

<b>LONDON BOROUGH OF CAMDEN</b>	<b>WARDS:</b> All
<b>REPORT TITLE</b> Camden Evening and Night-Time Economy Report (SC/2024/02)	
<b>REPORT OF</b> Cabinet Member for New Homes, Jobs and Community Investment	
<b>FOR SUBMISSION TO</b> Culture and Environment Scrutiny Committee Cabinet	<b>DATE</b> 26 February 2024 28 February 2024
<b>STRATEGIC CONTEXT</b> <p>We Make Camden is our joint vision for the borough, developed in partnership with our community. We Make Camden sets out the 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 its first 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. By looking at these issues together in this particular time-frame we are aligning with the Mayor of London’s vision for a 24-hour city and will help facilitate better collaboration across Council teams and with external stakeholders and citizens to deliver the vision.</p> <p>The strategy articulates a long-term vision, including for the evening and night-time economy, with supporting principles and actions. The strategy also aims 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.</p>	

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.

The Way We Work is the Council's response to We Make Camden. The Strategy has been developed with Community Focus at its heart, using a Citizens' Assembly and proposing to establish a residents panel and a more open and responsive approach to the way the evening and night time is managed in Camden, including licensing.

## **SUMMARY OF REPORT**

This report details the Camden Evening and Night-time Strategy. The strategy aims to preserve and grow our dynamic evening and night-time economy in a way that is inclusive and safe for all and balances growth with responsible stewardship and a focus on what makes Camden's evening and night-time economy special.

The report is coming to the Cabinet because the Strategy to be approved and adopted.

### **Local Government Act 1972 – Access to Information**

No documents that require listing were used in the preparation of this report.

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## **RECOMMENDATIONS**

**THE SCRUTINY COMMITTEE** is asked to consider the report and make any recommendations to the Cabinet.

Having due regard to the obligations set out in section 149 of the Equality Act 2010, and having considered the results of the equalities impact assessment at Appendix D, **THE CABINET** is recommended:

- i) To approve the adoption and planned implementation of Camden's proposed Evening and Night-time Strategy.
- ii) To note that the primary purpose of the strategy is to document Council's objectives and priorities in achieving the vision for the Evening and Night-time in Camden

Signed:

A handwritten signature in black ink, appearing to read 'David Burns', with a long, sweeping horizontal line extending to the right.

David Burns, Director of Economy, Regeneration and Investment

Date: 15<sup>th</sup> February 2024

## 1. CONTEXT AND 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 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. 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 £955.9m. 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 borough . 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 venues . 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.
- 1.3. 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.
- 1.4. 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.
- 1.5. 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 workers . 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.

- 1.6. Providing a safe and welcoming ENTE is a key objective for the developing strategy, particularly for groups most at risk, including women, young people, 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.
- 1.7. 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 open<sup>1</sup> and in the last year there have been, significant inflationary pressures on energy bills, rent and consumer spending.

## **2. PROPOSAL AND REASONS**

- 2.1. We have developed an Evening and Night-Time strategy, provided at Appendix A, to respond to the challenges set out in section 1 and to ensure Camden is safe and inclusive in the evening and night-time and that our evening and night-time economy remains dynamic and grows responsibly, celebrating and protecting what makes Camden unique and iconic.
- 2.2. 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. The strategy aims to address pre-pandemic trends such as the reduction in venues in Camden that support diversity and inclusion and to define the evening offer beyond alcohol-led activity, promoting cultural production and contending with cost-of-living and cost-of-doing-business pressures.
- 2.3. In our engagement with young people, speaking to youth groups and Camden's Youth Council, we heard how cost, safety and social geographies often excluded young people from spending time and participating in evening and night-time social and economic activities. We also heard about good practice that has created specific opportunities for young people, especially the work of the Roundhouse and Koko in creating safe events in their venues and creating pathways to be future creative talent and audiences.
- 2.4. The Evidence has also been clear about the loss of venues in Camden and in particular venues that are dedicated LGBTQ+ spaces . The loss of such spaces was recognised by the Citizens' Assembly who received a report by a University College London (UCL) student research group that identified the

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<sup>1</sup> 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

increased homogenisation of LGBTQ+ spaces and cultural appropriation and the loss of safe spaces. Camden has achieved success in protecting many venues through planning, for example resisting change of use at the Black Cap on Camden High Street, or working with communities to identify assets of community value.

- 2.5. The strategy also takes into consideration the recommendations of the Council's Diversity in the Public Realm Strategy by seeking to promote inclusion and bring new audiences into the public realm and to use services and access culture at night. Through cultural activation there is a real opportunity to ensure that the way that people experience the public realm in the evening and night-time reflects Camden's diversity and connects our communities to our evening and night-time hotspots in a positive way.

### **Public engagement activity**

- 2.6. The Strategy development included extensive public engagement between October 2022 to March 2023. Our engagement reached around 1600 people either through the Commonplace website or attending one of 8 area-based or thematic workshops which gathered a huge amount of insight on the lived experience of Camden in the evening and night-time including likes/dislikes, what people want to be able to do in the evening and night, but currently cannot. Officers also had targeted conversations with business groups and stakeholders such as the Metropolitan Police. All of this input formed the basis of an initial vision and draft set of principles for consideration by the Citizens' Assembly.
- 2.7. 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. This included what 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 might look like. The final report of the assembly is attached as (Appendix B) and sets out in detail the discussion and deliberations of the assembly and their recommendations. In addition, the assembly received a summary of pre-engagement feedback (Appendix C).
- 2.8. 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
- 2.9. The Citizens' Assembly recommendations is the primary resource in setting priorities for the strategy to address, however other research was conducted. As well as engagement, officers utilised a range of data sources on the evening and night-time including from the Office for National Statistics, the Mayor of London's Night-time Observatory, Police and Crime data and internal service engagement and reporting. Officers also looked at best practice, case studies and all relevant data is set out in the strategy.
- 2.10. Concurrently with the strategy development, Camden is renewing its Statement of Licensing Policy. Combined, the Licensing Policy and the strategy will secure a vibrant evening and night-time experience for everyone.

### **3. OPTIONS APPRAISAL**

- 3.1. Cabinet is asked to note that the primary purpose of the strategy is to document the Council's objectives and priorities, in a large part to inform future independent decision making. Some aspects of the strategy especially the actions will require specific decisions in order to implement which will be taken in accordance with the usual requirements including considering key resourcing impacts, consultation and a consideration of equalities impacts.
- 3.2. The options open to Cabinet are:

- Adopt the strategy and action plan for the evening and night-time in Camden.

It is recommended that Cabinet decides to adopt the evening and night-time strategy in Camden, as this piece of work has been thoroughly developed, researched and consulted upon. The Council's ambitions in the Strategy will support the vision to make Camden a welcoming, safe and inclusive place to spend time in the evening and night-time. The strategy, intends to balance the interests of businesses and residents in protecting community cultural heritage, growing the economy and creating good work opportunities which are accessible to all. The strategy brings co-ordination and a specific focus on Camden between 6pm and 6am across many service areas. The work also complements and is supported by the Mayor of London's 24-hour London vision.

OR

- Decide not to adopt the strategy.

The Council might decide not to adopt the strategy due to concerns relating to resource and capacity. However, the loss of co-ordination and working towards a clear vision would diminish the impact and effectiveness of our

overall attempts to balance business and resident interests. Therefore, this option is not recommended.

#### 4. WHAT ARE THE KEY IMPACTS / RISKS? HOW WILL THEY BE ADDRESSED?

4.1. The table below sets out a high-level risk assessment

<b>Risks in adoption of strategy</b>	<b>Mitigation</b>
Insufficient resources to deliver the strategy	<p>Delivery of the strategy will be undertaken across a number of Council Services and with key Stakeholders. Many of the proposed actions in the Strategy can be delivered by reshaping existing service budgets or work programmes.</p> <p>Some actions already have an outline budget and some actions, due to the constitution or legislative requirements will need a specific decision on scope and budget.</p> <p>Where possible or appropriate, external funding will be sought from other public bodies, trusts and the private sector.</p>
Insufficient public engagement about possible contentious licensing or intensification of evening & night-time hotspots could lead to reputational damage	<p>Carefully researched programme has been designed to ensure a balanced approach. Testing methodology through pilot projects.</p> <p>Full engagement and co-creation to with communities for example through the evening and night-time panel.</p>
Raising community expectations too highly	Constant communication and engagement with communities, bringing them with us throughout the delivery of the strategy
Actions not delivered within timeframe	Governance and management structure developed to ensure delivery of action plan
<b>Risks in not adopting strategy</b>	<b>Mitigation</b>
The benefits of the strategic outcomes such as social cohesion, individuals' health and wellbeing and economic impact would be lost	Adoption of strategy and promotion of actions
Camden's existing policy functions for managing the evening and night-time are not delivering the best	Adoption of strategy and promotion of actions



outcomes to support good growth and wellbeing or protect Camden's unique cultural strengths and assets	
Camden Council would not be participating in a London-wide programme to support a 24-hour London vision, advocated by the Greater London Authority (GLA).	Adoption of strategy and promotion of actions

## 5. CONSULTATION/ENGAGEMENT

- 5.1. Details of the engagement undertaken in developing this strategy are set out in paragraphs 2.6 to 2.9 of this report.
- 5.2. An Equalities Impact Assessment has been completed, which details that this strategy aims to increase equality of opportunity and accessibility during the evening and night-time in Camden. The Council will be balanced and sensitive in its approach to implementing the strategy and ensure that decisions are data driven and that communities are engaged with throughout the delivery of the work. The full Equalities Impact Assessment is attached at Appendix D.

## 6. LEGAL IMPLICATIONS

- 6.1. When making their decisions Cabinet Members must take into account the Council's equality duties. In summary, these legal obligations require the Council, when exercising its functions, to have 'due regard' to the need to: eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act; to advance equality of opportunity between people who share a relevant protected characteristic and those who do not; and foster good relations between people who share a relevant protected characteristic and those who do not (which involves tackling prejudice and promoting understanding). Under the Duty the relevant statutory protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Race, Religion, Sex, Sexual orientation. In respect of the first aim, the protected characteristic of marriage and civil partnership is also relevant. In discharging the Duty the Council has also given a public commitment to give due weight to evidence in relation to the Key Local Characteristics relating to the groups of people referred to page 9 of the Council's standard Equalities Impact Assessment (EIA) form (given the strong probability that many people within those groups will have protected characteristics). The relevant groups are Foster carers, Looked after children/care leavers, Low-income households, Refugees and asylum seekers, Parents (of any gender, with children aged under 18), People who are homeless, Private rental tenants in deprived areas, Single parent households and Social housing tenants.

## **7. RESOURCE IMPLICATIONS**

- 7.1. The implementation of the Strategy will involve a number of one-off and ongoing costs. The service costs have been estimated at £210k in one-off costs and £140k in ongoing staffing costs. The one-off investments will be funded from the We Make Camden reserve because the ENTE Strategy contributes towards the We Make Camden ambitions as described in paragraph 1.1. above. The ongoing costs have been built into the Council's 2024/25 budget and Medium Term Financial Strategy.
- 7.2. The business rates discount scheme has the potential to have the largest impact on the budget depending on the design and scope of the scheme. It will reduce the income available to fund the Council's services and therefore will need to be picked up as part of its Medium Term Financial Strategy. The business rates discount scheme will be the subject of a future decision which will include a full consideration of the resource implications of the scheme.

## **8. ENVIRONMENTAL IMPLICATIONS**

- 8.1. An Evening & Night-Time Strategy for Camden will seek to change the way Camden operates at night, promote new and increased business and cultural activities beyond 6pm and make the borough safer at night.
- 8.2. 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.
- 8.3. Evening and night-time activity around music and cultural venues and other licensed premises can result in noise and Anti-Social Behaviour complaints in Camden and be subject to environmental enforcement action. The strategy sets out how, in tandem with Camden's Statement of Licensing Policy, we will renew our expectations of the responsible behaviour that clubs, pubs and venues should adhere to. We will develop a charter and incentives to secure commitments from licensees around responsible stewardship of public space outside their premises.
- 8.4. 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 changes to licencing hours mean that buildings are open later, the strategy will work alongside existing policy and strategy to help businesses to be as energy efficient as possible.

- 8.5. The strategy, through effective engagement, will create opportunities to set high standards and new investment including, reducing the environmental impact of energy use, 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. Our proposed charter will state what good practice is and signpost towards existing sources of advice and guidance, such as Camden Climate Alliance.

## **9. TIMETABLE FOR IMPLEMENTATION**

- 9.1. The action plan for the Evening and Night-time Strategy will be delivered over a five-year period 2024 to 2029.

## **10. APPENDICES**

Appendix A: Camden Evening and Night-time Strategy

Appendix B: Report of the Evening and Night-time Citizens' Assembly

Appendix C: Summary of pre-assembly engagement

Appendix D: Equalities Impact Assessment for the Evening and Night-time Strategy

**REPORT ENDS**