TBR Observatory (2014) *Night-Mix League Table – Urban LAs 2011*. Newcastle-upon-Tyne: Trends Business Research Ltd

² ONS, Inter-Departmental Business Register 2017 – reported by the London Datastore, Mayor of London

³ Cultural Infrastructure Map, London Datastore, Mayor of London

- 2.3. The 2021 Census shows Camden is a culturally diverse borough with a 41% of the population under 30 – although this reflects our large student population. Whilst home to one of the largest economies of any local authority – at £31.4Bn Gross Value Added in 2020 it is the 4th largest contributor in London – average pay decreased by 2.8% for Camden residents compared to pre-pandemic levels and in comparison to rises of 6.9% for Greater London and 8.6% for the UK.
- 2.4. Of our estimated 113,700 strong ENTE workforce, 38% work in ‘Cultural and Leisure Activities’ where london-wide data indicates that over half of those jobs pay less than the London Living wage with a disproportionate impact on Female and Part-time workers⁴. There is also a high turnover of workers in the night-time economy and in 2022, the proportion of night-time workers fell to 26.7% and is predicted to continue to decrease from a 2014 peak of 30.8%. It is, therefore, crucial to take into consideration the wellbeing of night-time workers.
- 2.5. Providing a safe and welcoming ENTE is a key objective for the developing strategy, particularly for groups most at risk, including women, LGBTQ+ and minority ethnic communities. Engagement on the strategy has considered safety in the public realm, in venues and licensed premises and on public transport where the perception of safety impacts access. For example 57% of all day-time transport users are women but only 36% of all night-time transport users are women. Our Women’s Safety Survey (143 respondents, January 2023) tells us that 70% of respondents feel unsafe after dark with 77% experiencing street harassment, with only 16% reporting these instances. Often citing a lack of confidence in the police either being resourced properly or prioritising the issues.
- 2.6. We also know that the pandemic has changed habits and challenged business resilience, with an estimated £380m of covid support grants keeping pubs, bars, restaurants and cultural venues open⁵ and in the last year, significant inflationary pressures on energy bills, rent and consumer spending. Therefore this strategy also needs to align with our area regeneration work to promote the vitality of our town centres and neighbourhoods.

3. Approach to Strategy and Engagement

- 3.1. The development of the Evening and Night-Time strategy is guided by a Member Sub-group, chaired by Councillor Simpson as chair of the Licensing Committee. Their initial steer was to clearly articulate what’s important and needed in our evening and night-time economy for our residents, workers and businesses, and those who visit Camden. It was also agreed that, to ensure our engagement process and resulting Strategy enables us to deliver change, we should use a Citizens’ Assembly model to engage citizens and stakeholders.

⁴ Annual Survey of Hours and Earnings, ONS April 2017 – reported by the London Datastore, Mayor of London

⁵ Based on analysis of value of covid business grants awarded in Camden, Eat-out to Help-out subsidy, business rates relief and Arts Council England recovery funding

- 3.2. The bulk of engagement activity, ahead of drafting the strategy, took place over the period October 2022 to March 2023. This included the following;
- 4 area workshops in Camden Town, Kilburn, Seven Dials and Kings Cross
 - 4 group workshops with Age UK Camden, Queens Crescent Community Association, Camden Disability Action and Camden Youth Council
 - Targeted conversations with Business Improvement Districts (BIDs) and business networks and the Metropolitan Police
 - A dedicated Commonplace website hosting surveys for businesses, residents, visitors and workers
- 3.3. Our engagement reached around 1600 people either through the Commonplace website or attending a workshop and gathered a huge amount of insight on the lived experience of Camden in the evening and night-time, likes/dislikes, what people want to be able to do in the evening and night, but currently cannot. All of this input formed the basis of an initial vision and draft set of principles for consideration by the Citizens' Assembly.
- 3.4. As is good practice, an Expert Advisory Group (EAG) was established to provide independent expert advice to help identify and refine the framing question for the Citizens' Assembly to ensure that it would most effectively meet its purpose for those engaged and for the Council. The EAG also reviewed the information and evidence to be presented to the Assembly and guided the choice of presenters and speakers to ensure a range of perspectives were offered
- 3.5. The EAG membership comprised;
- Sophie Asquith, Coordinator – England, Music Venue Trust
 - Colin Brummage, CEO, Camden Disability Action
 - Lizzie Cain, Senior Innovation Consultant, Innovation Unit
 - Marcus Davey, Chief Executive & Artistic Director, Roundhouse
 - Helen Dimond, Head - Customer Service, Transport for London (TfL)
 - Joe Edwards, Public Affairs, British Museum
 - Chief Inspector Nick Hackett-Peacock, Chief Inspector, Central North Borough Command Unit, Metropolitan Police
 - Matt Jaffa, Senior External Affairs Manager, Federation of Small Business
 - Dr Alessio Kolioulis, Professor & Postdoctoral Research Fellow, University College London (UCL) Bartlett Development Planning Unit & UCL Urban Lab
 - Nikki Morris, (then) Chief Executive Officer, Age UK Camden

4. The Citizens' Assembly

- 4.1. The Citizens' Assembly took place over three sessions – consecutive Saturdays of 18th and 25th February and 4th March. During the sessions 46 assembly members heard evidence, deliberated, and formed a vision, set of principles, recommendations, calls to action, and measures of success for the

council, partners and business operating in the evening and night-time and others living and working in the evening and night-time in Camden.

- 4.2. The assembly provided in-depth feedback on a draft vision – a strong sense of language, tone and positioning of the vision as being from Camden, not just the council’s voice – and agreed 8 themes containing supporting principles and calls to action;
 - Working together
 - Our inclusive community
 - Safe & convenient transport & facilities
 - Place & space
 - Inclusive economy & business
 - Liveability & wellbeing
 - Being safe & feeling safe
 - Culture, creativity & heritage.
- 4.3. Those 8 themes, supporting principles and calls to action provided a really strong steer from the citizens’ assembly and included many clear ideas to develop into actions for a strategy. The recommendations repeatedly calls for collaborative working and more community empowerment in the way public space, cultural events and management of licensing and the economy are managed. The recommendations also address how different stakeholder needs can be balanced with calls to action that support residents, businesses, workers and visitors to Camden’s evening and night-time economy. How the council is responding to the recommendations is set out in section 5 of this report and an outline of how the strategy will be developed is set out in section 7.
- 4.4. Feedback from those involved in the assembly, residents, businesses and council officers was positive. There was a definite sense among participants that the Council and the officers in the room genuinely wanted to hear from them and a desire to remain involved in the conversation.
- 4.5. Involve, who were commissioned by Camden to co-design and facilitate the citizens’ assembly have drafted the final report of the assembly. The report represents, as faithfully as possible, the work and conclusions of the assembly members. The report has been published on our Commonplace website. There is a strong expectation that the Council will ‘follow through’ by taking on board the Assembly’s recommendations and continue to communicate with assembly members as we go through the strategy development and adoption process.

5. Internal Service engagement

- 5.1. The insights from the assembly are now being worked through to develop an Evening and Night-Time strategy which aligns with Camden’s overall strategic approach and objectives and carefully considers ongoing governance and implementation arrangements.
- 5.2. A series of internal service engagements have been conducted to unpack the assembly output and consider its ambitions in the context of existing service delivery and how it can shape future policy and resourcing. Through this

process we have sought to identify detailed actions for the strategy which meet the public expectations established through the participatory process, within the context of what is possible and feasible. Successfully integrating the strategy with service delivery will enable it to be delivered and give it longevity.

- 5.3. Overall the service conversations indicate that we can respond positively and proactively to the recommendations – principles and calls to action – made by the Citizens’ Assembly.

6. Relationship with the refresh of the Statement of Licensing Policy

- 6.1. Camden is required to have a Statement of Licensing Policy (SLP) to ensure we have effective and appropriate licensing policies that respond to the borough’s unique characteristics while helping to deliver We Make Camden and other local priorities.
- 6.2. Having temporarily retained our outgoing SLP to understand the longer-term impact of the Covid-19 pandemic, we are now refreshing our SLP to create a new responsive policy that, in aligning with the four licensing objectives in legislation, is progressive in supporting businesses and the night-time economy whilst not losing the balance of protecting the wellbeing of residents.
- 6.3. The refresh of SLP will consider either a licensing charter, or a mechanism to broaden the priorities and expectations of licensees beyond the legislative requirements and to implement flexible policy that approaches hours of operation on merit and premises types.
- 6.4. The refreshed SLP will work alongside the Evening and Night-time Strategy to further shape the environment for a progressive and effective management of licensed premises. The vision and actions of the strategy can effectively extend the impact and outcomes to increase community engagement, link across policies such as community safety, transport, public realm and support cultural production and wider wellbeing and liveability in Camden at night.

7. Emerging Framework for the Strategy

- 7.1. The assembly provided very rich insight and developed 8 clear principles (the full report is at appendix 1 to this paper) which have been mapped across to a proposed thematic structure for the strategy, set out below.

| Citizens’ Assemblies principles | Strategy thematic sections |
|--|--------------------------------|
| Working together (principle 1) | Inclusivity & working together |
| Our inclusive community (principle 2) | |
| Safe & convenient transport & facilities (principle 3) | Place making |
| Place & space (principle 4) | |
| Being safe & feeling safe (principle 7) | |
| Inclusive economy & business (principle 5) | Supporting the economy |

| | |
|---|-------------------------|
| Liveability & wellbeing (principle 6) | Liveability & wellbeing |
| Culture, creativity & heritage (principle 8) | Culture |

7.2. The calls to action, in conjunction with the outcome of service engagement will be shaped into a strong set of specific and direct actions under this proposed thematic structure.

7.3. It will be a strategy that supports growth, by supporting venues to flourish and recover from current economic pressures but will require that growth to be responsible and works towards a long-term vision for what Camden's Evening & Night-time should look like; inclusive, culture led and safe for women.

8. Remaining engagement

8.1. **Citizens' Assembly** – a follow up workshop will be held with a group of citizens' assembly members, delivered by Camden with the support of the Participation Team. 16 of the 50 assembly members have expressed an interest to be involved. The workshop will focus on the draft strategy framework and Camden service response to the recommendations – vision, calls to action and principles, that the assembly produced.

8.2. **Key stakeholders** – as the draft strategy develops, we will engage further with key stakeholders such as the Metropolitan Police, Transport for London and major Landowners in key areas like Covent Garden and Camden Town. This engagement will focus to shaping policy proposals, governance and ownership of strategy and the resulting action plan. Our work to tackle violence against women and girls and particularly the intersection with community safety and safety of venues already has established multi-agency working with the police, health services, licensed premises and the community and voluntary sector. The strategy will be developed to complement and reinforce this work.

8.3. **Wider engagement** –we will begin to introduce key narratives of the emerging strategy as it gets closer to completion to initiate early actions and how it will help with governance and management of Camden at the evening and night-time. We will develop a comms strategy and use existing channels such as the Camden Evening and Night-time Commonplace site to promote the work. We will also produce Equalities Impact Assessments to assess the impact of the strategy and actions – making necessary adjustments to design and delivery of actions. There will also be statutory consultation on the Statement of Licensing Policy later this year.

9. Addressing Equalities and Disproportionality

9.1. The development of the strategy has considered equality and diversity in the planning and accessibility of the engagement work, and in understanding the issues faced by disabled and easy to ignore groups in the evening and night-time – with a view to creating policy to promote and support these communities and opportunities for these groups to benefit from. The assembly recommendations reflect this.

- 9.2. Ensuring that our pre-assembly engagement and the citizens' assemblies were delivered in an accessible and inclusive way we considered specific accessibility needs in designing our workshops and materials. Examples of this included creating surveys and information leaflets in Easy Read formatting, hosting dedicated workshops with Camden Disability Action – facilitated with Colin Brummage – and a dedicated session with a British Sign Language (BSL) signer present.
- 9.3. BSL videos were created to support promotion of the area workshops and to promote the expression of interest form for the citizens' assembly itself and our choice of venue for the assembly was determined by the ability to cater for all accessibility needs – for example wheelchair ramps, closed loop hearing systems. In addition, we provided a range of material in large print and easy-read. During the assemblies, we provided dedicated quiet spaces made available for assembly members with sensory overload.
- 9.4. Of people engaging in workshops or online surveys and forms before the assembly, 11% self-identified as having a disability, for the citizens' assembly members that figure rose to 13%. Further demographic profiling of the citizens' assembly reveals 39% identified as male, 54% as female and 7% non-binary; 61% of the citizens' assembly identified as heterosexual or straight and 7% preferred not to say. The remaining 32% identified as LGBTQ+. The ethnicity of participants was as follows; 40% of citizens' assembly members identified as White (11% as White British), 13% of Bangladeshi origin, 8.7% of African origin, 15% from a mixed ethnic background, 6% from an Indian background, 4% from a Caribbean background. The remaining 13.3% of participants came from Chinese, Arab and other ethnic backgrounds.
- 9.5. Accessibility and Inclusivity were dominant themes in the assembly output. If there is a lack of specific disability focussed cultural and social opportunities there is a universal impression that the evening and night-time experience is not as accessible as it should be – including for disabled people and the neurodiverse - and that this should be addressed in the policy and actions set by the strategy. Overall the strategy will aim to contribute to our wider aims around community strength and cohesion.
- 9.6. Evidence has been clear about the loss of venues in Camden and in particular venues that are dedicated LGBTQ+ spaces⁶. The loss of such spaces was recognised by the Citizens' Assembly who received a report by a UCL student research group that identified the increased homogenisation of LGBTQ+ spaces and cultural appropriation and the loss of safe spaces.
- 9.7. The strategy will also take into consideration the recommendations of the Diversity in the Public Realm Strategy as the Evening and Night-Time Strategy seeks to promote inclusion and bring new audiences into the public realm and to use services and access culture at night.

10. LEGAL IMPLICATIONS

⁶ Campkin and Marshall, UCL Urban Lab, LGBTQ+ spaces in Camden 1986–present

10.1. Legal Services have been consulted and their comments incorporated.

11. RESOURCE IMPLICATIONS

11.1. The evening and night-time economy (ENTE) plays an important role in Camden's economy as described in sections 1 and 2. As a result it is also important to the Council's finances. The sector generates business rates for the Council, the Greater London Authority (GLA) and central government and also income from licences. It also creates costs such as preventing and tackling anti-social behaviour, increased street cleansing, dealing with noise complaints and administering licences. The Strategy will need to consider the balance between ENTE-related income and expenditure. Given the Council's limited resources, ideally the Strategy would be cost-neutral with any extra resources identified matched by additional income from business rates, fees and charges. However if there is a net cost to implementing the Strategy, the Council will seek to identify additional budget from within its existing resources as part of the Cabinet decision to approve the Strategy planned for February 2024.

12. ENVIRONMENTAL IMPLICATIONS

12.1. An Evening & Night-Time Strategy for Camden will seek to change the way Camden is used at night, promote new and more business and cultural activities beyond 6pm and make the borough safer at night.

12.2. By promoting more and diverse use of venues, space and amenities in Camden, there will be the potential to increase the environmental impact of activities traditionally ending before the evening. This could include transport, energy use and waste.

12.3. Whilst the report and recommendations of the Citizen's Assembly did not agree on a specific or comprehensive theme on environment or sustainability, there are actions we expect to see form in delivering key themes of the strategy.

12.4. Evening and night-time activity, around music and cultural venues and other licensed premises result in noise and Anti Social Behaviour complaints in Camden and subject to environmental enforcement action. The strategy will set out a commitment, in tandem with Camden's Statement of Licensing Policy, to build on existing policy and enforcement and set out the expectations of the responsible behaviour that clubs, pubs and venues. It is possible we will develop a charter and some form of incentive to get commitments from licensees around responsible stewardship of public space outside their premises.

12.5. The strategy will promote actions which will result in increased energy use, for example artistic lighting schemes and illuminations that are designed to activate and drive footfall or to improve the safety of spaces and visual surveillance at night. Both will result in increased energy usage and whilst efforts will be made to ensure the most energy efficient equipment is used and smart technology, there is a trade-off here between our climate emergency challenge and other

priorities such as promoting access to culture and women's safety. Where later opening hours mean buildings open later, the strategy will work alongside existing policy and strategy – for example, all new developments to be zero carbon but that attention needs to focus on helping existing businesses to be as energy efficient as possible.

- 12.6. The strategy, through effective engagement, will create opportunities to set high standards and new investment including reducing the environmental impact of energy efficiency, takeaway packaging, food waste, air quality from commercial kitchens, freight and logistics and supporting more active travel solutions for workers and visitors in the evening and night-time. Setting and achieving standards could be through specific actions and mechanisms such as a charter. Any charter or similar document would look to signpost to existing good practice and sources of advice and guidance, such as Camden Climate Alliance.

REPORT ENDS

Appendix 1

Camden's Evening and Night-Time Citizens' Assembly Report 2023