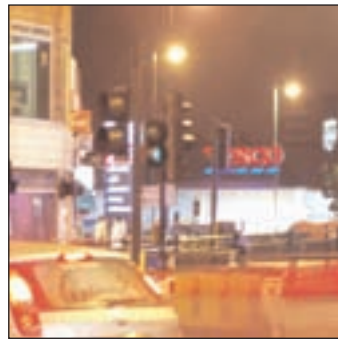


HACKNEY NIGHT-TIME ECONOMY

EVIDENCE BASED STUDY



FINAL REPORT

February 2005

 **Hackney** GILLESPIES

urban
practitioners 

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1 OVERVIEW

INTRODUCTION

Urban Practitioners was commissioned by the London Borough of Hackney in September 2004 to undertake a comprehensive study examining the night-time economy in Hackney and to produce a series of licensing and planning policy recommendations for the borough. The Urban Practitioners' team for the project includes Gillespies and Research and Marketing Ltd.

This document is prepared in the context of considerable legislative change governing planning and licensing, key areas which affect the evening economy. Under the new Planning and Compulsory Purchase Act 2004, the adopted Unitary Development Plan (UDP) will be replaced by a new Local Development Framework (LDF) and a series of Area Action Plans (AAPs). At the same time, the Licensing Act 2003 introduces significant legislative changes that transfers all responsibility for the issuing of licenses, including liquor licenses, to the local authority and allows flexible opening hours for licensed premises, with the potential for 24-hour opening. The Council has published its Statement of Licensing Policy in accordance with the Licensing Act 2003..

The Night Time Economy Evidence Base Study is an independent review regarding the management of Hackney's Night Time Economy focusing on Shoreditch, Dalston, Hackney Central and Stoke Newington. It should be noted that it is an evidence base study and its recommendations will inform policy development as part of the Local Development Framework. The Strategy does not represent policy. The recommendations from this strategy need to be considered alongside those of the other six evidence base studies to provide an effective framework for the policies in the new Local Development Framework.

The London Borough of Hackney is currently home to over 700 licensed premises which contribute to London's growing entertainment, culture and tourism sectors, estimated to be worth £9.5 billion to London's economy and employ a quarter of a million people (LB Hackney). The night-time economy of the Shoreditch area, located on the fringe of the City of London, has seen particularly rapid growth since the mid 1990s and has become one of London's most fashionable areas in which to live and enjoy a night out. This rapid growth has resulted in the need for careful

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management in order to preserve the area's special character and cutting edge reputation. This study examines the night-time economy in four major centres within the London Borough of Hackney (see Figure 1.1);

- Shoreditch;
- Hackney Central;
- Dalston; and
- Stoke Newington.

Recommendations are made for the borough as a whole as well as individual centres.



Figure 1.1 Hackney night-time economy key centres

1 OVERVIEW

AIMS AND OBJECTIVES

The aims and objectives of the study are as follows:

- to understand the complex dynamics of the night-time economy in Hackney;
- to provide an evidence base for Hackney Council which can be used to develop both licensing and planning policy for the future;
- to reconcile the needs of residents, businesses, visitors and workers;
- to provide a context for a thriving night-time economy for all to enjoy; and
- to develop a clear vision and a future policy framework for the management and development of the night-time economy in Hackney.



Bar 180, Old Street

METHODOLOGY

The methodology for the preparation of the study comprises the following key components:

- A review of local and national policies relating to the night-time economy, particularly in the areas of planning and licensing, in order to understand the policy framework, which provides the context for the development of the night-time economy in Hackney. The review also sets out legislative changes, including an assessment of the likely impacts of the Licensing Act, the proposed changes to the Use Classes Order, the Planning and Compulsory Purchase Bill and the Crime and Disorder Act;
- A detailed survey of the location, type and terminal hours of night-time uses;
- Meetings with key Council officers in the planning, licensing, community safety, environmental health and enforcement departments in order to inform a review of the current operations of Hackney Council and its contractors, where these impact on the night-time economy;
- Three late night site visits with the police on 23 July, 12 October and 12 November 2004 in order to understand night-time economy issues in Hackney from the perspective of the police;
- Telephone interviews with 1,000 residents (250 in each centre) living in the residential areas surrounding Shoreditch, Hackney Central, Dalston and Stoke Newington;

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- Interviews with 400 users (100 in each centre) of the night-time economy in Shoreditch, Hackney Central, Dalston and Stoke Newington; and
- Twenty in-depth one-to-one interviews with representatives from night-time economy venues in Shoreditch, Hackney Central, Dalston and Stoke Newington.

STRUCTURE OF THE REPORT

This draft report contains the following sections:

- Section 2: Policy and legislation review;
- Section 3: Overview of the challenges and opportunities for the night-time economy;
- Section 4: Review of the Shoreditch night time economy including land uses, terminal hours and environmental issues and a summary of issues and opportunities for the Shoreditch night-time economy;
- Section 5: Recommendations for the future management and development of the night-time economy in Shoreditch; and
- Section 6: Action plan for the implementation and delivery of the recommendations.

2 POLICY AND LEGISLATION

This section outlines the national legislative and local policy context within which the Hackney night-time economy is developing.

There are a number of important legislative and policy changes underway that will affect the future development of the night-time economy in Hackney including the new Licensing Act 2003 and the Planning and Compulsory Purchase Act 2004.

At a local level, it is important to understand the policy context within which the London Borough of Hackney currently operates in order to identify any potential areas for review within the night-time economy strategy.

LICENSING LEGISLATION

New legislation

The Licensing Act 2003 has been produced as part of the Government's strategy for combating alcohol-related crime and disorder and anti-social behaviour. The Act provides a legislative framework for the modernisation of the licensing laws in England and Wales, building on the Licensing White Paper, *Time for Reform*, published in June 2002. This will have considerable impact on the night-time economy in Hackney as the associated legislative changes to the licensing process are significant.

The Act seeks to achieve a balance between increased flexibility for operators and consumer choice, and increased accountability for local people and powers to impose sanctions on 'rogue' operators. The Act includes the following key changes:

- The transferral of responsibility for all licensing to the local authorities (including liquor licensing, currently undertaken by the Magistrates), in order to improve accountability and enable greater community consultation on overall licensing strategies and individual applications;
- The introduction of a single premises license which can permit premises to be used to supply alcohol, provide regulated entertainment and refreshment late at night. This will unite the previous licensing regimes of alcohol, public entertainment, cinema, theatre, late night refreshment and night café licenses and create a more streamlined system;
- The introduction of flexible opening hours with the potential for up to 24-hour opening, 7 days a week, subject to consideration of the impact on local residents;
- The introduction of a new system of personal licenses, which allow holders to sell or serve alcohol for consumption on or off any premises possessing a premises license;
- The requirement for the submission of an operating schedule to be submitted with applications for premises licenses, giving an indication of the ways in which the premises would be run, including capacity, operating hours and measures to prevent crime and disorder and minimise public nuisance;
- The introduction of a range of sanctions for use against poor quality 'nuisance operators', to replace the present 'all or nothing' sanction of revoking a license;

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- The designation of new police powers to close premises that are operating without a license, have become the focus for disorderly behaviour or have become a public nuisance due to noise; and
- New measures to support restrictions on underage drinking, whilst allowing children access to any part of a licensed premises. Licensing authorities would have the discretion to restrict or deny access for children to unsuitable licensed venues.

The Licensing Act 2003 will come into effect in November 2005. There will be a nine month transition period, starting on 7 February 2005, during which licensees must apply to the local authority for their personal licenses and premises license. Secondary legislation to determine the fees charged to licensees was published by the Department of Culture, Media and Sport on 13 January 2005.



Bricklayers Arms, Shoreditch

2 POLICY AND LEGISLATION

HACKNEY LICENSING POLICY

The London Borough of Hackney has produced a Statement of Licensing Policy in consultation with local partners. The Licensing Policy was published on 7 January 2005 and was developed with regard to the significant legislative changes introduced by the Licensing Act 2003 and covers all premises in Hackney where the following activities take place:

- the sale or supply of alcohol;
- any regulated entertainment;
- the provision of late night refreshment; or
- the supply of alcohol in qualifying clubs.

Hackney's Licensing Policy outlines the importance of cultural and leisure industries to the borough and underlines the importance of implementing adequate controls in order to mitigate the effect of licensed premises on certain areas and establish a fair balance between the rights of licensees, residents and other types of business.



Figure 2.1 Key licensed areas in Hackney, Hackney Licensing Policy, January 2005

The Licensing Policy sets out the following aim:

This policy seeks to facilitate a sustainable entertainment and cultural industry with a full range of good quality entertainment; at the same time protecting public safety and the amenity of residential communities. The Council will carry out its functions to promote the four licensing objectives, which are:

- *the prevention of crime and disorder;*
- *public safety;*
- *the prevention of public nuisance; and*
- *the protection of children from harm.*

The Licensing Policy also sets out the requirements of the Licensing Act 2003. This includes the production of an Operating Schedule by license applicants, setting out details of the activities to be carried out at the premises and how the licensee will promote the licensing objectives. The Operating Schedule should contain information relating to crime and disorder, public safety, transport, parking, public nuisance, and the protection of children.

The Licensing Policy states that the Operating Schedule is subject to representations from responsible authorities and interested parties and that where representations cannot be resolved through negotiation, the application will go before a licensing sub-committee for a decision that will result in the application being refused or further conditions being attached.

The Licensing Policy identifies the potential for a saturation policy in order to restrict the growth of licensed premises in certain areas and reduce cumulative impact.

The Licensing Policy identifies seven key licensed areas in Hackney (see Figure 2.1), these include the sites examined in this study,

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Shoreditch, Hackney Central, Dalston and Stoke Newington, as well as the smaller areas of Clapton, Victoria Park and Broadway Market.

The Licensing Policy identifies Shoreditch in particular as an area containing a large number of late night entertainment venues and states that it has 'evolved from a place for creative pioneers to a fashionable area with a busy nightlife'.

Hackney Central is identified as a 'cultural quarter' with a concentration of cultural venues and a diverse range of restaurants and pubs, whilst Dalston is identified as an area with a diverse range of ethnic cafés, restaurants and social clubs. The Policy identifies Stoke Newington as a growth area for cafés, restaurants, bars and pubs.

The Policy also identifies Shoreditch as an area where the cumulative impact of the concentration of licensed premises is undermining the promotion of the licensing objectives, and states that this is resulting in increasing incidents of crime and disorder and nuisance. It is stated that the Council reserves the right to "restrict further entertainment venues in areas where there is an oversupply that risks undermining any of the four licensing objectives". The Council has now declared parts of Shoreditch and Hoxton as saturated and it has adopted a Special Policy for this area.

2 POLICY AND LEGISLATION

PLANNING LEGISLATION

New legislation

The Planning and Compulsory Purchase Act 2004 sets out legislative changes for a fundamental reform of the existing planning system. The reforms aim to speed up the preparation of development plans whilst increasing the level of community involvement and flexibility.

The new system will involve the preparation of a borough-wide Local Development Framework (LDF) which will contain Area Action Plans (AAPs) that outline a vision and implementation plan for areas of major change. The production of AAPs provides a new opportunity for local authorities to promote a joined-up approach to the management of the night-time economy in key areas.

The Use Classes Order

The Town & Country Planning (Use Classes) Order 1987 is the key policy instrument for the definition of entertainment use classes in Britain. The following use classes apply:

Class A1 Shops Includes use for the sale of sandwiches or other cold food for consumption off the premises and coffee shops.

Class A3 Food and Drink Use for the sale of food or drink for consumption on the premises or of hot food for consumption off the premises. Includes pubs, bars, restaurants, cafés and hot-food takeaways.

Class D2 Assembly and Leisure Use as a cinema, concert hall, bingo hall, casino, dance hall and sports recreation facilities.

Use classes are not defined for 'Sui Generis' uses relevant to the study such as theatres, arcades and funfairs.

The Planning Green Paper, published in 2001, identified the need for reform in the use class order system which is currently under review. This is particularly relevant to the evening economy as the ODPM has recognised that there is widespread concern that the inclusion of pubs and bars with other uses such as restaurants and cafés in the A3 use class is contributing to the increase in the number of pubs and bars in some areas, since changes within a use class do not require planning permission. In response to this concern, the then ODPM Minister Tony McNulty issued a statement on 4 March 2003 indicating that it is the government's intention to change the Use Classes Order so as to create a separate class for pubs and bars. The effect of this change will be to require any venue operator wishing to change the use of an existing building into a pub or to bar to apply for planning permission.

The lack of distinction between bars and nightclubs and the A3 and D2 use classes is a concern also identified in the recent debate on planning reform. The division of the A3 use class should help to resolve this issue as it will allow strict controls to be placed on bars and pubs which would be difficult to justify at present due to the inclusion of restaurants and cafés in the same use class.

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HACKNEY'S PLANNING POLICY REVIEW

The London Borough of Hackney's Unitary Development Plan (UDP) was published in June 1995. The UDP contains a series of policies to guide development and "protect and enhance the environment of Hackney over the next five to ten years". The UDP will shortly be replaced by a new Local Development Framework including a series of Area Action Plans in order to reflect the recent reform of the planning system and the resulting legislative changes outlined in the Planning and Compulsory Purchase Act 2004. Area Action Plans are being prepared for South Shoreditch, Hackney Central and Dalston.

Hackney's adopted UDP

The adopted UDP does not contain any specific policies designed to address the evening economy in Hackney or more specifically in South Shoreditch. This is primarily because it was produced in 1995 and the borough has undergone significant change in terms of land use activity since then.

Policy R10 of the UDP relates to cafés, restaurants, wine bars or take-aways and sets out factors to be taken into account in dealing with applications for such uses. These include residential amenity; cumulative environmental impact and the likely effect of car parking on the freeflow of traffic. Further guidance on these issues is contained in SPG 10 on A3 uses.

Shoreditch

The UDP contains a series of policies designed to manage development in the South Shoreditch area as it contains the "greatest concentration of firms and employment" in the Borough. The

2 POLICY AND LEGISLATION

aim of the land use policy for the area outlined in the UDP is "to strike a balance between facilitating further commercial development and providing a stable environment for existing local businesses which have traditionally tended to provide employment opportunities for Borough residents".

There are no policies relating specifically to the evening economy in South Shoreditch, however the provision of additional retail and recreational facilities is supported in SSH7 and SSH8, with the UDP stating that "the provision of additional retail and recreational facilities would contribute to the general sense of liveliness at street level." The adopted UDP designates South Shoreditch as a Defined Employment Area in which the development of a mixture of office, business and industrial uses is supported in principle.

Hackney Central, Dalston and Stoke Newington

Shoreditch is the only area within the borough that has an entire chapter of the UDP containing policies related to its development. However, the UDP contains several policies relevant to Dalston, Stoke Newington and Hackney Central, particularly within Chapter 7 on Retail and Town Centres. These areas are also covered by spatial policy designations outlined in the supporting UDP proposals map.

All three centres are identified primarily for "Shopping and Town Centre Development" and are therefore subject to a series of retail policies outlined in the UDP. These include R1 Town Centres which states that "Wherever possible the Council will promote and encourage development of retail, office, community, arts, culture and entertainment

activities in the Dalston, Mare Street and Stoke Newington Town Centres. In principle support will be given to proposals which enhance and improve the retail and town centre functions of these centres particularly on the development sites shown on the proposals map."

The UDP also identifies Dalston, Mare Street and Stoke Newington as the town centres well suited for the development of good quality shops as they have good public transport facilities and substantial areas available for refurbishment/redevelopment for large shops and car parking.

The adopted UDP is now substantially out of date and does not allow the Council to meet key targets. For example, The London Plan sets out targets for the provision of new homes in the capital, and identifies Hackney's target as an additional 14,310 homes between 1997 and 2016. This places significant pressure upon the Council to facilitate new residential development across the borough. Inevitably, there is the potential for conflict between residential use and night-time economy uses and part of the aim of this study and the AAP is to identify a suitable policy approach for the location of these uses.

Planning policy review

The London Borough of Hackney has commissioned a number of different studies and surveys to provide a robust evidence base for the preparation of the new Local Development Framework. This study will provide an evidence base and make planning policy recommendations for both the borough's core strategy and specific Area Action Plans.

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The emerging South Shoreditch Area Action Plan will provide a plan for the area's future that seeks to identify scope for new development as well as the new planning issues related to the evening economy. It will seek to accommodate key recommendations relating to South Shoreditch in this study.

CRIME AND DISORDER

In 2000 the Government produced an action plan describing a range of initiatives designed to help tackle alcohol related problems. The action plan contains the following three objectives:

- to reduce under age drinking;
- to reduce public drunkenness; and
- to prevent alcohol related violence.

The government aims to achieve these objectives through a range of different government initiatives and legislation, including the new Licensing Act (see previous section), the Antisocial Behaviour White Paper (March 2003) and the Criminal Justice and Police Act 2001.

The Criminal Justice and Police Act outlines proposals for the strengthening of police powers in order to tackle crime and disorder, including the provision for on the spot penalties for disorderly behaviour; and combating alcohol-related disorder, including banning alcohol consumption in designated public places, the closing of licensed premises and the introduction of a positive duty for licensees not to sell alcohol to underage drinkers.

INTRODUCTION

The evening and night-time economy has for many years been actively promoted in towns and cities across the UK as a tool for positive regeneration, acknowledging that the night-time economy can be a significant economic driver and create substantial numbers of local jobs. The ODPM Parliamentary Select Committee Inquiry report *The Evening Economy and the Urban Renaissance* (July 2003), states that an average bar, club or restaurant contributes an estimated sum of over £100,000 each year to the local economy as well as creating jobs locally.

However, the demand for these uses in some centres has led to a rapid growth in the numbers of licensed premises, which has led to a perception that their capacity for night time activities has been reached or saturated and that the 'cumulative effect' of these uses is becoming detrimental to the quality of the customer, visitor and resident experience. There are some key issues that have to be carefully managed in order to create night-time economies that promote inclusive and vibrant town and city centres capable of making a positive contribution to an urban renaissance. This section considers some of the challenges and opportunities facing the evening and night time economy in general and reviews some of the key literature on the night time economy that is relevant to this study. It also provides an overview of some of the Hackney borough-wide surveys and studies that have been undertaken to date, which inform this study.



Customers congregate outside Bar 170, Old Street

3 THE NIGHT-TIME ECONOMY

CHALLENGES AND OPPORTUNITIES

Binge drinking and anti-social behaviour

The impacts of a flourishing night-time economy have received significant media attention in recent years and reports of an 'out of control' night-time culture fuelled by binge drinking and anti-social behaviour are becoming increasingly common place. The responsibility of licensed venues in controlling the associated problems of binge drinking has become a topical issue. A recent government study estimated that binge drinking costs the UK £20 billion a year, and that each year 17 million working days are lost as a result of hangovers and drink-related illness (*Alcohol Harm Reduction Strategy, March 2004*).

The problem of binge drinking in the UK is considered to be exacerbated by drinks promotions involving the sale of alcohol at very low prices or the offer of free drinks inside a licensed venue once an entry fee has been paid. The design of licensed venues can also contribute to the volume of alcohol consumed. It is thought that a lack of seating areas encourages quick drinking. 'Alco-pops' tend to appeal to younger people and their sale has been criticised for encouraging under-age drinking and reinforcing the youth-orientated image of many licensed venues.

Alcohol Harm Reduction Strategy

The Alcohol Harm Reduction Strategy was produced by the government in March 2004 with the specific aim of combating binge drinking and its associated problems.

Proposals outlined in the strategy are designed to manage alcohol-related disorder in town and city centres, clamp down on irresponsible alcohol promotions by licensed venues and provide better information and treatment.

According to the Alcohol Harm Reduction Strategy the annual cost of alcohol misuse includes:

- 1.2m violent incidents (approximately half of all violent crimes);
- 360,000 incidents of domestic violence (approximately a third of the total) are linked to alcohol misuse;
- increased anti-social behaviour and fear of crime – 61% of the population believe alcohol-related violence is rising;
- £95m is spent on medical treatment relating to alcohol misuse;
- over 30,000 hospital admissions for alcohol dependence syndrome;
- up to 22,000 premature deaths related to alcohol misuse;
- at peak times, up to 70% of all admissions to accident and emergency departments are related to alcohol misuse;
- up to 1,000 suicides; and
- up to 17m working days lost through alcohol related absence.

(Alcohol Harm Reduction Strategy, 2004)

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Key measures identified in the strategy include:

- Incorporating a "sensible drinking" message on bottles along with unit information;
- Establishing local codes of conduct through partnerships between the industry, police, licensing panels and the Local Authority;
- Greater use of fixed-penalty fines for anti-social behaviour;
- Better enforcement of existing rules on under-age drinking; and
- Creating alcohol education programmes for schools.



Metro, 15 October 2004

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The European approach

The night-time economy of towns and cities across the UK is frequently reported as less successful than that of towns and cities in Europe, with a recent government report stating that "Most European cities have a very inclusive economy where people of all ages participate in a range of activities" (The Evening Economy and the Urban Renaissance, House of Commons, 2003).

A recent article in the Guardian newspaper (The Guardian, October 5, 2004) reported on two contrasting night-time economies in Nottingham and its twin town of Ghent in Belgium, both with populations of approximately 250,000 people. In Ghent, some bars remained open as late as 8am in the morning and even McDonalds served beer. Bars in Nottingham closed at 11pm or midnight and nightclubs closed at about 2am. The police in Ghent reported that they dealt with a violent incident on average once a fortnight, whilst in Nottingham police were too busy breaking up fights and making arrests to comment.

There are a variety of examples of good practice from European cities that are useful in informing the development of policy recommendations for the management of the night-time economy in Hackney. For example, in Amsterdam, there are a number of designated concentration zones in the Leidseplein area where there is a policy of no new additional fast food outlets, discos, bars and restaurants, however limited changes can take place between types.

In Paris, each borough has a quota of how many licensed venues can be in operation.

Once a borough reaches its quota, no new licensed venues are permitted, however for each licensed venue that closes a new venue will be permitted.

A3 use class

The A3 Use Class currently covers a relatively wide range of uses including cafés, take-aways, restaurants, pubs and bars. The General Permitted Development Order (GPDO) does not require planning permission for changes of use within the A3 Use Class and as such a café can legally become a bar without requiring planning permission. This means that local authorities have limited control over the growth of certain types of activity. A similar problem exists within the D2 classification that would allow, for example, a bingo hall or cinema to be converted into a nightclub without a change of use. This clearly has the potential to be problematic as the impact on an area from a bingo hall or cinema is very different to that of a nightclub.

There can be objections raised to the opening of a new bar when it applies for a license. However, it is possible for a bar to make an application outlining its intention to run as a "restaurant-bar" and the distinction between the uses is difficult to make. The A3 use class has traditionally covered a wide range of activities such as restaurant, café, and bar that can merge into one another and are difficult to classify.

Conflicts between uses

The government's 'urban renaissance' concept highlights the potential to create attractive and vital places through a resurgence in city centre

HACKNEY NIGHT-TIME ECONOMY

living. The idea of increasing the residential populations of towns and cities has become increasingly central to government policy. However, the location of residential populations in areas where restaurants, bars and nightclubs are located can cause significant problems in terms of noise and disturbance for local residents without careful planning and proactive noise management. This is not limited to noise emanating from licensed premises but noise created on the street by people returning home, waiting for public transport or even by late night refuse collections and street cleaning activities. There is a need to find a manageable balance between the rights of residents to have minimal disturbance during the night-time and also for licensed venues to operate in order to create a thriving night-time economy environment.

Diversity and inclusiveness

Reports on binge drinking and alcohol-related harm have highlighted the need for the UK to develop night-time economies that provide a wider range of facilities and activities for a more diverse section of the population. Many areas currently cater predominantly for people in the 18-30 age group, with families and older people often avoiding their town and city centres during the evening and night-time. Town and city centres are considerably more inclusive during the day, offering activities for a wide range of age groups. One of the key issues facing the night-time economy in many places is how to ensure that it develops in an inclusive way that will enable it to provide for more diverse sections of the community.

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Transport

The provision of an adequate and safe transport system is vital to the development of a successful night-time economy. As it is common for people visiting a town or city during the evening to consume alcohol the emphasis for late night transport is on public transport rather than car use.

Late night bus services can provide an effective method of dispersal for a large number of people during the evening, however this can present issues of safety, particularly once people are dropped off at a location outside the city centre. Night bus services can be made safer through the provision of security personnel on buses as well as the use of CCTV on buses and around bus stops.

Taxis can offer a more flexible door-to-door transport service that is often more appealing for more vulnerable groups such as women on their own. However, there are problems associated with the operation of unlicensed taxis illegally touting for business outside licensed venues. Unlicensed taxis can be dangerous as there is no traceable record of the journey, making it easier for drivers to pose a threat to customers. Taxi touting has recently been made a recordable offense in London and Police now have the powers to take DNA samples from anyone arrested for taxi touting.

In London there is significant demand for the underground service to run later, particularly on busy Friday and Saturday nights. The underground currently stops running at approximately 12.30am on these nights and many people remain out in bars and nightclubs beyond this time.



Flyposting, Mare Street

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GOOD PRACTICE IN MANAGING THE EVENING AND LATE NIGHT ECONOMY

The ODPM and the Civic Trust published *Good Practice in Managing the Evening and Late Night Economy: A Literature Review from an Environmental Perspective* in September 2004. The objectives of the report are as follows:

- To explain the background to the growth in alcohol related entertainment;
- To set out briefly the challenges posed to local authorities;
- To describe examples of best practice in policy response, drawing on national and international experience;
- To discuss pro-active initiatives on the part of public authorities in creating a suitable environment for the expansion of the night-time economy in their areas;
- To situate a discussion of these examples in a policy context and within a framework of critical, constructive review drawing on research evidence; and
- To draw conclusions for future research and action.

The report reviews the growth of the night-time economy and outlines case study examples of responses to key issues that have developed. These include;

- The provision of night-time transport;
- Dealing with litter;
- Prevention of street fouling;
- Enhancing the perceptions of safety;
- Noise prevention; and
- Dealing with crime and disorder.

A series of pro-active policies for change are also discussed. These include:

- Job creation;
- New developments;
- Encouraging diversity and local distinctiveness;
- Re-branding neighbourhoods;
- Introducing a café culture;
- Stakeholder partnerships and collaboration;
- Data collection and new approaches to licensing/planning strategies;
- Management of premises;
- Raising private finance; and
- Planning for the future.



Litter, Hackney Central

The report highlights the 'Shoreditch Triangle' as an area with a reputation as a fashionable location for the night-time economy without any conspicuous reports of excessive disorder or crime. The report also states that it will be interesting to monitor the area's future success in retaining a diverse night-time economy that incorporates small independent venues and cutting edge cultural production.

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LATE-NIGHT LONDON

Late-Night London: Planning and Managing the Late-Night Economy was published by the GLA in June 2002. The report highlights the growth of London's evening economy and the important contribution it can make to London's status as a 'world city'. It is stated that an estimated 500,000 young people regularly go 'clubbing' in London on a Saturday night. This is more than all the people who visit all of London's 'top ten' visitor attractions combined in a week. *Late-Night London* also highlights the important role the evening economy plays in the provision of employment; with London's growing entertainment, culture and tourism industry now employing over 300,000 people (8% of the total workforce).

Whilst emphasising the considerable benefits that London's evening economy contributes to the city, *Late-Night London* also outlines the key evening economy issues that need to be managed. These primarily include:

- noisy and/or rowdy behaviour in the streets near pubs, bars and clubs, particularly after they close, which can be a serious nuisance to local residents;
- anti-social behaviour, such as littering, vomiting or urinating in the streets, which is not only unpleasant and intimidating but also requires extra effort and resources to clear up; and
- criminal behaviour, such as drug dealing or robbery.

The report also identifies the potential for incidents to occur in 'hotspot' areas where there are concentrations of late-night activities, particularly when they are in close proximity to areas of significant residential population.

The issue of diversity in the late-night economy is covered in detail in *Late-Night London*. At present, late-night entertainment in the city is primarily focused upon the sale and consumption of alcohol and can be considered to cater almost exclusively for young people. The report emphasises the need to increase the diversity of available activities during the evening and later at night and that London should draw from good practice examples from abroad. This is reflected in The Mayor's Cultural Strategy which states that "A wider variety of late-night entertainment needs to be encouraged and projects, such as the Safe Travel at Night initiative, need to be developed to support these changes."

The importance of Shoreditch as an evening destination within London is emphasised in this report which focuses on the area as one of four main case studies.



3 THE NIGHT-TIME ECONOMY

CLUBS BEST PRACTICE GUIDE

TfL has produced the Clubs Best Practice Guide to assist licensed venues in making customers' journeys home safer. The guide has been distributed around venues in the West End and contains the following recommendations for licensed venue operators:

- Discourage car drivers touting for hire outside the venue;
- Make customers and staff aware of safer options available for travelling home late at night;
- Provide a list of telephone numbers for taxi companies and local licensed private hire firms that are known and trusted;
- Discuss with licensed taxi companies and local licensed private hire firms the possibility of installing a telephone 'hotlink' to their office or have a reputable licensed private hire operator provide a minicab service from the venue;
- If possible, provide a waiting area inside the venue for customers to wait for a pre-booked vehicle;
- Provide CCTV in the foyer of the venue and the area immediately outside; and
- Prior to closing make announcements reminding customers to use only night buses, licensed taxis and private hire vehicles booked through a licensed operator.



Mare Street, Hackney Central

3 THE NIGHT-TIME ECONOMY

SAFER TRAVEL AT NIGHT

The Safer Travel at Night Campaign is run by the Greater London Authority (GLA) and Transport for London (TfL) with the aim of raising the level of safety and increasing the perception of security amongst people travelling in London at night. The scheme places a strong emphasis on public awareness and has run a “Know what you’re getting into” poster and commercial campaign to improve awareness of the dangers associated with illegal minicabs.

Since October 2002, a number of measures have been put into place through the scheme, including:

- The development of a Transport Operational Command Unit as a £50 million a year initiative targeting crime and congestion related to key bus services and illegal minicab activities;
- Taxi touting has been made a recordable offense;
- The introduction of licensing for minicabs;
- An increase in the number of night buses and the fitting of all new night buses with onboard CCTV;
- The production of travel information cards with the phone numbers of several black cab firms; and
- The production of a Clubs Best Practice Guide (see next section).

HACKNEY CRIME AND DISORDER AUDIT 1999/2001

Crime and disorder, particularly in terms of anti-social behaviour following the consumption of alcohol, is a major issue for night-time economies throughout the UK. The Hackney Crime and Disorder Audit 1999/2001 was prepared by the London Borough of Hackney in order to provide a clear picture of the extent of crime and disorder in the borough and what has been done to reduce crime and disorder over the past three years. The report contains information about recorded crime and disorder during the period from April 1999 to March 2000.

The report identifies three areas within the borough where levels of crime are particularly high. These ‘hot-spots’ are Hackney Central, Dalston and Shoreditch. Within Hackney Central the key crime problems are identified as violent crime, robbery, business crime and non-residential burglary. Problems listed in Dalston are business crime, robbery, violent crime, burglary and drugs, whilst high crime categories in Shoreditch are violent crime, business crime, robbery, vehicle crime, and non-residential burglary.

The report focuses in particular on the issues associated with anti-social behaviour which include a wide range of activities from vandalism and graffiti, noise nuisance, abandoned vehicles and prostitution to disorder, drunkenness, disputes and disturbances. There is no specific reference made to anti-social behaviour resulting from the consumption of alcohol in the report.

HACKNEY NIGHT-TIME ECONOMY

At the time of writing, Hackney is working on the 2003/2004 Crime & Disorder audit. An analysis of preliminary figures is provided in Sections 4 and 5.



London's safer travel at night campaign

3 THE NIGHT-TIME ECONOMY

HACKNEY RETAIL AND LEISURE PROFILE

The London Borough of Hackney has commissioned Roger Tym & Partners to produce a retail and leisure capacity study for the borough. This study is currently at the draft final report stage (October 2004) and contains a review of the current shopping and leisure patterns in the borough that is useful to consider in terms of the development of a strategy for the night-time economy. The study, which uses information from household and visitor surveys, focuses on the retail centres of Dalston, Hackney Central and Stoke Newington.

Retail

The study found that retail centres in Hackney could not be considered as strong in terms of comparison shopping as other London centres on average with Dalston drawing 11%, Hackney Central 9% and Stoke Newington only 2% of the total main shopping trips within the borough. The West End was found to be the dominant centre, accounting for 40% of all main shopping trips. Relatively few comparison shopping trips are made by car, the highest percentage being in Dalston at 14%.

Shopping patterns for convenience goods are more localised than for comparison goods. There are two major foodstores in the borough, Tesco in Hackney Central and Sainsbury's in the Kingsland Shopping Centre, Dalston. These stores account for 35% of the main convenience goods shopping trips in the borough.

Leisure

The study found that Stoke Newington Church Street was found to be the most popular location for eating and drinking in the borough, with 15% of all households surveyed stating that it is the most popular location for eating and drinking. Hackney Central and Dalston were found to attract 7% of the overall total trips to eating and drinking locations and did not attract significant numbers of people from outside the borough.

The study does not consider Shoreditch as a destination for eating and drinking, however it is commonly accepted to be the most popular night-time destination in the borough, particularly for drinking.

Healthcheck

The study provides some basic information on the health of the three centres of Dalston, Hackney Central and Stoke Newington in terms of rents, yields, crime, environment and vacant sites. A summary of the findings is provided below.

HACKNEY NIGHT-TIME ECONOMY

DALSTON

- Dalston is the largest and best performing retail centre of Hackney's three centres. It has the highest rents but comparable yields to other centres;
- The centre has a strong core area which is the busiest pedestrian location in Hackney;
- The centre suffers from high levels of crime and a poor shopping environment; and
- There are many key development sites in Dalston which are adjacent to the core retail area and provide the opportunity to increase the amount of retail and leisure floorspace in the centre and can provide large retail units suitable for major multiple retailers to occupy.



3 THE NIGHT-TIME ECONOMY

HACKNEY NIGHT-TIME ECONOMY

HACKNEY CENTRAL

- Hackney Central is the smallest of Hackney's town centres, but contains the largest Core Shopping Frontage area. It provides the most attractive shopping environment of the three Hackney retail centres;
- Mare Street is a strongly performing centre which provides some larger retail units attractive to major multiple retailers; and
- The lack of bars and restaurants is both a weakness and an opportunity as the evening economy is growing and such uses would be complementary to the civic and leisure facilities already established in the centre.



STOKE NEWINGTON

- Whilst Stoke Newington is a larger centre than Hackney Central, it has far fewer multiple retailers and a poorer range of shops.
- Stoke Newington, and Church Street in particular, is characterised by independent and niche retailers, restaurants and café uses;
- There is a strong demand from retailers for units located in the prime retail pitches; and
- There are no substantial retail development opportunities in Stoke Newington.



4 SHOREDITCH

INTRODUCTION

This section provides a detailed evidence base for the formulation of recommendations (Section 7) that will guide the management of the Shoreditch night-time economy through planning and licensing and planning policy and a series of key projects for the future.

This section includes

- An overview of Shoreditch;
- Evening land use survey;
- Terminal hours survey;
- Dispersal and transport analysis;
- A summary of views on the night-time economy (see Appendix A for detailed survey results); and
- Impacts of the night-time economy.



Customers queue to enter the 333 Club, Old Street

4 SHOREDITCH

HACKNEY NIGHT-TIME ECONOMY

OVERVIEW

Shoreditch is widely recognised as one of the most fashionable evening and late-night destinations in London and the UK, and is certainly the most popular location for a night out in Hackney. The area's evening economy has seen significant growth since the mid 1990s when venues such as The Blue Note nightclub and The Bricklayers Arms began to attract young, creative people away from their previous haunts in Soho, Camden and Islington. The unique historic legacy left by Shoreditch's furniture trade has provided an urban fabric of warehouses and spaces that are attractive to artists, creative industries and entrepreneurs.

The catalyst for the area's renaissance appears to have been the arrival to the area of artists in search of affordable studio space, along with the opening of the White Cube Gallery in April 2000. The gallery has been home to exhibitions by many of the UK's most high profile young artists including Damien Hirst and Tracy Emin.

A recent ODPM report *Good Practice in Managing the Evening and Late Night Economy* (September 2004) stated that ‘.. the Shoreditch Triangle in London is keeping its image as a fashionable location for the night-time economy without any conspicuous reports of excessive disorder or crime’.

However, the rapid growth of the evening economy and rising property prices has seen Shoreditch lose an element of its original ‘art-led cool’, and the area is now home to an increasing number of more affluent residents. However, Shoreditch remains a very attractive destination for art students, fashion designers

and the creatively minded and the expanded evening economy requires careful management if the area's unique and individual character is to be retained.



NME feature: Razorlight play a 4 song gig on the roof of the Bricklayers Arms, Charlotte Street, June 2004.

4 SHOREDITCH

NIGHT-TIME ECONOMY

The study area for survey work undertaken to investigate the night-time economy in Shoreditch contains both a core area of investigation, defined as the potential saturation area identified by the London Borough of Hackney, and an outer area that also considers activity south west of Great Eastern Street (see Figure 4.1).

Evening land use

There are a range of different uses that make up the evening economy in Shoreditch. An evening land use survey (see Figure 4.2) was conducted in order to identify land use patterns within the evening economy. The survey considered any activities that took place after 6pm to be contributing to the area's evening economy and includes the following categories:

- Bar
- Bar/restaurant
- Restaurant
- Public House
- Nightclub
- Takeaway
- Retail
- Café
- Leisure
- Taxi

It should be noted that it is becoming increasingly difficult to distinguish between some evening economy venues in terms of land use and activity. Many venues now market themselves as a bar, restaurant and nightclub and provide all these activities under one roof. For the purpose of this land use survey each venue was asked to identify what it considered to be its primary activity.

The results from the survey found that there were 10 pubs, 12 bars, 14 bar-restaurants, 3 nightclubs, 13 restaurants, and 6 take-aways in the Shoreditch area. Information provided by Hackney Council's licensing department (November 2004) identified 34 venues in the Shoreditch area with Public Entertainment Licenses (PELs) with a combined total capacity of 10,940 people.

The evening land use survey identified certain 'clusters' of bars, restaurants and nightclubs within the study area. There is a primary cluster of such uses running from the north in Hoxton Square, through part of Old Street and south along Charlotte Road and Curtain Road within the 'Shoreditch Triangle'. Many popular bars are located within this area including Bluu in Hoxton Square, the Elbow Room on Curtain Road and the Bricklayers Arms on Charlotte Road.

Two secondary clusters where evening activities are located in particularly close proximity to one another were identified. The first is at the north end of Great Eastern Street and Old Street and contains popular club venue The Medicine Bar and The Grand Central bar. The second is located to the east of the primary cluster and includes several bars on Shoreditch High Street, such as the Drunken Monkey, as well as Cargo, one of the larger capacity nightclub venues.

HACKNEY NIGHT-TIME ECONOMY

The area to the south of Great Eastern Street contains several evening venues however they are spread over a wider area and there is little evidence of activities clustering together as they do further north. These venues are more likely to be restaurants that generally have less impact on the evening economy than pubs, bars and nightclubs.



Figure 4.1 Shoreditch study area

4 SHOREDITCH

Terminal hours

The closing times of venues operating in South Shoreditch impact upon the operation of the evening economy as they dictate how late activity will occur in certain areas and when people are likely to be looking for transport to leave the area.

A survey of the hours of operation of venues operating after 6pm was carried out (see figure 4.3) in order to investigate the relationship between location and closing times. As many premises vary their opening hours throughout the week the latest closing time during the week is the time recorded.

The terminal hours plan (Figure 4.3) identifies the area along Curtain Road, Rivington Street and part of Old Street as having a significant number of venues open past midnight. Several of these, for example, Cargo (capacity 500) are open past 2am on certain nights, whilst the 333 Club (capacity over 650) and Mother Bar venues on Old Street remain open until 5am on Fridays and Saturdays.

Despite being home to several venues and regarded as a late night destination, the bars operating in Hoxton Square close by midnight, with activity shifting south towards the Old Street/Rivington Street area during the early hours of the morning. As such, the venues in Hoxton Square are popular pre-club destinations.

The more dispersed area of activity to the south of Great Eastern Street has very few venues open past midnight and as such activity in this area is low during the early hours of the morning.

Evening land use and opening hours survey

The survey of evening land uses and opening hours demonstrated that there is a high concentration of licensed premises and evening uses in the core study area, which is the area being considered by the Council's licensing department for the potential saturation zone. Primary clusters of activity are at Hoxton Square, and in the core area of the Shoreditch Triangle along Old Street, Charlotte Road and Curtain Road. However, secondary clusters were found at the junction of Great Eastern Street and Old Street and along Shoreditch High Street, and it should be noted that there are a number of evening land uses outside this core area to the south west of Great Eastern Street and there is potential for growth further north on Kingsland Road, and further south on Shoreditch High Street.

The land use survey demonstrates that the highest concentration of night time uses is evident within the core study area, although there are secondary clusters outside this area. In addition, there are residential areas outside the proposed saturation zone, that could potentially suffer if it were easier for new venues to open outside the saturation zone rather than inside it. It should be noted, however, that there is an opportunity through the South Shoreditch Area Action Plan to identify character areas which could include specific policies for sub-districts which might limit this impact.

HACKNEY NIGHT-TIME ECONOMY



The Foundry Bar, Old Street

4 SHOREDITCH

DISPERSAL AND TRANSPORT

The provision of safe and accessible transport links is an important component of a successful evening economy. The quality of transport provision during the evening and later at night will impact on the level of noise disturbance experienced by residents, anti-social behaviour and the perception of crime and safety.

The South Shoreditch area is served by several underground stations, all located just outside the study area boundary. These are Liverpool Street (Central, Hammersmith & City, Metropolitan and Circle Lines), and Old Street. Liverpool Street is also a mainline rail station with services that run until around midnight. The underground is a popular method of transport until it stops running shortly after midnight. After this time many people visiting the area for a night out will use Hackney cabs, private hire taxis or night bus services to return home.

Night bus routes serving the Shoreditch area (see Figure 4.4) are:

- N8** Hainault - Victoria
- N26** Chingford - Trafalgar Square
- N35** Clapham Junction - Tottenham Court Road
- N55** Oxford Circus - Woodford Wells
- N243** Trafalgar Square - Wood Green



Figure 4.4 Night bus services from Shoreditch, TfL 2004

4 SHOREDITCH

TfL monitors passenger usage of night bus services and has provided data to illustrate a night bus usage from Monday to Friday, Saturday and Sunday over the past five years. It should be noted that these figures relate to passengers using the service at any point on the route, not necessarily to get to and from the Shoreditch area.

Almost all routes serving the Shoreditch area during the night-time are used more on Saturday (Friday nights) and Sunday (Saturday nights) than during the week. This is not surprising as weekends are traditionally more popular nights for going out in the evening as the majority of people do not work the next day. Generally, the level of use on all five services in the Shoreditch area has risen over the past five years. The N35 route, which runs from Shoreditch to Clapham Junction, has seen its use on Saturdays (Friday nights) increase significantly from approximately 150 passengers a night in 1999 to approximately 1,200 passengers a night in 2004. (see Figure 4.5)

The route with the highest number of passengers is the N8 service that runs via Shoreditch to Oxford Circus and finally Victoria. This service is now used by over 2,500 people on both a Saturday and Sunday, and passenger numbers have increased over time from below 1,500 in 1999. (see Figure 4.6).

Route 243, running from Trafalgar Square to Wood Green, has seen passenger usage rise considerably since 2003 on all nights of the week (see Figure 4.7) and is now used by over 1,000 people on a Saturday and Sunday. The N55 has also increase in usage, particularly since the start of 2004 (see Figure 4.8).

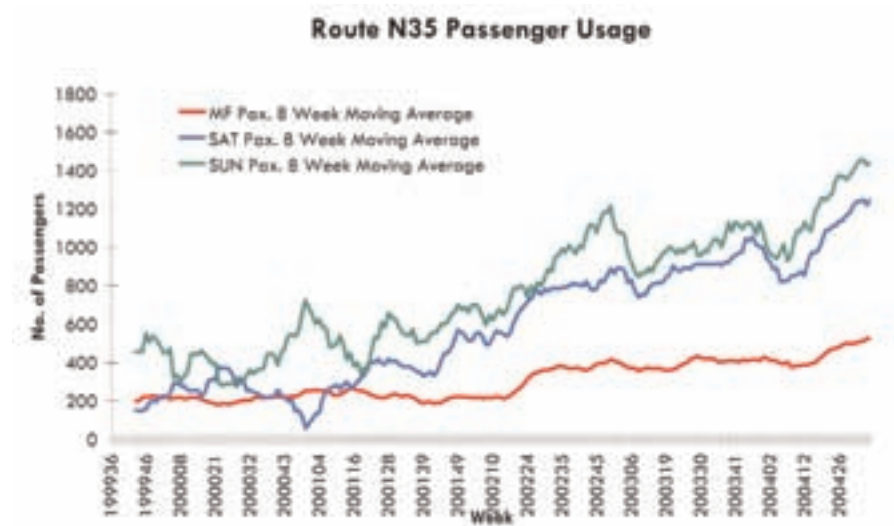


Figure 4.5 Night bus usage 1999-2004 - N35 route

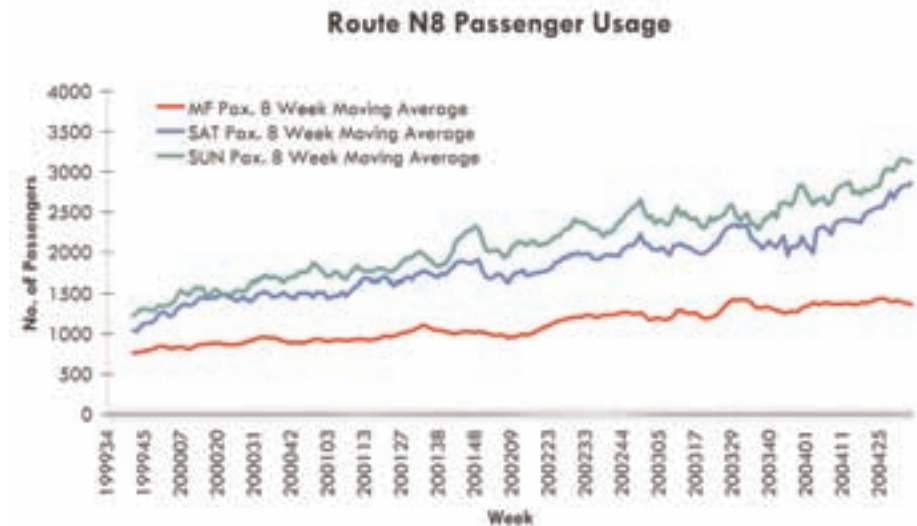


Figure 4.6 Night bus usage 1999-2004 - N8 route

4 SHOREDITCH

This night bus service is also now used by over 1,000 people on a Saturday and Sunday. Usage has remained more consistent on the N26 route with the number of passengers using this service remaining relatively constant since 2001.

The cumulative total of passengers using night bus services that pass through Shoreditch on a Saturday and Sunday is now approximately 7,900 on a Saturday and 8,500 on a Sunday.

It should be noted that this data demonstrates an increase in night bus usage since 1999 for night buses that pass through Shoreditch. However, this growth cannot be attributed to the growth in night-time activity in Shoreditch alone as the routes serve other popular evening economy areas such as The West End. TfL does have loading data for some of the routes at useful points around Hackney which could provide a more accurate indication of night bus usage in Shoreditch specifically. The Council would need to arrange to extract the data from TfL's database.



55 bus service, Old Street

Route N243 Passenger



Figure 4.7 Night bus usage 1999-2004 - N243 route

Route N55 Passenger Usage



Figure 4.8 Night bus usage 1999-2004 - N55 route

4 SHOREDITCH

VENUES

A series of face-to-face interviews were undertaken with nine prominent night-time economy venues in Shoreditch. The interviews conducted with the evening economy venues included questions that focused on the following issues:

- Change in business over the past 5 years;
- Methods of transport used by customers;
- Servicing and waste collection arrangements;
- Complaints from local residents;
- The new Licensing Act;
- The use of private security; and
- Partnership working with other agencies.

The questionnaire was approved by the London Borough of Hackney. Case studies from those venues that participated in the interviews are outlined on the following pages.



HACKNEY NIGHT-TIME ECONOMY



Figure 4.9 Venues participating in the licensee survey

1. THE MEDICINE BAR, GREAT EASTERN STREET

Venue type: *Nightclub*
Venue capacity: 480
Opening hours: *Mon-Wed (5pm-11pm), Thu (5pm-2am), Fri (12pm-2am), Sat (5pm-2am), Sun (5pm-12am)*
Length of operation in South Shoreditch: 2.5 years
Clientele: *“Mid-week city workers, weekend clubbers”*



2. CARGO, RIVINGTON STREET

Venue type: *Nightclub*
Venue capacity: 500
Opening hours: *Mon (6pm-1am), Tue-Thu (12pm-1am), Fri (12pm-3am), Sat (6pm-3am), Sun (12pm-12am)*
Length of operation in South Shoreditch: 3 years
Clientele: *“Live music crowd, city workers, ‘outsiders’”*



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HACKNEY NIGHT-TIME ECONOMY

3. DRUNKEN MONKEY, SHOREDITCH HIGH STREET

Venue type: *Bar/restaurant*
Venue capacity: 400
Opening hours: *Open until 12am, often close at 11pm*
Length of operation in South Shoreditch: *9 months*
Clientele: *"All sorts, mainly local residents, some city workers"*



4. BLUU, HOXTON SQUARE

Venue type: *Bar*
Venue capacity: 220
Opening hours: *Mon-Thu (11am-11.30pm), Fri & Sat (11am - 12am)*
Length of operation in South Shoreditch: *5years*
Clientele: *"Predominantly people in 20-30 age group, professionals"*



5. THE POOL, CURTAIN ROAD

Venue type: *Bar*
Venue capacity: 300
Opening hours: *Mon-Thu (11am-11.30pm), Fri & Sat (11am - 12am)*
Length of operation in South Shoreditch: *5years*
Clientele: *"Predominantly people in 20-30 age group, professionals"*



6. ZIGFRIDS, HOXTON SQUARE

Venue type: *Bar*
Venue capacity: 280 (soon to be 530, subject to license)
Opening hours: *Mon-Sun (12pm-12am)*
Length of operation in South Shoreditch: *1year*
Clientele: *"Diverse, artists, students, musicians,"*



4 SHOREDITCH

HACKNEY NIGHT-TIME ECONOMY

7. 333, OLD STREET

Venue type: *Nightclub*
Venue capacity: 540
Opening hours: *Tue (10pm-4am), Fri & Sat (10pm-5am), Sun (10pm-4am)*
Length of operation in South Shoreditch: 7years
Clientele: *"Fashion, arts, students, over 20's"*



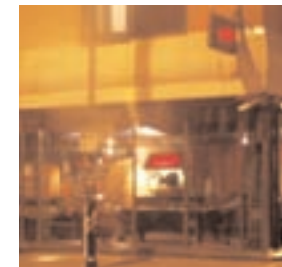
8. CAFE KICK, SHOREDITCH HIGH STREET

Venue type: *Bar, restaurant*
Venue capacity: 400
Opening hours: *Mon - Sun (12pm-12am)*
Length of operation in South Shoreditch: 3years
Clientele: *"Over 25's, creative media"*



9. ELBOW ROOMS, CURTAIN ROAD

Venue type: *Bar, restaurant, pool*
Venue capacity: 750
Opening hours: *Sun-Tues (12pm-12am) Wed - Thurs 12pm-1am) Fri - Sat (12pm-2am)*
Length of operation in South Shoreditch: 3 years
Clientele: *"Midweek city types, weekend over 25's, few students"*



4 SHOREDITCH

Competition

There was a mixed response from venues when asked how business had changed over the past five years. The general consensus was that activity in the area has remained fairly consistent following the initial growth period. More established venues such as Cargo and The Medicine Bar stated that they were less busy now than they had been approximately three to five years ago. However, all venues reported that despite the opening of more venues competition between bars had not really increased and that there was very little evidence of venues entering into price wars to compete for a larger market share.

Transport

Venue operators were asked what form of transport the majority of customers used when leaving. The most commonly used methods were taxi or night bus. Larger late night venues, 333 Club and Cargo, have arrangements with local private hire taxi firms to provide a safe method of getting home for their customers. Several operators identified issues related to unlicensed private hire vehicles touting for business outside their venues.

Security

All venues interviewed stated that they used private security after certain hours and during busy periods. Venues reported that they were happy with the service provided by their security staff and there were very few incidents. All venues were members of the Pubwatch scheme and reported that they considered the scheme to have a positive impact on the area.

Shoreditch Pubwatch

The Shoreditch Pubwatch scheme is a partnership between evening venue operators in the Shoreditch area and the local police. The meetings are a forum for discussion of any issues relating to the evening economy and provide an opportunity for venues and the police to share information and maintain a good working relationship.

The meetings are well attended and positive feedback about their value was received from evening venue operators. A representative from a local residents association attends some of the meetings, and the Council's licensing department also sends representatives to some Pubwatch meetings.

The Licensing Act 2003

Venue operators were asked about their awareness of the legislative changes being introduced under the Licensing Act 2003 and whether they considered this would effect the operation of their business. Most venue operators had a general awareness of the changes that would be enforced through the new Act, particularly as the issue has been covered at Pubwatch meetings.

There were mixed views about the impact of the Licensing Act, several venues stated that they would consider staying open later perhaps on bank holidays or for special events, particularly during the summer. Others stated that they thought it was unlikely that their opening hours would change.

HACKNEY NIGHT-TIME ECONOMY

Concerns about the potential impact of the new Act included the potential for the Council to be 'too controlling' and that the new licenses may be expensive. The need for the Council to provide more clear information about the impacts of the Act for venue operators was identified.



Bluu bar, Hoxton Square

4 SHOREDITCH

VIEWS ON THE NIGHT-TIME ECONOMY

The views of night-time economy users, licensed venues and residents who live in close proximity to an active night-life are very important to the development of a strategy for the night-time economy in Hackney. Each group has been approached for their views on the night-time economy and the results of the survey work in Shoreditch are summarised in this section.

Users survey

The results of the Shoreditch users' survey are set out in detail in Appendix A. A summary of the results is set out below.

The users of the night-time economy in Shoreditch were found to be predominantly aged between 18-34 (84%), single (62%) and white (80%). This highlighted the mono-culture typical of many night-time economies throughout the UK and the need for the night-time economy in Shoreditch to provide for a more diverse section of the community. The ability of Shoreditch to attract visitors from a considerable distance was also highlighted by the survey which found that 70% of night-time economy customers did not live locally.

The bus was the most popular mode of transport for returning home after a night-out (33%), and 59% of respondents expected to leave by midnight. Only 10% stated that they intended to stay out until past 2am. Only 15% of those surveyed visited Shoreditch more than once a week, while the majority of participants (47%) visited the area at least once a month.

The most attractive features of an evening out in Shoreditch for those in the area were found to be the good atmosphere (22%), close proximity to home (20%) and the close proximity to work (15%). When asked what they disliked about an evening out in Shoreditch the most popular response was expensive drinks prices (49%). Shoreditch's main competition as a night-time destination was found to come from The West End.

73% of those surveyed stated that they felt safe in Shoreditch, with a third of those feeling 'very safe'. Only 8% felt unsafe. The visible presence of people on the street was most frequently identified as contributing to making a place feel safe, along with the visible presence of police officers and good quality lighting.

Whilst only 10% of those surveyed stated that they intended to stay out past 2am on the night of the survey, 25% said that they would be likely to stay out past 3am at least once a week if more licensed premises were open later. This suggests that there is a demand for licensed premises to remain open later in Shoreditch amongst existing users.

HACKNEY NIGHT-TIME ECONOMY



Curtain Road, Shoreditch

4 SHOREDITCH

Residents

A series of telephone interviews were conducted with residents living in close proximity to the night-time economy in Shoreditch. A total of 253 interviews were completed.

The results of the Shoreditch users' survey are set out in detail in Appendix A. A results summary is set out below.

The survey found that over 50% of residents in Shoreditch have never visited the area for an evening out, which reinforces the notion that the evening economy is currently not providing facilities for a large section of its local community. The range of evening entertainments was listed as the most appealing element of Shoreditch's night-time economy by residents (19%), whilst the unsafe environment was identified as the factor most residents disliked (16%). Almost half of Shoreditch residents participating in the survey identified the West End as the destination they most liked to visit other than Shoreditch.

Over half of the residents (51%) participating in the survey believed that the night-time economy made a positive contribution to the Shoreditch area. The main benefits listed by residents of living close to the evening economy were the easy access to licensed premises (47%) and the vibrant living environment (27%). The main problems identified were related to noise, both from outside venues (33%) and from within licensed venues (25%). The majority of residents (54%) considered that the night-time economy had grown considerably in the past 3-5 years, 47% believed that the choice of venues had improved during that time

and 48% considered that the quality of venues and activities had improved.

Safety is a major issue for residents with 16% identifying it as the change they would most like to see in the area. 12% stated that they wished to see no further growth for the night-time economy.

20% of residents stated that they had made a complaint to Hackney Council relating to the evening economy. The majority of these complaints (58%) related to noise disturbance, whilst anti-social behaviour was also frequently listed (12%). The majority of residents stated that the night-time economy was generally undistruptive between Mondays and Thursdays (63%), with 11% stating that they found it regularly very disruptive during this time. Activity on weekend nights was reported to be generally undistruptive by 46% of residents surveyed, whilst 24% found it to be regularly disruptive on these nights.

The majority of residents (53%) indicated that they were not in favour of 24 hour opening for bars, pubs and restaurants, although 38% were in favour. The majority of residents did not have any contact with licensed venue managers in the area (86%) which is perhaps not surprising as only 20% have made any form of complaint to Hackney Council.



On-street drinking can create safety issues in Shoreditch

4 SHOREDITCH

IMPACTS OF THE NIGHT-TIME ECONOMY

Introduction

This section considers the impacts of the night-time economy in Shoreditch, which help to inform the licensing, planning, operational and management recommendations in the report. An assessment of the impacts has been undertaken through a variety of methods, including:

- independent site survey observations, made on Friday 15 October and Saturday 16 October 2004;
- a site visit accompanied by the Police, undertaken on Friday 23 July 2004;
- a review of issues raised by residents at the Shoreditch Neighbourhood Committee meetings held on 30 June and 8 September 2004;
- a review of issues raised at the Shoreditch Pubwatch meeting attended by Urban Practitioners on Tuesday 13 July 2004;
- interviews and workshops held with Hackney Council officers in the planning, licensing, community safety and environmental health departments;
- a review of the outcomes of the noise monitoring pilot study undertaken in Shoreditch during July and August 2004; and
- a review of available crime and disorder data.

Site survey observations

In addition to the land use and opening hour site surveys (see Figures 4.2 and 4.3), two further site visits were undertaken, in order to inform the study. The first site visit was accompanied by the police and the purpose of the visit was to understand the impacts of the night-time economy from a police perspective. The second site visits were undertaken independently and the purpose of the visit was to make specific observations in relation to the following:

- pedestrian activity - how people congregate and disperse in relation to night-time uses;
- existence and location of night bus stops, taxi ranks, mini cabs, tube and train stations;
- the location and appropriateness of street drinking;
- appropriate locations for CCTV;
- appropriate locations for improved lighting;
- existence of anti-social behaviour; and
- environmental impacts.

Observations relating to both site visits are documented below. These observations should be read in conjunction with Figure 4.44 which graphically illustrates the main issues and their spatial distribution across the area. In addition to this assessment a number of short videos were taken to support the notes and conclusions set out below.

HACKNEY NIGHT-TIME ECONOMY

Public transport

A variety of public transport infrastructure exists in the area with the following key elements relating most strongly to the night-time economy:

London underground stations

Old Street Station is the closest underground station to the study area, located approximately five minutes walk from the Shoreditch Triangle. Liverpool Street station, although a significantly further walk, is of major significance due to its mainline rail connections and connection to the wider underground network (Central, Circle, Metropolitan and Hammersmith and City lines).

Bus stations

The main locations for bus stops in the area are along Old Street in the east-west direction and Shoreditch High Street/ Kingsland Road in the north-south direction. Refer to figure 4.44 for night bus routes and bus stop locations. It should be noted that there are no bus stops along Great Eastern Street.

Taxis and mini cabs

There are no designated taxi ranks within the area, although black taxis can be found along Old Street and Shoreditch High Street in the evening, especially at peak times when the pubs and bars close at 11 pm or midnight. There is also a taxi rank outside Liverpool Street station, which is approximately 15 minutes by foot from the Shoreditch Triangle.

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There are three main minicab offices in the area, which are situated in the following locations:

- Hoxton Square - south side;
- Old Street near the junction with Coronet Street; and
- Hackney Road near the junction with Shoreditch High Street.

Pedestrian activity

Patterns of pedestrian movement in South Shoreditch at night are dominated by movements between public transport hubs and the numerous bars, restaurants and night clubs within the area. The key public transport hubs are Old Street underground station, Liverpool Street underground and mainline rail station and bus stops along Old Street, Shoreditch High Street/ Kingsland Road and Curtain Road. The main pedestrian routes, which generally also relate to public transport movement are:

- East-west along Old Street;
- Shoreditch High Street/ Kingsland Road; and
- Curtain Road.

There is also pedestrian movement between night-time uses, in particular as bars and pubs close and people move onto bars and nightclubs that have later licenses. Primary movement of this kind is from Hoxton Square, where bars shut at approximately 12 midnight to Cargo, Herbal and the 333 club, which have late licenses.

There are few publicly accessible places within the area to shelter in poor weather apart from bus shelters and Old Street station. Primary spots where people congregate in relation to night-time activities are:

- The entrances to Old Street Station;
- Hoxton Square;
- Old Street at the corner of Hoxton Street outside 333 nightclub;
- Kingsland Road at the junction with Old Street; and
- The junction of Curtain Road and Rivington Street.

Locations of on-street drinking

The following areas were observed to be the main street drinking locations in the study area;

- Old Street - particularly along the stretch between Coronet Street and Hoxton street;
- Junction of Charlotte Street and Rivington Street outside the Bricklayers Arms pub;
- Hoxton Square both in the street and in the park area;
- Outside the Foundry Pub at the junction of Old Street and Great Eastern Street;
- Outside Bar 170 on Old Street near the junction with Great Eastern Street;
- Rivington Street, outside the Barley Mow pub at the junction with Curtain Road;
- Kingsland Road near the junction with Old Street;

HACKNEY NIGHT-TIME ECONOMY

- Outside the Jam Bar on Shoreditch High Street; and
- Ravey Street near the Griffin Pub.

The main conflicts with street drinking activity were observed to be along Old Street, where the pavements were particularly narrow between Coronet Street and Hoxton Street. Old Street also suffers from a high volume of vehicular traffic and pedestrian through traffic. Street drinking often spills out into the street in this location and the potential for accidents between pedestrians and vehicles appears to be high. A key observation at this location on Old Street and also along Charlotte Street was that many cars are parked along the street and up onto the footpath which restricts the footpath width even further than normal and creates a hazardous environment for pedestrians. Overcrowding on Old Street is most acute at the junction with Curtain Road.

Other areas where overcrowding was observed during the summer months included Rivington Street, between the Bricklayers Arms and the Barley Mow pubs, and the junction between Old Street and Shoreditch High Street.

Certain venues, such as The Bricklayers Arms, served drinks in plastic glasses in order to minimise the risk from broken glass on the street, however, many people were observed throughout the study area drinking outside from glass vessels.

In general, street drinking did not appear to create conflicts with traffic within the Shoreditch Triangle, with the exception of Curtain Road, as many of the streets are narrow, which tends to slow vehicle speeds. Conflicts between vehicles, pedestrians and street drinking were minimised

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in location where footpaths widths are widest such as at the Foundry Pub on the junction of Old Street and Great Eastern Street and outside Bar 170 on Old Street.

The proposed saturation zone

Emerging proposals exist to create a saturation zone that encompasses the 'Shoreditch Triangle' between Old Street, Great Eastern Street, and Bishopsgate/Shoreditch High Street. In locational terms, the triangle has by far the greatest concentration of night time uses in the area. Conversely, areas to the south of Great Eastern Street are largely devoid of night time activity and could be made safer and more vital through the introduction of residential and other uses.

Anti-social behaviour

There is a considerable amount of graffiti around Hoxton Square, Kingsland Road and Old Street, much of which is of an artistic nature and arguably contributes to the vibrancy and character of the area. However, some of this graffiti is undoubtedly unwelcome and could be deterred through more regular removal and building maintenance.

Flyposting of illegal advertisements was observed in several areas predominantly around Old Street station, along Old Street, under the railway bridge at the junction between Old Street and Shoreditch High Street, and under the railway bridge near Kingsland Road. Evidence of vandalism to bus shelters and other street furniture was widespread throughout the area especially along Old Street.

Public toilets

The only public toilets within the study area are located within Old Street underground station which is open until approximately 12 midnight.



Night-time activity, Old Street

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This creates problems with public urination in many of the alleyways, quieter streets and doorways within the South Shoreditch area. Many of the poorly lit alleyways and smaller streets running between Curtain Road and Shoreditch High Street, especially under the railway crossings, were obvious areas for public urination and were of generally poor cleanliness.

Street cleanliness and rubbish

The cleanliness of streets within the study area varies considerably, although in general terms many streets were observed to suffer from street litter, and obvious signs of public urination. Particular issues of cleanliness or rubbish dumping were observed along Old Street, between Hoxton Street and Kingsland High Road, and at the junction of Leonard Street and Paul Street (see Figure 4.10).

There are three recycling collection points in the area, which are located at:

- the south side of Hoxton Square;
- Old Street next to the fire station; and
- Leonard Street.

There were no observations of major rubbish collection facilities in the area or problems with commercial and residential waste, aside from minor infractions by certain restaurants at closing time, accumulating on streets at the time of the site visits.

Environmental impacts

The major environmental impact that was observed was the pollution associated with vehicles along Old Street and on Kingsland

Road near the Old Street junction. This problem is particularly apparent along the western end of Old Street especially when traffic volume is high. Vehicular traffic also adds to the vibration and noise impacts along the street.

Possible CCTV locations

Several areas have been suggested as possible locations for CCTV. These areas are mapped on Figure 4.10 and have been suggested because they are perceived to be threatening and feel unsafe at night due to poor lighting or a lack of natural surveillance and activity. Street locations such as Rivington Street near Curtain Road and under the railway arches near Cargo nightclub have been suggested for their high levels of night-time activity and late opening hours.

Lighting

Low levels of lighting in many streets would appear to be directly related to the level of anti-social behaviour such as graffiti and property damage as well as adding to the fear of crime in the area. Areas for improved lighting are indicated in Figure 4.10. The main streets and lanes that should be considered for improved lighting are New Inn Yard, Bateman's Row and the small lanes between Curtain road and Shoreditch High Street. Other areas include the green space at Hoxton Square, New Inn Yard, Bateman's Row, Kingsland High Road and Luke Street.

HACKNEY NIGHT-TIME ECONOMY

Noise monitoring

Potential locations for future noise monitoring are indicated on Figure 4.10 and include:

- Hoxton Square;
- Rivington Street and Charlotte Street; and
- Shoreditch High Street and Kingsland Road.

These areas have a high concentration of bars, pubs and restaurants as well as a sizeable residential population which could potentially cause conflict.

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Residents' concerns

The following issues associated with the night-time economy in South Shoreditch have been identified by residents at the Shoreditch Neighbourhood Committee meetings held in June and September 2004:

- Residents' quality of life is being affected by noise from within and outside licensed venues;
- Hoxton Square has become a major focus for activity, with large numbers of people congregating and drinking there, particularly in the summer months, causing disturbance for nearby residents and creating substantial litter. The Hoxton Square gates are not locked at closing time by Park Rangers and there is no signage providing information on opening and closing times;
- Illegal flyposting and graffiti is a major issue in the area;
- There are problems of large numbers of rats in the area;
- There are problems associated with an illegal nightclub on Kingsland Road;
- Street drinking/drinking on pavements outside venues is a major problem and there are safety issues associated with this;
- More diversity of the night-time economy is required, for example art galleries, not just bars; and
- There is an issue of people urinating in the streets.

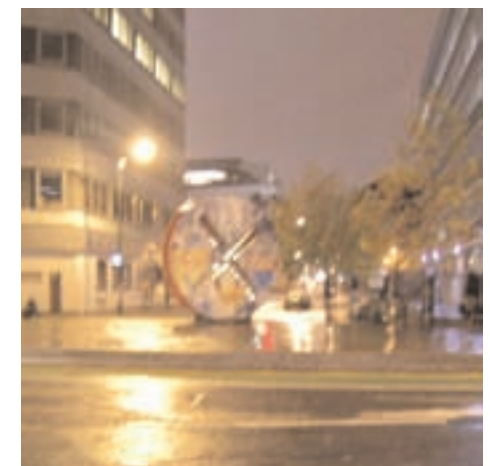
Licensees concerns and identified opportunities

The following issues were raised by licensees at the Shoreditch Pubwatch meeting attended by Urban Practitioners in July 2004:

- The amount of rubbish that has started to accumulate in and around Hoxton Square needs addressing. Licensees on Hoxton Square have clubbed together to set up a rota for clearing up Hoxton Square after they close, however, it is noted that food and drinks are often purchased from nearby takeaways and off-licenses and therefore should not be the responsibility of licensees. Licensees would welcome clear information from the Council on rubbish collection and cleansing schedules;
- Tables and chairs outside licensed venues are considered to contribute to the 'continental' atmosphere of South Shoreditch, and can improve the perception of safety through increasing the level of on-street activity. However, there is a lack of clarity about obtaining permission for placing tables and chairs on the pavement and licensees would welcome clear guidelines on this issue;
- There is concern about the large number of residential and live/work permissions that have been granted by the Council in South Shoreditch. Many of the licensees indicated that they had located in the area due to the 'designated employment area' status in the UDP and the assumption that residential uses would not be permitted. Revisions to planning policy need to take into account the potential conflict between residential and night-time uses;

HACKNEY NIGHT-TIME ECONOMY

- Planning permission regulations for commercial and residential buildings should be made clear, so that licensees and residents know where they stand;
- The location of the rubbish and recycling bins on Hoxton Square should be carefully considered; and
- Concerns were expressed regarding the proposed saturation zone in South Shoreditch. Licensees did not object to managing the number of licensed premises in the area, however, it was considered by licensees that a defined zone would not achieve the desired objectives and would cause tensions between licensed venues inside and outside the zone.



Leonard Street, Shoreditch

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Crime and disorder

The Hackney branch of the Metropolitan Police provided crime statistics that have been collected in relation to the night time economy in South Shoreditch (email received from Martin Davis, Shoreditch and Hackney Neighbourhood Inspector, June 2004). It is accepted that crime has risen in South Shoreditch, however, in order to consider whether this rise can be attributed to the night time economy, the statistics compare crime statistics from Old Street from 1997 and 2003 with those from Mare Street, located further north in the Borough, to act as a control. Mare Street, near Hackney Central station, was considered to be the most similar area in the borough to South Shoreditch. Mare Street has, for a long time, had a night time economy with various pubs and clubs, although not the same concentration as in South Shoreditch at present.

In order to interpret the charts correctly, the focus should be on whether the correlation between the two areas is different in 2003 than it was in 1997, not whether the 2003 figures are higher than the 1997 figures.

Disorder

Statistics on disorder are known not to truly reflect the disorder that occurs as they rely firstly on someone ringing in to complain, then on the interpretation of the operator. For example a group of drunken youths who remove temporary traffic signs around road works could be recorded as "Disturbance in the a Public Place" or "Traffic Incident", the first would appear in the disorder figures the second would not. Whilst it is difficult to show what the true disorder figures are, the way they are recorded has been constant over the review period, this means any changes can be relied upon as a true reflection of how the

Levels of disorder on Old Street and Mare Street:
1997 and 2003

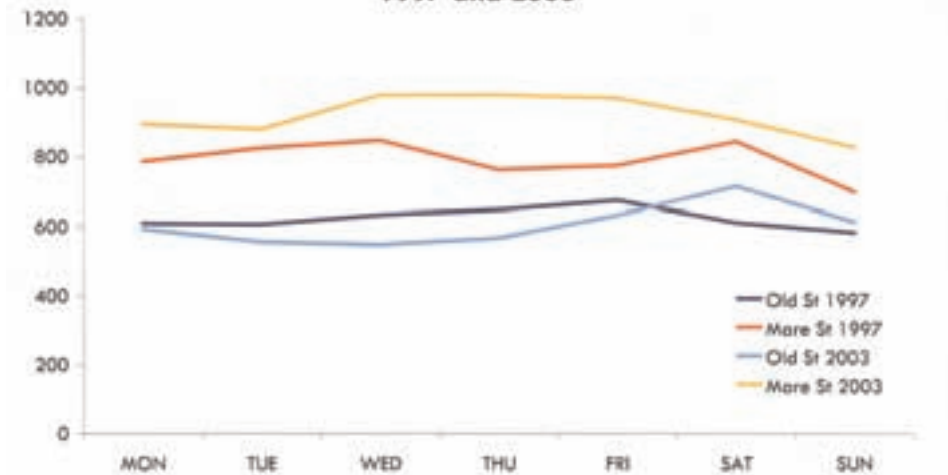


Figure 4.11 Levels of disorder on Old Street and Mare Street - 1997 and 2003

disorder has changed over the years. The figures for Shoreditch start in 1997, rise slightly to 2000 and then drop slightly to 2003. When the figures are displayed on days of the week it becomes clear that the proliferation of licensed premises is adversely affecting the South Shoreditch area.

The disorder figures for Mare Street are higher than Shoreditch and also rise to 2000 and drop slightly but rise again in 2003.

Figure 4.11 shows the disorder figures for days of the week for the years 1997 and 2003. The Shoreditch 1997 figures show that during the week the figures are relatively constant from Monday to Friday, dropping off at the weekend. The Shoreditch 2003 figures show that Friday, Saturday and Sunday were busiest, with Saturday the busiest by far. In contrast

both sets of the Mare Street figures show they are reasonably constant dropping off at the weekend.

Crime

The South Shoreditch area is the Vehicle Crime hotspot for the whole Borough, the second highest hotspot for Street Crime and is the Borough Burglary hotspot. The police stated that they believe that a large amount of the crime that occurs in this relatively small area is generated by the night time economy and in particular the licensed premises. The police suggested that the large number of patrons leaving the area has created a mini economy, with illegal mini cabs being involved in turf wars and threatening lawful cabs to gain extra business. The connection between illegal mini-cabs and sex offenses has long been recognised.

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The overall analysis of crime is that South Shoreditch has seen an increase in excess of the control area and the pattern of crime has changed to later in the evening.

Violence

Figure 4.12 shows a comparison of the figures for violence in 1997 and 2003, which demonstrate that in 1997, violence in Mare Street was highest between 1600-2300 peaking at 2100. In Shoreditch, figures were low all day. In 2003, the pattern in Mare Street changes to a very high peak at 1600. In Shoreditch, the figures are higher between 2100-0400, peaking between 0300-0500. This shows that violent crime in Shoreditch has increased at a much greater rate than Mare St with a peak in the early hours when the pubs and clubs close.

Robbery, burglary and fraud

The figures for robbery, burglary and fraud are roughly the same in Shoreditch and Mare Street, with no appreciable difference in patterns.

Criminal damage

Figure 4.13 shows that in 1997, both Shoreditch and Mare Street had similar rates of criminal damage, however, Mare Street had a higher rate between 1400-0000. In 2003, both sites have similar rates all day. The figures clearly show that criminal damage in Shoreditch has risen at a faster rate than Mare Street, particularly in the evening.

Theft and handling

Figure 4.14 shows that in 1997, both Shoreditch and Mare Street have roughly similar rates of theft and handling. By 2003, Shoreditch saw a massive rise in numbers and

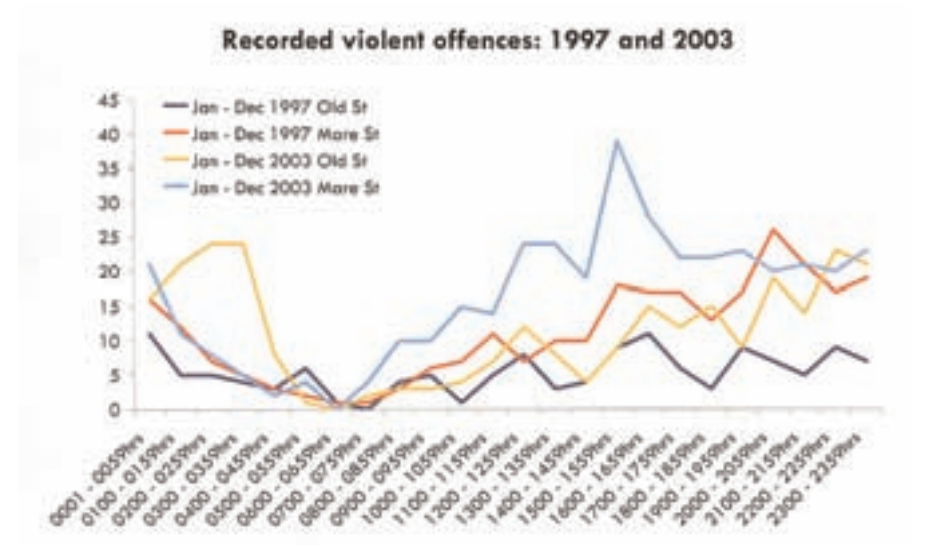


Figure 4.12 Levels of violence on Old Street and Mare Street - 1997 and 2003

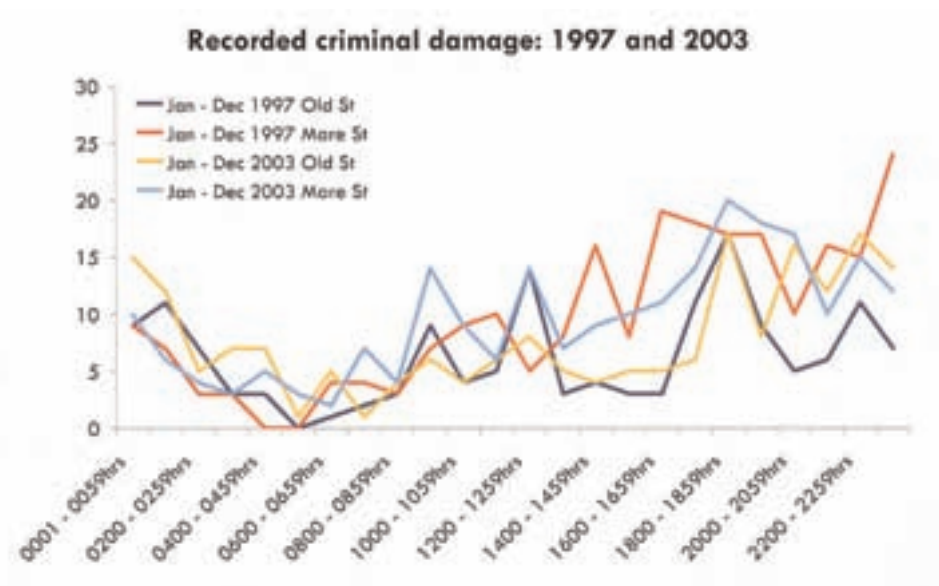


Figure 4.13 Levels of criminal damage on Old Street and Mare Street - 1997 and 2003

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the pattern changed to being very busy between 1800hrs and 0600hrs, peaking at 0000hrs.

Motor vehicle crime

Figure 4.15 shows that in 1997, the figures for motor vehicle crime for both Shoreditch and Mare Street are similar, but the figures for Shoreditch are slightly higher between 1700-2200hrs and Mare Street are slightly higher between 2200-0200hrs. In 2003, the figures for motor vehicle crime in Shoreditch are higher all day, with particularly high rates between 1700-2300hrs, and remaining high until 0400hrs. Motor Vehicle crime has clearly risen greatly in Shoreditch and remains high late into the night.

Conclusions

The figures clearly show that violent crime, disorder, criminal damage, theft and motor vehicle crime have risen at a greater rate in Shoreditch compared to Mare Street, in the evening. This suggests that the rise in crime is due to the increase in number of licensed premises since 1997 and the rise in number of people in the area, who are potential victims of crime.

Some caution, however, needs to be taken when drawing conclusions from these figures. As emphasised by the licensees of the Shoreditch Pubwatch (19th July 2004 meeting), these crime figures refer to total numbers of reported criminal offenses, rather than numbers of offenses per person. They suggest that, if a comparison were to be undertaken with other towns and city centres where the numbers of visitors to the area at night were similar, that crime levels in Shoreditch is likely to be lower than other areas. As yet, no such comparisons

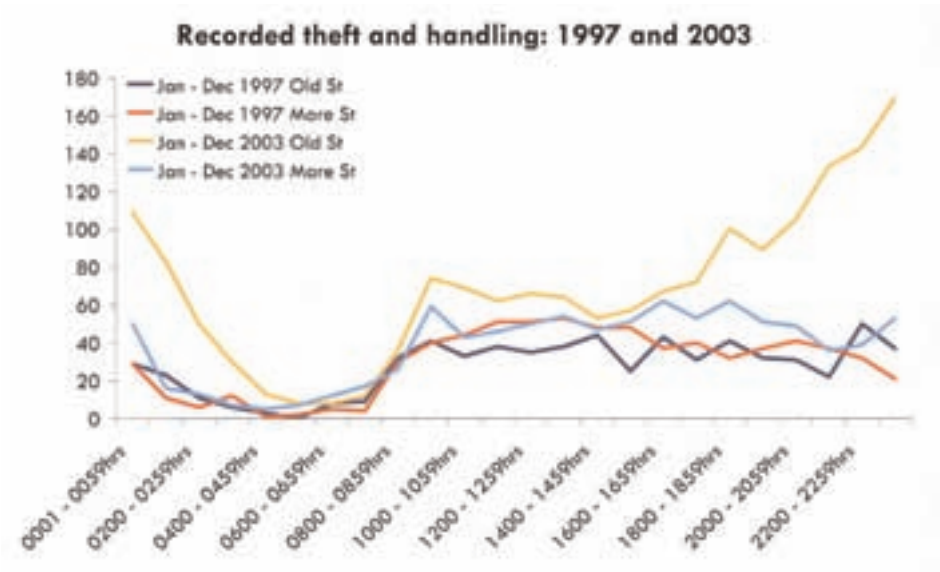


Figure 4.14 Levels of theft and handling on Old Street and Mare Street - 1997 and 2003

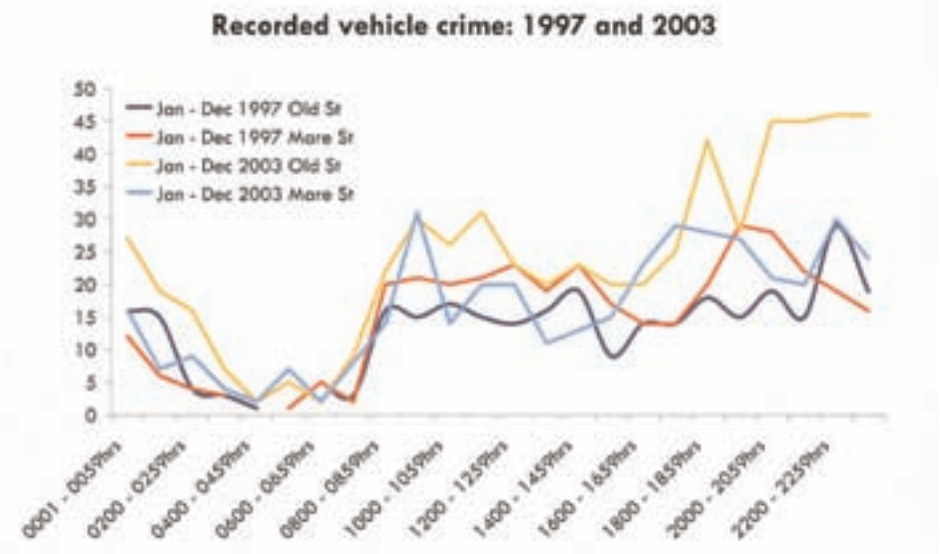


Figure 4.15 Levels of vehicle crime on Old Street and Mare Street - 1997 and 2003

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have been undertaken and the overall numbers of people in Shoreditch at night has not been estimated, although an estimate should be possible once capacity figures are obtained by the Council from the Magistrates for bars and pubs in the area. Certainly, the survey of night time economy users, undertaken as part of this study, demonstrated that the majority of people who visit the night time economy in South Shoreditch feel safe at night.

It should also be noted that resources dedicated to the area have not improved in order to support the growth in the night time economy (see Operations and Resources section).

Mapping

Hackney Council provided the crime figures from 2004 to show recorded incidents of street crime, violence and disorder in the borough. The figures are illustrated in a series of maps (see Figures 4.16 - 4.21) that show the number of recorded incidents at three different times during the day and night.

Street crime

Between the hours of 4pm and 7pm there were a very low number of recorded incidents of crime in Shoreditch - those that were recorded occurred almost exclusively within the Shoreditch Triangle, particularly along Old Street and the junction with Shoreditch High Street. Later into the evening between 7pm and 10pm, the number of recorded incidents was higher and more concentrated around the Old Street tube area and north of Old Street. There were also a number of incidents of street crime recorded in the western half of the

Shoreditch Triangle and on Great Eastern Street. The number of incidents recorded between 10pm and 1am covered a much wider area than those earlier in the evening and spread along Shoreditch High Street towards Liverpool St rail station, however the number of incidents recorded here was very low. The main concentration of incidents was focused on the Old Street and Hoxton Square area.

It is helpful to compare the pattern of street crime hotspots in Shoreditch with those in other parts of the borough. Hotspots were identified throughout the Borough, particularly in the Dalston area which was home to the largest number of recorded street crime offenses between 10pm and 1am. Before 10pm, Shoreditch appears to have a relatively low concentration of street crime offenses in comparison with Dalston and Hackney Central. It is later into the evening where the pattern of recorded incidents highlights the Shoreditch area and Kingsland Road as areas where street crime is more common. This identifies a need for safety resources to be targeted in Shoreditch later in the evening.

Violence

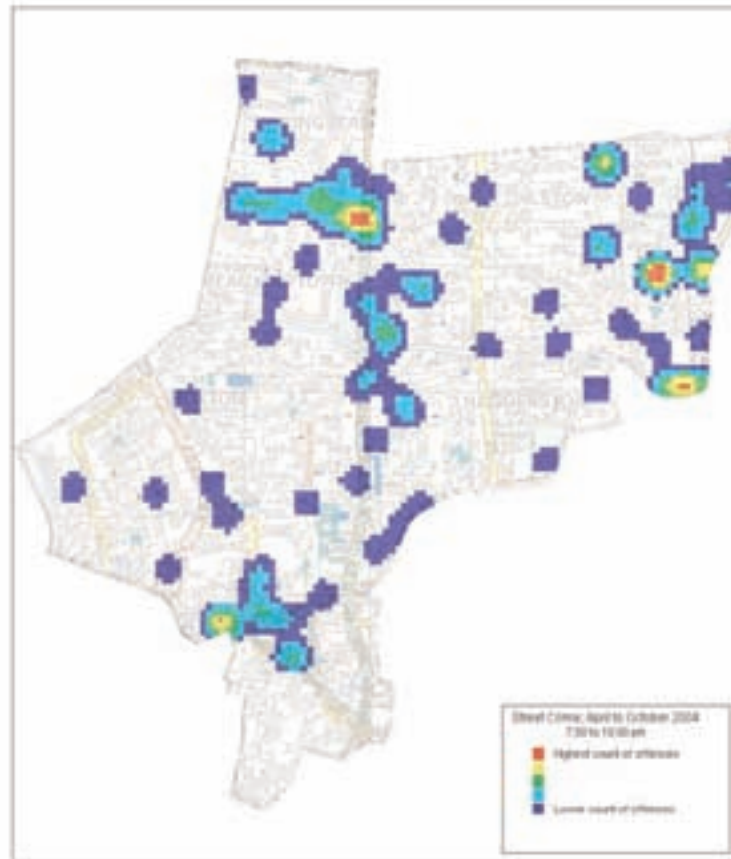
There were very few incidents of violence recorded in Shoreditch between 5pm and 8pm. The low number of recorded incidents focused on the two main junctions between Old Street and Great Eastern Street and Old Street and Shoreditch High Street. The number of incidents recorded between the hours of 8pm and 11pm was slightly higher with the main focus on the same areas. There was also a new concentration of violent incidents further south at the junction between Shoreditch High Street and Great Eastern Street. Later into the

HACKNEY NIGHT-TIME ECONOMY

evening the number of incidents of violence increases again. Between 11pm and 2am there were found to be a low number of offenses spread throughout the Shoreditch Triangle, with the main concentration of violent incidents north of Old Street in the Hoxton Square area.

There were a number of violent incidents recorded in other parts of the borough. Earlier in the evening Shoreditch has a relatively low number of incidents compared to Dalston and other locations in Hoxton and Hackney Central. Later in the evening, after 11pm, there is a significant shift of incidents away from these areas towards the Shoreditch area. This is probably a reflection of the large number of people in the Shoreditch area between the hours of 11pm and 2am in relation to other parts of the borough where the evening economy is considerably less active.

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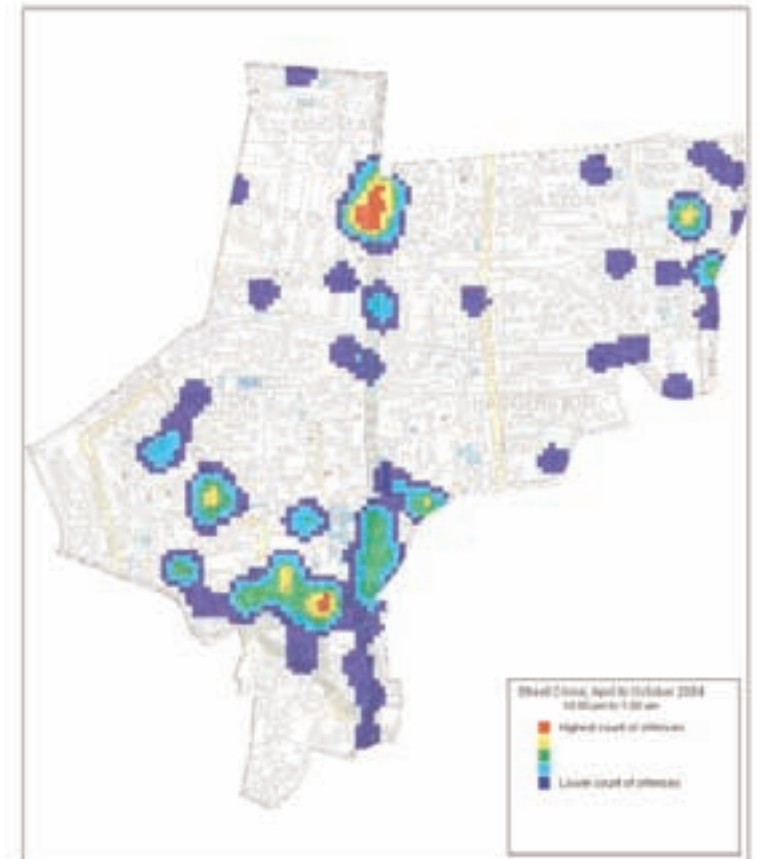
Shoreditch Neighbourhood Committee

Street crime hotspots

April to October 2004

7:00 pm to 10:00 pm

Figure 4.16



Shoreditch Neighbourhood Committee

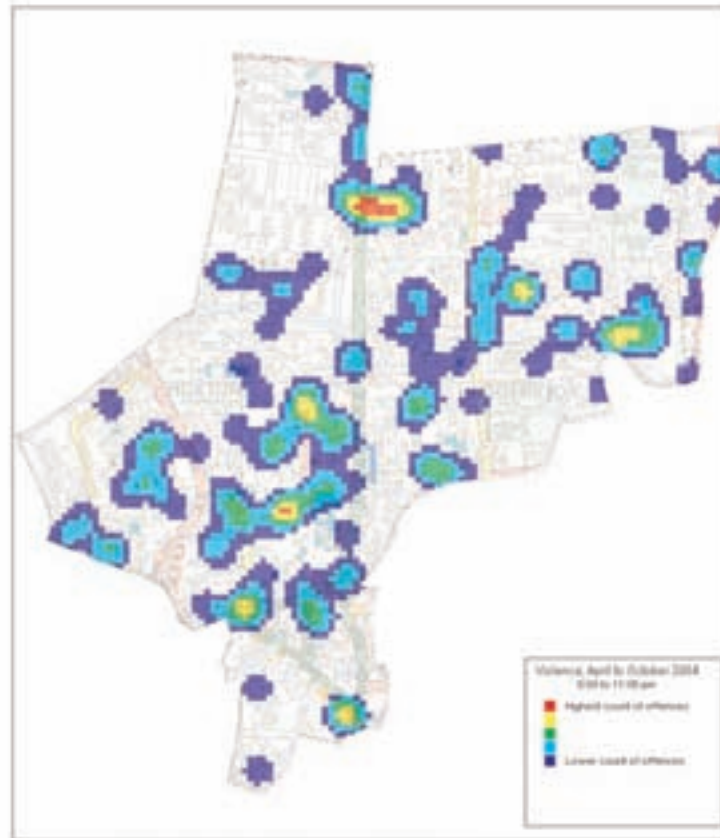
Street crime hotspots

April to October 2004

10:00 pm to 1:00 am

Figure 4.17

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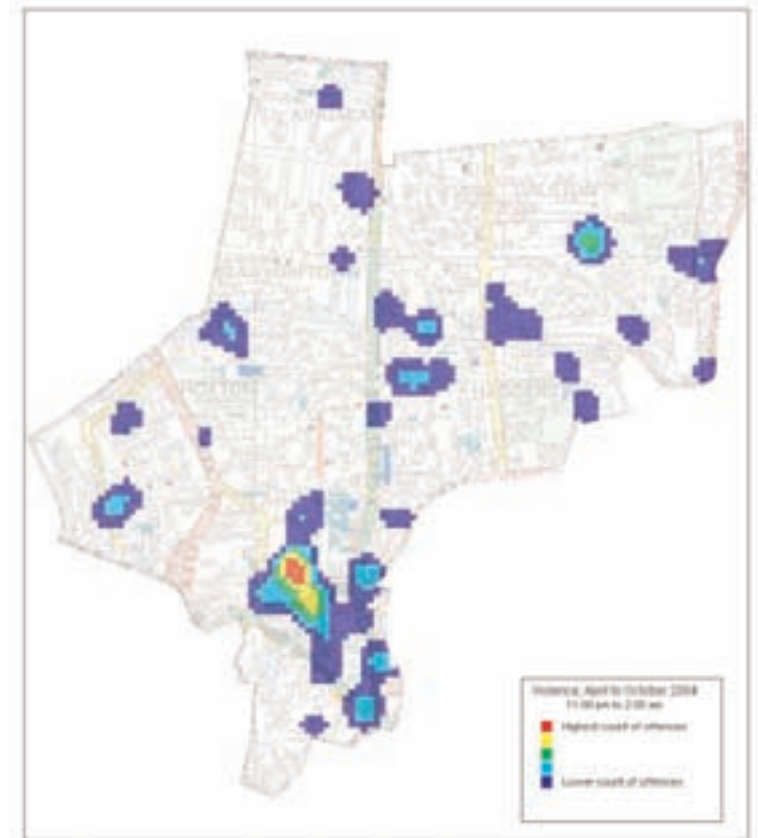
Shoreditch Neighbourhood Committee

Violence hotspots

April to October 2004

8:00 pm to 11:00 pm

Figure 4.18



Shoreditch Neighbourhood Committee

Violence hotspots

April to October 2004

11:00 pm to 2:00 am

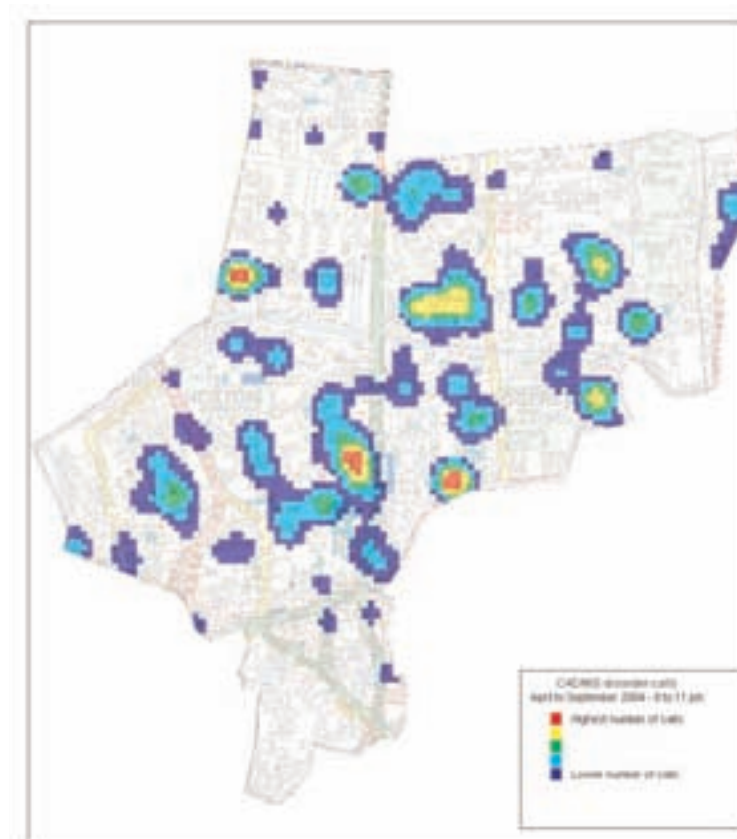
Figure 4.19

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Disorder

There were relatively few incidents of disorder calls in the Shoreditch area before 11 pm. Later in the evening the number of disorder calls increased and was focused on the Curtain Road area between Old Street and Great Eastern Street and also Hoxton Square. This could potentially be due to disturbance caused to residents living in close proximity to night-time venues. Disorder calls after 11 pm were also reported around the Old Street station area.

In relation to other areas of the borough there are relatively few recorded disorder calls in the Shoreditch area, particularly before 11 pm. Considerably higher concentrations of disorder calls were made in other areas including parts of Hoxton, Dalston and Haggerston. Later in the evening there are relatively more disorder calls in the Shoreditch area, however, these remain low in comparison with those in Dalston.



Shoreditch Neighbourhood Committee

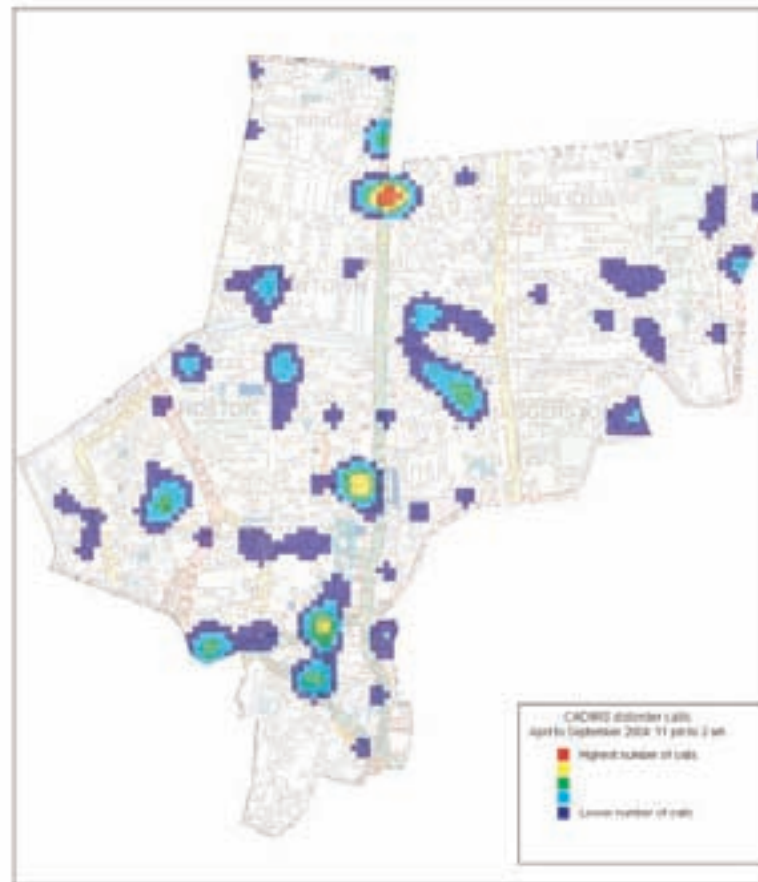
CADMIS (999) disorder calls

April to September 2004

20:00 to 23:00

Figure 4.20

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Shoreditch Neighbourhood Committee

CADMIS (999) disorder calls

Figure 4.21

HACKNEY NIGHT-TIME ECONOMY

Noise

The Council records noise complaints for all licensed venues in the borough. The majority of noise complaints appear to relate to only a handful of venues in Shoreditch. Figures provided by the Council show that, in the four month period between June and September 2004, noise complaints were received relating to 12 out of 193* licensed venues in Shoreditch. Of these 12, four venues received between 8 and 10 separate complaints, three received between 2 and 4 complaints, whilst the remaining five received one complaint each.

A study was undertaken by Sanctum Consultants Ltd in July - October 2004 on behalf of the Council's Environmental Health department to gather ambient noise data in Shoreditch (see Appendix B for the full report). The noise monitoring was undertaken at four different sites on the following dates:

Site 1 Kingsland Road (Friday 30 July - Tuesday 3 August)

Site 2 Charlotte Road (Friday 1 October - Tuesday 5 October)

Site 3 Curtain Road (Friday 8 October - Tuesday 12 October)

Site 4 Hoxton Square (Friday 15 October - Tuesday 19 October)

The study monitored noise from road traffic, car horns, car stereos, emergency vehicle sirens, music from licensed premises and noise from revellers shouting and singing. The primary sources of both ambient noise and significant noise events were found to be from late night revellers and night-time traffic.

* These venues include off licenses and cover a slightly wider area than the survey area for this study. 9 of the 12 venues that received noise complaints were located within the study area.

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The study found that average night time noise levels recorded were high throughout the monitoring period, particularly at unsociable hours and that these levels were above both the guidelines set out in PPG24 for night-time noise level (23.00-7.00) and World Health Organisation guidelines for community noise, which confirms that these levels of noise would cause sleep disturbance to nearby residents with an open bedroom window.

The study concluded that during busy periods of night-time entertainment, night-time noise levels are likely to cause significant noise disturbance to the local community. It recommended that the area was designated as an Entertainment Management Zone (EMZ) and that pro-active night-time inspections and enforcement of licensing conditions and environmental protection legislation would be required. The study also recommends that the noise monitoring exercise is repeated quarterly in order to gather evidence and monitor trends throughout the year.



Open windows can increase noise disturbance from venues, Old Street

Summary

The observations made during the night time site visits undertaken as part of the study demonstrated the following:

- Hoxton Square, in particular, suffers from a number of impacts of the night time economy. The square itself is a place where people congregate to eat and drink, there is a concentration of night time uses along the western edge, there are a number of residential properties nearby, there is a major rubbish collection and recycling point on the south side of the square and there is a lack of CCTV or lighting in the area to improve the perception of safety and deter anti-social behaviour.
- Along Old Street, between Coronet Street and Hoxton Street, there is a concentration of night time uses, with the 333-club as a major focus on the corner. However, the pavements are narrow and there are issues of overcrowding and pedestrian safety. Further east along Old Street, particular problems of cleanliness, rubbish, graffiti and flyposting were observed.
- Along Rivington Street, at the junctions of Curtain Road and Charlotte Road, particular issues of noise were observed, particularly from people on the street outside licensed premises; and
- Outside the core study area, to the south west of Great Eastern Street, there are some evening economy uses and people tend to congregate on Ravey Street outside the Griffin pub, however, particular issues of noise were not observed in this area and it did not appear to feel unsafe.

HACKNEY NIGHT-TIME ECONOMY

Statistics on crime and disorder comparing Old Street and Mare Street in 1997 and 2003 show that there has been a greater rise in violent crime, disorder, criminal damage, theft and motor vehicle crime in Shoreditch over the period 1997 to 2003 than in Mare Street, particularly at night. These figures suggest that the rise in crime levels is due to the increase in numbers of licensed premises over this period. However, these figures do not make reference to crime per head of the population in the area at night, and therefore it is not easy to make a comparison with other night life areas that attract similar numbers of people at night.

The pilot noise monitoring study found that average night time noise levels recorded were high in the Shoreditch area, particularly at night, and that these levels were above guidelines set out in PPG24 and guidelines set by the World Health Organisation for community noise, in terms of disturbance to residents.

In terms of resourcing, Section 6 considers resources allocated to the night-time economy the study shows that even though there has been a significant rise in the number of licensed premises in the area, which has contributed to the area's regeneration and boosted the local economy, there has been no substantial increase in resources to support this activity, either from the police or from the council in terms of cleansing operations. The perception amongst licensees is that additional resources for example police and CCTV have been directed to other parts of Hackney, such as Hackney Central, however Shoreditch has not enjoyed similar improvements.

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

INTRODUCTION

This section provides a detailed evidence base for the formulation of recommendations (Section 7) that will guide the management of the night-time economy in Stoke Newington, Hackney Central and Dalston through planning and licensing and planning policy and a series of key projects for the future.

This section includes:

- An overview of Stoke Newington, Hackney Central and Dalston;
- Evening land use surveys;
- Terminal hours surveys;
- Dispersal and transport analysis;
- Views on the night-time economy; and
- Impacts of the night-time economy.



The Old Ship, Mare Street, Hackney

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

OVERVIEW

The main focus for night-time activity and growth in Hackney over the past five years has been in the Shoreditch area. However, there are several other centres in the borough with developing night-time economies that would benefit from a strategic approach to planning, licensing and management in order to ensure that the growth occurs in a carefully managed and sustainable way. These are Stoke Newington, Hackney Central and Dalston.

Stoke Newington

Stoke Newington is located in the north of the borough and has a mixed character, with a quieter, residential village-character along Church Street, where there is a mix of uses including cafés, pubs, restaurants and retail. Stoke Newington has established a reputation as an area with a night-time economy that includes a variety of evening venues. Church Street in particular is home to a number of high quality restaurants and is a popular destination for an evening meal out in the borough. Stoke Newington High Street is more traffic-dominated and suffers from a poor image associated with lower quality venues that locate there. Figure 5.1 below illustrates the Stoke Newington study area.



Figure 5.1 Stoke Newington study area



Father Teds bar, Stoke Newington

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

Hackney Central

Hackney Central is located fairly centrally within the borough and can be considered to be its cultural and administrative heart. The area is home to the Hackney Town Hall, the newly re-opened Hackney Empire Theatre and the large capacity music and nightclub venue, Ocean, which has recently gone into administration. Hackney Central also contains a mixture of retail, pubs and café activity, developed along Mare Street and Lower Clapton Road. Figure 5.2 below illustrates the Hackney Central study area.



Figure 5.2 Hackney Central study area

Dalston

Dalston is a retail-focused district centre located to the west of Hackney Central. Dalston is a linear development that runs along Kingsland High Street with the Kingsland shopping mall and Dalston rail station providing the main focus for the area which also has a one screen cinema. Dalston has a large Turkish population and is home to several social clubs for local people. There are relatively few pubs, bars and restaurants in this area. Figure 5.3 below illustrates the Dalston study area.



Figure 5.3 Dalston study area



Rio Cinema, Dalston

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

NIGHT-TIME ECONOMY

Detailed surveys were undertaken of all the night-time land uses and the terminal hours of evening and night-time venues in Stoke Newington, Hackney Central and Dalston study areas.

The closing times of venues in Stoke Newington, Hackney Central and Dalston impact upon the operation of the evening economy and dictate how late activity will occur in certain areas and when people are likely to be looking for transport to leave the area.

A survey of the hours of operation of venues operating after 6pm was carried out in order to investigate the relationship between location and closing times. As many premises vary their opening hours throughout the week the latest closing time during the week is the time recorded. The results of both the land use and terminal hours surveys for each centre are set out below.



Hackney Empire theatre, Hackney Central

Land use and terminal hours

Stoke Newington

There are a range of evening uses that make up the night-time economy in Stoke Newington (see Figure 5.4). The main concentrations of night-time activity are found along Stoke Newington High Street and Church Street. There is a significant concentration of restaurants on the eastern half of Church Street at the junction with Stoke Newington High Street. The survey identified 19 restaurants in Stoke Newington, 15 of which are either on Church Street or located at the junction between Church Street and Stoke Newington High Street. The survey identified 8 pubs, 2 bars and 4 bar/restaurants located along Church Street and they are fairly evenly spread out along the street.

The majority of take-aways were found along Stoke Newington High Street, with very few on Church Street, which is characterised more by restaurants, traditional pubs, cafés and some evening retail activity.

There are fewer evening and night-time land uses north along Stoke Newington High Street towards Stoke Newington railway station with the main focus of activity on the junction between Church Street and Stoke Newington High Street.

Figure 5.5 illustrates the terminal hours survey for Stoke Newington and shows that the majority of evening uses in Stoke Newington were identified as closing between midnight and 2.00am. A few venues remain open later than 2.00am. These include Father Ted's bar on Stoke Newington High Street and a concentration of taxi firms and takeaways around the Church Street/Stoke Newington High Street junction and further south along

Stoke Newington High Street. Generally, night-time activity on Church Street finishes earlier than that on Stoke Newington High Street.

Hackney Central

In Hackney Central, the night-time activity emphasis was found to be on pubs, bars and take-aways. There were found to be 10 pubs, 11 take-aways and only 2 restaurants within the study area (see Figure 5.6).

There is a concentration of night-time activity around Hackney Town Hall which is opposite Ocean nightclub* which has a capacity of nearly 3,000 people, a large Wetherspoons pub and adjacent to the recently re-opened Hackney Empire theatre. Further night-time uses in terms of pubs and take-aways are found further north along Mare Street. There is a secondary cluster of bars and pubs at the junction between Mare Street and Amhurst Road, adjacent to the entrance to Hackney station.

There is very little night-time land use on the pedestrianised area of Mare Street which is mainly used for retail during the day. The area further north on Mare Street, north of the station, is a secondary cluster of activity with several pubs and take-aways in relatively close proximity to one another.

Figure 5.7 shows that the principal concentration of late-night activity in Hackney Central is focused around the Town Hall area. Ocean nightclub stays open until past 4am on certain nights of the week and the Hackney Empire theatre can remain open until 2am. The areas further north on Lower Clapton Road contain night-time activity, however the majority of these uses will be shut by midnight even on the weekend.

* Since the survey was undertaken Ocean music venue has closed and gone into administration.

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

Dalston

Figure 5.8 shows that night-time uses in Dalston follow the linear pattern of Kingsland High Street. There are relatively few pubs and bars in Dalston, rather there is a greater emphasis on restaurants, cafés and social clubs. The survey identified 11 restaurants and only 5 pubs along Kingsland High Street within the study area.

There is no particular cluster of night-time activity in Dalston, all night-time uses are relatively spread out. The Rio Cinema is located to the north of the rail station. However, the cinema is small with only one screen and a capacity of 400. The area does not contain any nightclubs, although Dalston Jazz Bar on Bradbury Street has a late licence.

Figure 5.9 shows that the significant majority of night-time uses in Dalston are closed by midnight. There is a small cluster of uses to north of the Kingsland Shopping Centre at the junction with Crossway Road that are open past midnight, these include a restaurant, bar and a convenience store.



The area around Hackney Town Hall

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

DISPERSAL AND TRANSPORT

The provision of safe and accessible transport is an important component of a successful night-time economy. The quality of transport provision during the evening and later at night will impact on the level of noise disturbance experienced by residents, anti-social behaviour and the perception of crime and safety.

Stoke Newington

Stoke Newington rail station is located on Stoke Newington High Street just north of the major concentration of night-time activity at the junction of Church Street and the High Street. The rail service provides links with Liverpool Street to the south and Enfield, Stansted and Cambridge to the north. Trains run until approximately 11.30pm.

Like many places in Hackney, Stoke Newington does not benefit from access to the underground rail network. As such, it is very reliant on a number of night bus services that run through the area. Night buses serving Stoke Newington are:

- N73** Victoria - Walthamstow
- N76** Northumberland Park - Waterloo
- N106** Aldgate - Finsbury Park
- N243** Trafalgar Square - Wood Green

Hackney Central

Hackney Central station is located close to Mare Street. The rail service connects Hackney Central to the North London Line which runs across the northern part of the city from Richmond in the west to Woolwich in the east. Locally it provides links with Canonbury, Highbury & Islington, Dalston and Homerton. The station is located towards the south of the study area about 5 minutes walk from the concentration of late night activity around the Hackney Empire and the Town Hall. The walk from Mare Street to the station is through a passageway that does not benefit from natural surveillance and could be considered to be unsafe, particularly for women or those travelling on their own late in the evening.

In order to gain access to rail services linking Hackney Central with Central London it is necessary to walk to Hackney Downs station which has connections to Kings Cross and Liverpool Street stations. Trains run until approximately 11.30 pm.

Like Stoke Newington, Hackney Central does not benefit from access to the underground rail network. As such is it very reliant on a number of night bus services that run through the area. Night buses serving Hackney Central are:

- N38** Victoria - Walthamstow
- N55** Oxford Circus - Woodford Wells
- N106** Aldgate - Finsbury Park
- N253** Aldgate - Tottenham Court Road

Dalston

Dalston Kingsland Station is located in the heart of Dalston, close to the main retail areas. Rail services running from the station connect Dalston to the North London Line, providing local links to Canonbury, Hackney Central and Homerton.

The proposed extension to the East London Line will provide Dalston with access to London's underground service. This has the potential to have considerable impact on the area, improving accessibility and making it a more attractive night-time destination. Dalston station is included in phase one of the East London Line Project (ELLP) development which has been given the official go-ahead to proceed by the Mayor of London. Phase one will see Dalston Junction linked with a number of stations to the south including Hoxton, Shoreditch, Whitechapel, Canary Wharf, New Cross and Croydon. Plans for phase two development of the ELLP include links west to Highbury and Islington and south to Clapham.

Like Stoke Newington and Hackney Central, Dalston does not currently benefit from access to the underground rail network. As such is it very reliant on a number of night bus services that run through the area. Night buses serving Dalston are:

- N38** Victoria - Walthamstow
- N76** Northumberland Park - Waterloo
- N243** Trafalgar Square - Wood Green

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

TfL monitors passenger usage of night bus services and has provided data to illustrate a night bus usage from Monday to Friday, Saturday and Sunday over the past five years. It should be noted that these figures relate to passengers using the service at any point on the route, not necessarily to get to and from Dalston, Stoke Newington or Hackney Central.

Almost all routes serving the Stoke Newington, Hackney Central and Dalston areas during the night-time are used more on Saturday (Friday nights) and Sunday (Saturday nights) than during the week. This is not surprising as weekends are traditionally more popular nights for going out in the evening as the majority of people do not work the next day. Generally, the level of use on night bus services in the three centres has risen over the past five years.

The N73 route, which runs from Victoria to Walthamstow, has seen its use on Saturdays (Friday nights) increase from approximately 2,000 passengers a night in 1999 to over 2,500 passengers a night in 2004. The rise has been particularly sharp during the last year (see Figure 5.10)

Use of the N106 route that serves both Stoke Newington and Hackney Central has risen steadily over the past three years although it is still relatively low when compared to other routes (see Figure 5.12). The most recent figures indicate that the N106 service has approximately 300 passengers per day on the weekends, whereas other services such as the N73 and N38 have over 2,000 passengers per night at weekends.

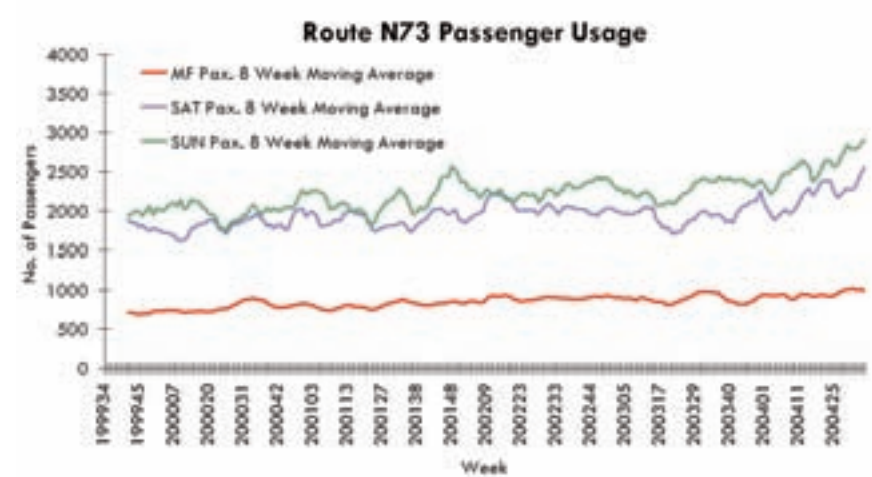


Figure 5.10 Night bus usage 1999-2004 - N73 route

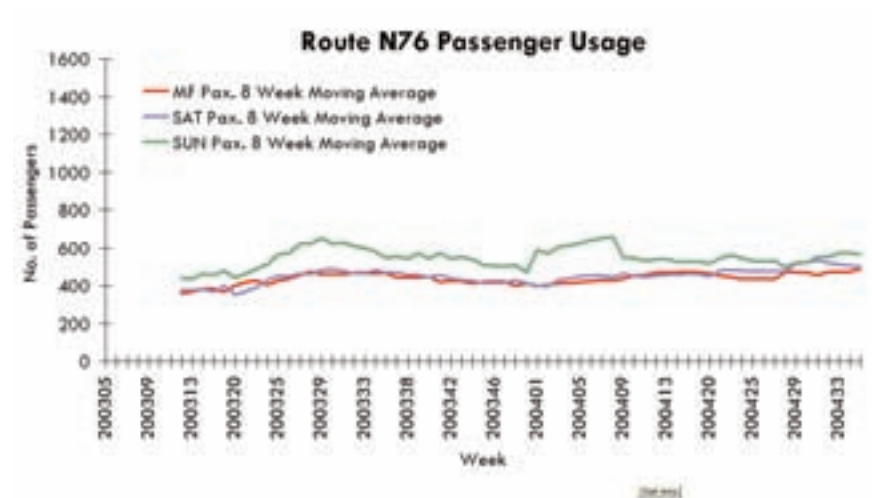


Figure 5.11 Night bus usage 2003-2004 - N76 route

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

The route with the highest number of passengers that serves both Hackney Central and Dalston is the N38 service that runs from Walthamstow via Shoreditch to Oxford Circus and finally Victoria. This service is now used by over 2,500 people on both a Saturday and Sunday, and passenger numbers have increased over time from below 1,500 in 1999. (see Figure 5.13).

Route 243, running from Trafalgar Square to Wood Green, passes through Stoke Newington and Dalston. This route has seen passenger usage rise considerably since 2003 on all nights of the week (see Figure 4.7) and is now used by over 1,000 people on a Saturday and Sunday.

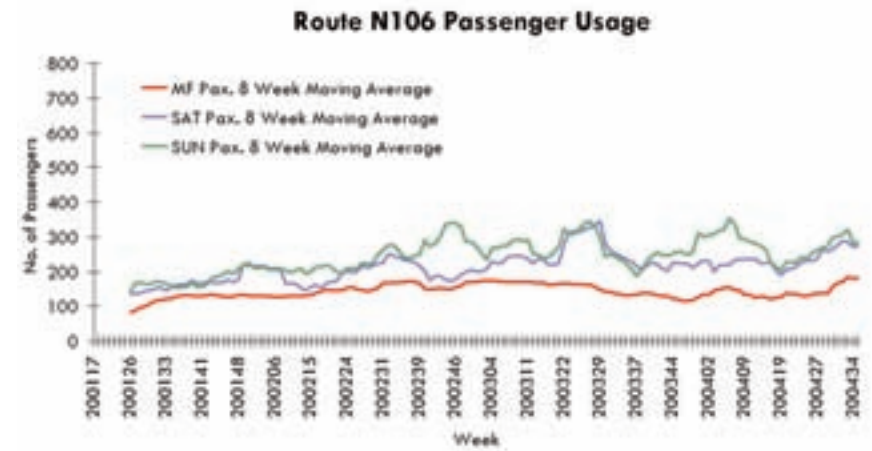


Figure 5.12 Night bus usage 2001-2004 - N106 route

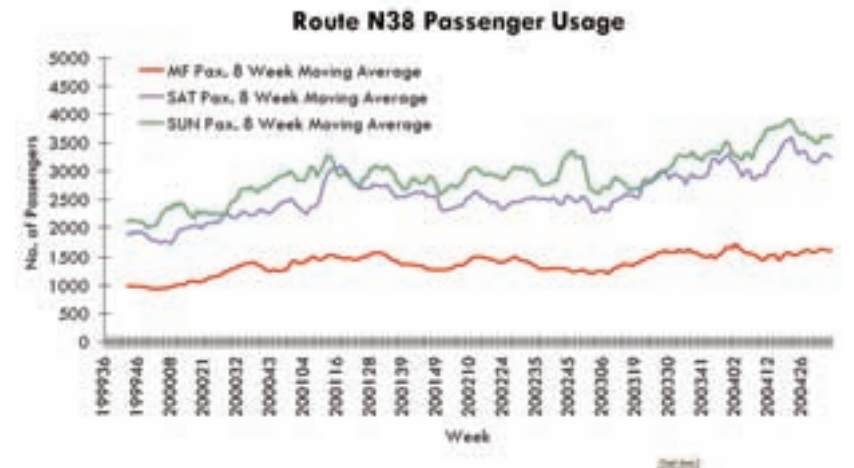


Figure 5.13 Night bus usage 1999-2004 - N38 route

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

VIEWS ON THE NIGHT-TIME ECONOMY

The views of night-time economy users, licensees and residents who live in close proximity to an active night-time economy are very important to the development of a strategy for the night-time economy in Hackney. Each group has been approached for their views on the night-time economy and the results of the survey work in Stoke Newington, Hackney Central and Dalston are summarised in this section.

Users survey

A questionnaire was developed in order to assess the views of people using the night-time economy in the borough's four main centres. The survey included questions on how often they visited a particular centre, what they liked and disliked about it and what they considered made an attractive night-time destination. Approximately 100 questionnaires were completed in each centre.

Results summary

A report on the results of the survey can be found in Appendix A. A summary of the main findings is provided below.

The users of the night-time economy were found to be more predominantly male than female in all three centres. Stoke Newington enjoyed the most mixed distribution of males and females (56.5% male, 43.5% female) whereas only 35% of users of Hackney Central's night-time economy were female. Stoke Newington had the largest number of single people (71%), whereas Hackney Central and Dalston had considerably less, 48% and 43 %, respectively.

Respondents were asked the location of their home in order to establish the approximate catchment area of the night-time economy and where it attracted people from. Stoke Newington had the largest number of users from within Hackney (83%), with Hackney Central (67%) and Dalston (57%) attracting more visitors from outside the borough.

Respondents were asked about the methods of transport they used to get to and from licensed venues that particular evening. Walking was the most popular method of transport for getting to licensed venues in all three centres, with bus services also popular. Walking was also the most popular method for returning home in Stoke Newington (56%) and Dalston (31%). However, bus was the most popular method of getting home from Hackney Central (29%), closely followed by walking (27%).

Users of the Stoke Newington and Hackney Central night-time economies reported that they were likely to leave licensed venues the latest with 30% of users in both areas stating that they intended to remain out until after midnight. 26% of users in Dalston intended to remain out until after midnight. The users surveyed in Hackney Central were most likely to visit the area for an evening at least once a week (61%), with Dalston at 54% and Stoke Newington at 50%.

Respondents were asked what attracted them to the particular centre they were out in and what they disliked about it. People in Dalston (20%) and Hackney Central (23%) were most attracted by the 'good atmosphere' whereas the majority of people in Stoke Newington (31%) thought that the close proximity to home was the most attractive feature of a night out there. Perceptions of an unsafe environment

were identified by users in Dalston (24%) and Hackney Central (28%) as the aspect they disliked most about an evening out there, whilst in Stoke Newington the most commonly identified dislike was expensive drinks prices.

The most popular other London centres visited by users of the Stoke Newington night-time economy were The West End (55%) and Shoreditch (48%), whereas for those in Dalston The West End (37%), Stoke Newington (35%) and Hackney Central (31%) were the most popular destinations. Users of the night time economy in Hackney Central also identified The West End as the most popular alternative destination (44%) along with Dalston (33%). Shoreditch was a considerably more popular destination with users of the night-time economy in Stoke Newington than Dalston and Hackney Central.

Stoke Newington was perceived as a safer night-time destination by its users than Hackney Central or Dalston. 73% of those surveyed in Stoke Newington said that they felt safe, compared to only 54% in Dalston and 50% in Hackney Central.

Respondents were asked to consider how often they would be likely to stay out past 3am if more licensed premises were open later. The idea of venues opening later proved most popular with users in Stoke Newington, where 51% stated that they would like to stay out past 3am at least once a week, compared to 39% in Dalston and 38% in Hackney Central.

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Residents survey

A series of telephone interviews were conducted with residents living in close proximity to the central areas of night-time activity in Stoke Newington, Hackney Central and Dalston. Approximately 250 interviews were completed in each centre.

Results summary

The results for the survey can be found in Appendix A. Below is a brief summary of the findings.

The survey found that the largest number of residents who do not visit their local area for an evening out was Stoke Newington where 65% of residents reported that they had never visited pubs, bars or restaurants in their local area. 44% of respondents in Hackney Central and 43% of respondents in Dalston reported that they also have never visited their local area for an evening out. This reinforces the perception that the night-time economy is currently not providing facilities for a large section of its local community, particularly in Stoke Newington.

The majority of residents in all three areas stated that they believed the night-time economy made a positive contribution to the area. 70% of residents in Stoke Newington stated that they believed the night-time economy was making a positive contribution, along with 63% in Dalston and 59% in Hackney Central. The main benefits identified by local residents in Stoke Newington were easy access to licensed premises (49%) and a vibrant living environment (27%). Easy access to

licensed premises was also identified as the main benefit to living close to an area with an active night-time economy by residents in Hackney Central (33%) and Dalston (45%).

The main problem of living close to an area with an active night-time economy identified by local residents in Stoke Newington and Dalston was that of noise. In Stoke Newington the principle concern was noise emanating from outside venues (34%), whereas in Dalston it was noise emanating from inside venues (46%). The main problem of living close to an area with an active night-time economy identified by residents of Hackney Central was that it made the area feel unsafe (46%).

Residents were asked how they would like to see the night-time economy changed in the future. Many respondents in all centres did not identify any particular change that they would like to see. However, in Stoke Newington 15% of residents stated that they would like to see no further growth, whilst improvements to safety (11%) and greater diversity of venues (10%) were also considered important. In Hackney Central the most popular change for the future was that of improved safety (19%), with greater diversity of venues (18%) also considered to be very important. Residents in Dalston stated that they would most like to see greater diversity of venues (18%), along with improvements to the quality of licensed venues (12%) and safety (12%).

Hackney Central and Dalston were both identified as the areas where the most residents stated that they had made a complaint to the Council regarding disturbance from the evening economy. Here, 15% of residents stated that they had made a complaint - over half of

which had been related to noise from licensed venues in both centres. 10% of residents in Stoke Newington stated that they had made a complaint, with almost half (46%) relating to noise from licensed venues.

Local residents were asked if they agreed with government proposals to allow 24 hour opening of licensed venues. The proposals were most popular with local residents in Dalston where 47% stated that they would be in favour. 44% of residents in Hackney Central stated that they also agreed with the proposals whilst only 37% of residents in Stoke Newington were in agreement.

Local residents were also asked whether they would be interested in attending partnership meetings with licensed venue operators in the local areas. This idea was most popular in Hackney Central where 27% of residents expressed an interest in attending such meetings. 24% of residents in Dalston and 19% of residents in Stoke Newington also stated that they would be interested in attending.

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

VENUES

A series of face-to-face interviews were undertaken with six night-time economy venues in Stoke Newington, Hackney Central and Dalston. The interviews conducted with the venues included questions that focused on the following issues:

- Change in business over the past 5 years;
- Methods of transport used by customers;
- Servicing and waste collection arrangements;
- Complaints from local residents;
- The new Licensing Act;
- The use of private security; and
- Partnership working with other agencies.

The questionnaire was approved by the London Borough of Hackney. Case studies from those venues that participated in the interviews are outlined on the following pages.



STOKE NEWINGTON

1. THE LION, STOKE NEWINGTON CHURCH STREET

Venue type: *Pub*

Venue capacity: 300

Opening hours: *Mon-Fri (3pm-11pm), Sat (12noon-11pm), Sun (12noon-10.30pm)*

Length of operation in Stoke Newington: *6 years*

Clientele: *"20-25 year olds, disposable income"*



2. COACH AND HORSES, STOKE NEWINGTON HIGH STREET

Venue type: *Pub*

Venue capacity: Not known

Opening hours: *Mon-Sat (10am - 11pm), Sun (12noon-10.30pm)*

Length of operation in Stoke Newington: *8 years*

Clientele: *"30 somethings"*



5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

3. BAGABAN, STOKE NEWINGTON CHURCH STREET

Venue type: *Bar*

Venue capacity: 350 approx

Opening hours: *Mon-Thurs (12noon-1am), Fri-Sat (12noon - 2am), Sun (12noon-12pm)*

Length of operation in Stoke Newington: *8 months (7 years as Bar Lorca)*

Clientele: *"Local bar, variety, jazz, coffee, RnB, soul, Spanish football"*



4. WHITE HART, STOKE NEWINGTON HIGH STREET

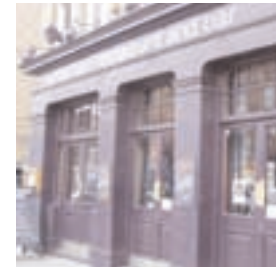
Venue type: *Pub*

Venue capacity: 200

Opening hours: *Mon-Sat (12noon - 11pm), Sun (12noon-10.30pm)*

Length of operation in Stoke Newington: *4 years*

Clientele: *"25 - 35 year olds"*



5. ROSE AND CROWN, STOKE NEWINGTON CHURCH STREET

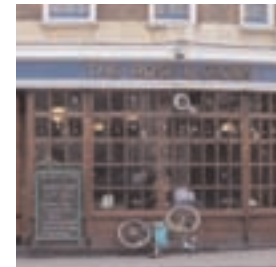
Venue type: *Pub*

Venue capacity: 150

Opening hours: *Mon-Sat (11.30am-11pm), Sun (11.30am-10.30pm)*

Length of operation in Stoke Newington: *19 years*

Clientele: *"Locals, 25 plus, food, no music"*



6. DANIEL DEFOE, STOKE NEWINGTON HIGH STREET

Venue type: *Pub*

Venue capacity: 150

Opening hours: *Mon-Fri (1pm - 11pm), Sat-Sun (11am-11pm)*

Length of operation in Stoke Newington: *10 years*

Clientele: *"25 plus, no alcopops, mixed clientele"*



5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

Growth

There was a mixed response from venues when asked how business had changed over the past five years with one venue reporting that it had become a lot more busy, one stating they had seen a slight decline, two stating that business had remained the same and two stating that the pattern of business fluctuated considerably throughout the year. Many of the venues interviewed were well-established and had been located in Stoke Newington for at least several years.

Transport

Venue operators were asked what form of transport the majority of customers used when leaving. The majority of venues stated that most customers left on foot which suggests that the catchment area for the night-time economy in terms of bars and pubs is localised. Bus and taxi were also mentioned as transport methods sometimes used by customers.

Safety and security

The use of private security was found to be uncommon at most venues in Stoke Newington, however, some venues stated that they would use private security for specific events. Bagaban bar was the only venue interviewed to state that they did use security on a regular basis on Friday and Saturday nights. This involved two security staff on the door and two inside the venue.

The junction between Church Street and Stoke Newington High Street was identified by venue operators as having safety issues. Levels of safety in Stoke Newington were generally

considered to be good by most venue operators, although there was a perception that crime may have risen recently, particular in terms of young people on Church Street intimidating the customer of venues.

The Licensing Act 2003

Licensed venue operators in Stoke Newington were generally aware that new licensing legislation would be introduced in the near future and the changes were generally considered to be positive. However, several venues reported that they wished to know more about the content of Hackney's licensing policy. The majority of venues reported that they would be interested in applying to remain open later under the new legislation, perhaps until 2am, and saw this as an opportunity to consider.

Pubwatch

Several venues on Church Street reported that they had previously been members of the Stoke Newington Pubwatch scheme but had left the scheme as they felt little was being achieved. It was reported that the influence of the Pubwatch scheme in Stoke Newington could be improved through regaining the confidence of more venues, particularly on Church Street. Several pub venues on Church Street reported that they operate a 'ring-round' scheme whereby they telephone one another in the event of anti-social behaviour that could effect other pubs in the area.



Late night activity, Church Street, Stoke Newington

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

HACKNEY CENTRAL

1. OLD SHIP, MARE STREET

Venue type: *Pub*
Venue capacity: 200
Opening hours: *Mon-Sat (11am-11pm), Sun (11am-10.30pm)*
Length of operation in Hackney Central: *2 years*
Clientele: *"Over 21s, office crowd, young"*



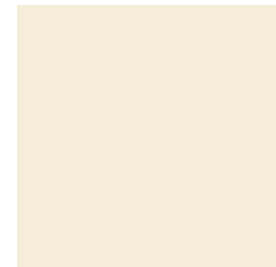
2. THE WISHING WELL, LOWER CLAPTON ROAD

Venue type: *Pub*
Venue capacity: 75
Opening hours: *Mon-Sun (11am - 11pm)*
Length of operation in Hackney Central: *6 weeks, under new ownership*
Clientele: *"Older males"*



3. FITZGERALD, LOWER CLAPTON ROAD

Venue type: *Pub*
Venue capacity: *Unknown*
Opening hours: *Mon-Sun (11am-11pm)*
Length of operation in Hackney Central: *18 months under current management*
Clientele: *"Irish, sports fans, music fans"*



4. OCEAN, MARE STREET

Venue type: *Bar/nightclub/music*
Venue capacity: *2,700*
Opening hours: *Varies between bar and club. Club open Fri-Sat 9pm - 12am/3am/6am.*
Length of operation in Hackney Central: *3 years*
Clientele: *"Local"*



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5. BAXTER'S COURT WETHERSPOONS, MARE STREET

Venue type: *Pub*
Venue capacity: 300-400 approx
Opening hours: *Mon-Sat (10am-11pm), Sun (10am-10.30pm) - serving alcohol from 12noon*
Length of operation in Hackney Central: *1 year, 8 months*
Clientele: *"Everybody, young, old, everyone"*



6. HACKNEY CENTRAL, AMHURST ROAD

Venue type: *Bar/restaurant/nightclub*
Venue capacity: 740
Opening hours: *Mon-Sun (12pm - 3/4am)*
Length of operation in Hackney Central: *1 year*
Clientele: *"Over 25s"*



Growth

There was a mixed response from venues when asked how business had changed over the past five years. The opening of the Hackney Empire theatre was generally perceived as giving the night-time economy an important boost and the Baxter's Court Wetherspoons reported having run successful joint promotions with the Hackney Empire.

However, the nightclub, bar and music venue Ocean reported that they had become less busy since they opened three years ago. Shortly after the interview was conducted it was reported that the venue had gone into administration and its future is currently uncertain (Regeneration & Renewal, 5 November 2004). As a venue with such a large capacity (approximate 2,700) the closure of Ocean will have a considerable negative impact on the growth of Hackney's night-time economy.

Transport

Venue operators were asked what form of transport the majority of customers used when leaving. The majority of venues stated that most customers used a mixture of methods to leave venues, principally on foot or using the night bus service. Taxis were also listed by several venues as a method of transport used by customers.

Safety and security

The use of private security was found to be mixed at venues in Hackney. Larger venues such as Ocean, Baxter's Court Wetherspoons and Hackney Central reported that they did use private security, particularly on Friday and Saturday nights. Smaller pub venues such as The Fitzgerald and The Wishing Well reported that they had no need to use private security.

Venues reported that they perceived levels of safety within their premises to be good and that there were very few incidents of disturbance. However, there was a perception that customers may be unsafe when out on the streets after leaving a venue. Several venues also reported that the Hackney Central has a 'bad name' in terms of crime which could potentially deter visitors.

The Licensing Act 2003

All licensed venue operators in Hackney that participated in the survey reported that they were aware of the new licensing legislation. There were mixed responses in terms of the depth of knowledge about the changes - larger venues such as Baxter's Court Wetherspoons reported a high level of knowledge regarding the new Act, whereas smaller venues reported that they were unaware of the detail and

5 STOKE NEWINGTON, HACKNEY CENTRAL AND DALSTON

believed that the Act would have little effect on their business.

Pubwatch

Five of the six licensed venues surveyed reported that they were members of the Hackney Pubwatch scheme and that they considered the scheme to be helpful. It was reported that Pubwatch meetings are attended by the Hackney Licensing Officer, licensed venues in the area and occasionally a representative from Hackney Council.

DALSTON

1. THE TROLLEY STOP, LOWER CLAPTON ROAD

Venue type: *Pub*
Venue capacity: Over 100
Opening hours: *Mon-Sun (11am-11pm)*
Length of operation in Dalston: *2 days under current management*
Clientele: *"Anyone"*



2. THE WILLOW TREE, BALLS POND ROAD

Venue type: *Pub*
Venue capacity: 60
Opening hours: *Mon-Sun (11am-11pm)*
Length of operation in Dalston: *Many years*
Clientele: *"Mixture - Irish, Scottish, English, Jamaican"*



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3. THE SALISBURY, BALLS POND ROAD

Venue type: *Pub*
Venue capacity: 40
Opening hours: *Mon-Sun (11am - 11pm)*
Length of operation in Dalston: *4 months*
Clientele: *"Younger people"*



4. THE KINGSLAND, KINGSLAND HIGH STREET

Venue type: *Pub*
Venue capacity: 150
Opening hours: *Mon-Sun (11am - 11pm)*
Length of operation in Dalston: *14 years*
Clientele: *"Broad, people finishing work, shoppers"*



5. NEW BREWERY TAP, KINGSLAND HIGH STREET

Venue type: *Pub*
Venue capacity: 80
Opening hours: *Mon-Sun (11am-11pm)*
Length of operation in Dalston: *Unknown*
Clientele: *"Locals"*



6. 'A' BAR, KINGSLAND HIGH STREET

Venue type: *Restaurant/bar*
Venue capacity: 200
Opening hours: *Mon-Sun (12noon - 12midnight)*
Length of operation in Dalston: *2 months*
Clientele: *"African, over 25s"*



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Growth

It was difficult to assess perceptions of growth amongst licensed venue operators in Dalston as the majority of those interviewed had only been working in Dalston for a short time. This is not necessarily an indication of growth as the venues themselves are not new. It is perhaps an indication that there is a high turnover of management in licensed venues in Dalston.

Transport

Venue operators were asked what form of transport the majority of customers used when leaving. The majority of venues stated that most customers were local and would be likely to walk home. The night bus service was also mentioned as a method used by some night-time economy customers in Dalston.

Safety and security

None of the venues participating in the survey in Dalston stated that they used private security. This is perhaps due to the relatively low capacity of venues in comparison to venues in other night-time destinations in the Borough.

There were very few reported concerns relating to safety and security issues for licensed venues and their customers in Dalston. However, one venue stated that the operation of illegal minicabs was a problem in the area.

The Licensing Act 2003

The majority of the venues participating in the survey stated that they were aware of the new licensing legislation, and that this awareness had been as a result of attending Pubwatch meetings. Venues generally reported that they considered the new legislation would have little impact on their businesses and that they would be unlikely to remain open later into the night.

Pubwatch

Four of the six venues interviewed reported that they were members of the Dalston Pubwatch scheme and that the scheme had been beneficial in informing licensees of changes that will occur following the new Licensing Act 2003 and also in terms of improving relations with the Police. It was reported that the scheme would benefit from improved attendance levels.

Licensed venue survey summary

The major issue currently facing the licensees of night-time venues is the implementation of the Licensing Act 2003. Most venues in Stoke Newington, Hackney Central and Dalston had at least a general awareness of the changes that would be enforced. Several venues stated that they would consider staying open later, particularly on bank holidays or for special events, whilst others stated that it was unlikely that their opening hours would change. The need for the Council to provide more clear information about the impacts of the new Act and to keep licensees informed of new developments was identified.

The Pubwatch schemes in Hackney Central and Dalston were identified as being relatively well attended and positively viewed by local licensees. In Stoke Newington licensees attitudes to the Pubwatch scheme were more mixed with some licensees having left the scheme as they believed that it did not produce any useful results.

Safety issues were most prevalent in Hackney Central where several licensees expressed concern that recent incidents had led to a fear of crime in the area which could impact negatively on the night-time economy.

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IMPACTS OF THE NIGHT-TIME ECONOMY

INTRODUCTION

This section considers the impacts of the night-time economy in Dalston, Stoke Newington and Hackney Central, which help to inform the licensing, planning, operational and management recommendations in the report. An assessment of the impacts has been undertaken through a variety of methods, including:

- independent site survey observations, made on Saturday 30 October 2004 (Stoke Newington), Saturday 7 November 2004 (Hackney Central), and Saturday 13 November 2004 (Dalston);
- a site visit accompanied by the Police from Hackney Central Police station on Tuesday 12 October 2004;
- a site visit accompanied by the Licensing Officer at Stoke Newington Police Station, undertaken on Friday 12 November 2004, covering Stoke Newington, Dalston, and Hackney Central;
- a workshop held with Hackney Council officers in the planning, licensing, community safety and environmental health departments;
- a review of noise complaints data collected by Hackney Council between June and September 2004; and
- a review of available crime and disorder data.

SITE SURVEY OBSERVATIONS

Independent site surveys were undertaken in each centre and the purpose of the visits was to make specific observations in relation to the following:

- pedestrian activity - how people congregate and disperse in relation to night-time uses;
- existence and location of night bus stops, taxi ranks, mini cabs, tube and train stations;
- the location and appropriateness of street drinking;
- appropriate locations for CCTV;
- appropriate locations for improved lighting;
- existence of anti-social behaviour; and
- environmental impacts.

Observations relating to the independent site visits and to the accompanied site visits with the Police are documented below.

Stoke Newington

A summary of observations made in Stoke Newington on Saturday 30 October 2004 between 10:30pm and 1:00am the following day, are set out below. These observations are supported by Figure 5.14 which graphically illustrates some of the main issues that relate to the night time economy of the area.

Public transport

The principal forms and locations of public transport in the study area are as follows:

Overland rail

Stoke Newington Station, located on Stamford Hill, provides links to Hackney Central and Liverpool Street Station. Services at this station close at around midnight - at this time, small groups of people were observed congregating at street level prior to making their way down to platform level.

Night bus services

Night buses are the main form of public transport associated with the night time economy and there are several night bus stops along Church Street and Stoke Newington High Street / Stamford Hill. The attached plan illustrates the location of these stops, which were noted to be well used.

Taxis and mini cabs

There are no designated taxi ranks within the area, although an abundance of taxis can be found along both Church Street and the High Street with several minicab offices also located in the area. Locations of the observed mini cab offices are set out on the attached plan.

Pedestrian activity

Pedestrian movement is concentrated along Stoke Newington Church Street and Stoke Newington High Street / Stamford Hill. In particular, the eastern parts of Church Street and the area along Stamford Hill, between Stoke Newington Station and its intersection with Church Street, exhibit the highest concentration of pedestrian activity.

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The major issue relating to pedestrian movement, and potential conflicts between pedestrian as and vehicles, is linked to the often extremely narrow footpath along most of Church Street and on the western edge of the High Street. Figure 5.14 plots these areas, which are also broadly representative of where pedestrian and vehicular conflicts could occur.

A number of 'spill out' and gathering areas where people congregate after closing time are:

- The corner of Church Street and Stoke Newington High Street;
- The corner of Church Street and Albion Road; and
- Small groups of people congregated around night bus stops.

Location and appropriateness of street drinking

No street drinking was observed during the site visit although a number of post closing time 'spill out' zones were identified. These areas were seen to be potentially problematic in terms of both noise and pedestrian / vehicular conflict and are set out above.

Anti-social behaviour

Other than small amounts of graffiti in dark doorways along the High Street, no anti-social behaviour was observed directly.

Public toilets

The only public toilets noted in the area are located in Stoke Newington station which is open until approximately 12am. The lack of

toilets after this time creates problems with public urination in many of the alleyways that branch off the High Street / Stamford Hill which are generally dark and not surveilled.

Street cleanliness

The cleanliness of streets in Stoke Newington varies significantly. However, there were a number of zones, particularly along the High Street, that suffered from extreme accumulations of street rubbish to the point of blocking pedestrian movement. These zones are highlighted in Figure 5.14 and illustrated through some of the supporting photographs. The rubbish in these instances appeared to be associated with adjacent commercial activity rather than directly to the night-time economy.

Rubbish collection/ recycling points

No recycling or designated rubbish collection points were noted within the study area which may explain the piling of rubbish described in the paragraph above. More detailed work is required to identify and improve the current rubbish collection and recycling strategy within the area.

Environmental impacts

The major environmental impact was the smell and visual intrusion of piles of street rubbish along the High Street. Noise pollution associated with bars and restaurants was seen to be normal and not in need of any intervention.

Possible CCTV locations

Several areas, including those alleys that run perpendicular to the High Street, have been

suggested as possible locations for CCTV. These areas are mapped in Figure 5.14 and have been suggested because they are perceived to be threatening and feel extremely unsafe at night due to poor lighting or lack of natural surveillance. These areas would be suitable for trial CCTV and lighting projects.

Lighting

In addition to those areas outlined above, a number of poorly lit areas exist along Church Street, including the car park between Woodlea Road and Martin Road and the small public space at the corner of Yoakley Road, as well as the Church Street edge to the Abney Park Cemetery.

Noise monitoring

No areas were perceived as requiring noise monitoring.

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Hackney Central

The following notes are a record of a site visit made on Saturday the 7th November 2004 between 10.30pm and 12.15am in Hackney Central. These observations should be read in conjunction with Figure 5.15 which graphically illustrates the main issues and their spatial distribution across the area.

Public transport

The principal forms and locations of public transport in the study area are as follows:

Overland rail

Hackney Central station is located at the core of the study area and provides east-west connections on the North London Silverlink line between North Woolwich and Richmond. Services at this station close at around midnight at which time small groups congregate at the head of the lane that connects Amhurst Road to the platforms. The area around the station feels daunting at night - there is an adjacent vacant site on Amhurst Road, which would benefit from being developed to provide additional activity. Hackney Downs station is a 10 minute walk from Hackney Central and provides mainline services to Liverpool Street.

Night bus services

Night buses were observed to be the most well-used form of public transport associated with the night time economy and there are several night bus stops along Mare Street, Amhurst Road, Dalston Lane, Lower Clapton Road and Clapton Road. Figure 5.15 illustrates the location of these stops, which were noted to be well used.

Taxis and mini cabs

There are no designated taxi ranks within the area and a conspicuous absence of black hackney cabs (none were noticed during the entire site visit). A single mini cab office was observed but it had been recently closed as a part of the development near the intersection of Graham Road and Mare Street. The police indicated that lots of illegal cabs operate in the area.

It should be noted that, due to the relatively limited accessibility of Hackney Central by public transport, that the large venues, such as Ocean and Hackney Empire, rely on customers being able to park in the area. Ocean has an arrangement with Tesco to use their car park on certain nights. Hackney Empire advertises the Town Hall car park and Tesco car park, however, these are not formal arrangements.

Pedestrian activity

During the time of observation it was noted that the majority of pedestrian movement in the area occurred along Mare street between Hackney Central station and the Town Square. In particular, footpaths in front of the Ocean music venue, and directly opposite in the Town Square itself, were observed to have the highest levels of pedestrian activity. Pedestrian and vehicular conflicts were not observed, however uncontrolled crossing of Mare Street between Ocean and the night bus stop on the opposite side of the road occurred frequently.

The most prominent 'spill out' locations where people gather either after pubs and nightclubs close, or where people gather waiting for a venue to open, were noted as follows:

- The footpath in front of Ocean where people were observed queuing;
- The Town Hall square opposite Ocean where people congregate, particularly after Ocean closes; and
- The night bus stops at the Town Square and immediately to the north of the rail bridge on Mare Street.

To a lesser extent, groups were noted congregating at the following locations:

- The footpath outside the pub on the corner of Median Street and Clapton Road; and
- The intersection between Amhurst Road and the alley that leads to Hackney Central Station.

Location and appropriateness of street drinking

Street drinking was not observed to be a problem of significance at the time of the site visit, although isolated incidents of small groups drinking were observed:

- intermittently at the Town Hall square (where a street-drinking ban is in operation);
- at the night bus stop immediately to the north of the railway viaduct; and
- along Amhurst Road.

It was noted that a street drinking ban (exclusion zone) is in operation covering the Town Hall square, Narrow Way, St Johns Church Yard and Clapton Square. According to the Police, this has had a significant impact on reducing street drinking in the area.

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Anti-social behaviour

No anti-social behaviour was observed during the observational site visit other than isolated incidents of graffiti in dark doorways along alleyways off Mare Street. The police indicated, however, that public disorder is a problem around the Town Hall square area, particularly after Ocean closes. As a result of this disorder, and the limited police resources (see next section), the Police indicated that they would object to a new nightclub opening in Hackney Central. It was also noted that residents have complained about activity outside the Town Hall and the noise this creates.

Public toilets

The only public toilets noted within the study area are located at Hackney Central Station, which is open until approximately 12am. Although in other centres this has been noted to cause problems with public urination, in Hackney Central, evidence of this behaviour was observed only on the narrow section of Sylvester Rd adjacent to Mare Street and in the lane that connects to Hackney Central station.

Street cleanliness

A number of zones were observed to suffer from both street litter and from accumulated commercial rubbish. These zones are highlighted in Figure 5.15. In many instances, accumulated rubbish appeared to be associated with adjacent commercial activity rather than directly to the night-time economy.

Rubbish collection/ recycling points

No recycling or rubbish collection areas were observed during the study visit which may explain the incidents of street litter and commercial rubbish outlined above and located on the accompanying plan.

Environmental impacts

The main environmental quality issues relate to traffic noise and street litter along Mare Street. Noise pollution associated with the several pubs in the study area was considered to be normal.

Possible CCTV locations

CCTV coverage in Hackney Central is extensive, however, a number of areas were perceived to be unsafe and in need of either natural surveillance or CCTV:

- The forecourt to the alley that leads to Hackney Central station;
- The car park along Amhurst Road; and
- The stretch of Lower Clapton Road immediately adjacent to the Churchyard.

These areas are mapped on Figure 5.16 and have been suggested because they are perceived to be threatening and feel unsafe at night.

Lighting

Several areas in addition to those outlined above were observed to be in need of improved lighting as a way increasing the perceived overall safety of the area. They are as follows:

- In the vicinity of Hackney Central station;
- The alley immediately to the south of the rail viaduct that leads eastward from Mare Street;
- The area in the vicinity of the rail viaduct that crosses Graham Road;
- Mare Street from Bohemia Place northward; and
- Kenmure road where it meets Mare Street.

Noise Monitoring

No areas were perceived as requiring noise monitoring.

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Dalston

A summary of observations made in Dalston on Saturday 13 November 2004 between 10.30pm and 1.00am the following day, are set out below. These observations are supported by Figure 5.16 which graphically illustrates some of the main issues that relate to the night time economy of the area.

Public transport

A variety of public transport infrastructure exists in the area with the following key elements relating most strongly to the night-time economy:

Mainline rail

Dalston Kingsland Station is located at the core of the study area and provides east-west connections on the North London Line Silverlink route between North Woolwich and Richmond. Services at this station close at around midnight although no groups were observed waiting for trains at around this time.

Night bus services

Night bus stops are concentrated along Kingsland Road and along Dalston Lane / Balls Pond Road, and were observed to be generally well used. Figure 5.16 illustrates the location of these stops.

Taxis and mini cabs

There are no designated taxi ranks within the area although several mini cab offices were observed during the visit.

It should be noted that a new East London Line underground station is proposed at Dalston Junction on Dalston Lane, as phase 1 of the East London Line project, which would increase accessibility to Dalston significantly.

Pedestrian activity

During the survey it was noted that the majority of pedestrian activity was concentrated along the Kingsland Road corridor. However, in comparison to some of the other study areas surveyed during this study, the level of footfall was perceived to be low. Pedestrian and vehicular conflicts were not observed, however uncontrolled crossing on Kingsland Road was frequently observed.

Location and appropriateness of street drinking

Street drinking was not observed to be a problem of significance at the time of the site visit, although the site visit was undertaken in the winter months and there is likely to be more street drinking activity in warmer weather. It was noted by the Police that street drinking occurs outside the Dalston Jazz Bar on Bradbury Street. This was noted to be an issue predominantly in relation to noise outside the premises in the early hours of the morning and the impact on residents in the vicinity, rather than safety, since this is a relatively quiet side street.

Anti-social behaviour

During the observational site visit a number of instances of anti-social behaviour, including what appeared to be drug dealing, were observed. In summary the locations and observed activities were as follows:

- The car park on either side of Gillet Street was observed to have several small groups gathered in the darker corners of the space with a number of cars entering the area for a short period of time and leaving again; and
- Truman Road, where two people were observed inside a dark bin enclosure in what appeared to be a drug deal.

Public toilets

Public toilets are located within Dalston Kingsland Station and at a stand alone facility on the corner of Kingsland Road and Abbot Street immediately to the south of the station. The stand-alone toilet was observed to be in an extremely poor state of cleanliness with the door open and toilet paper strewn in the street. Evidence of public urination was generally not obvious in most of the study area, however, some of the darker back streets and lanes, including the alley opposite Bradbury Street, seemed likely areas for this kind of activity.

Street cleanliness

Kingsland Road suffers from accumulated commercial rubbish, which is piled against guard rails and street light columns. This is exacerbated by street litter, which was prevalent throughout the area, but most noticeable in form of market related litter and strong fish smells along Ridley Road. These zones are highlighted on Figure 5.16. In many cases the litter is seen to relate to commercial activity in general rather than the night-time economy.

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Rubbish collection/ recycling points

No recycling or rubbish collection areas were observed whilst undertaking the survey work. This may contribute to the accumulation of commercial rubbish and debris at frequent intervals along Kingsland Road.

Environmental impacts

The main environmental quality issues relate to traffic noise along Kingsland Road and accumulated market debris along Ridley Road. Noise pollution associated with the several pubs in the study area was seen to be minimal at the time of observations. The licensing officer at Stoke Newington police station indicated that complaints from residents in Dalston in relation to the night time economy were rare.

Possible CCTV locations

A number of areas, often linked to those where anti-social behaviour was observed, were perceived to be unsafe and in need of either natural surveillance or CCTV (and lighting):

- The car park either side of Gillet Street;
- The length of Birkbeck Street;
- The car park behind the Kingsland Shopping centre south of the rail line;
- Tyssen Passage opposite Ghent Way;

These areas are mapped on Figure 5.16 and have been suggested because they are perceived to be threatening and feel unsafe at night.

Lighting

Several areas in addition to those outlined above were observed to be in need of improved lighting as a way of increasing the perceived overall safety of the area. They are as follows:

- Millers Street where it meets Kingsland Road;
- The derelict site on the north side of Dalston Lane; and
- Some dark recesses along Ridley Street.

Noise monitoring

No areas were perceived as requiring noise monitoring.

NOISE

The Council records noise complaints for all licensed venues in the borough. The analysis in this section is based on noise complaints data provided by the Council and collected in the four-month period between June and September 2004. In all of the centres, noise complaints relate to only a handful of venues, when considering the number of venues in each area.

Figure 5.17 illustrates the number of premises that received complaints in each centre. This shows that Shoreditch has the highest number of premises receiving complaints (12), followed by Dalston (8), Stoke Newington (6) and Hackney Central (4). However, when taking into consideration this figure in relation to the total number of premises in each area, a different picture emerges. In Shoreditch, a total of 193 premises were included in the analysis,

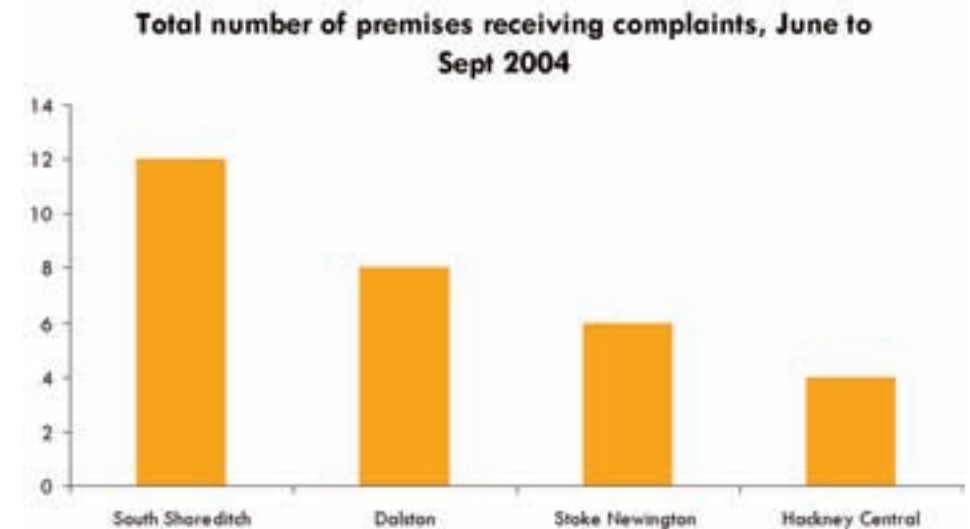


Figure 5.17 Total number of premises receiving noise complaints

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compared to 70 in both Stoke Newington and Dalston and 59 in Hackney Central*. Figure 5.18 provides this analysis and shows that as a percentage of the total number of premises, Dalston has the highest proportion of night time venues receiving complaints (11.4%), followed by Stoke Newington (8.6%), Hackney Central (6.8%) and finally Shoreditch (6.2%).

A further analysis is provided in Figure 5.19, which shows the number of complaints recorded per premises in each centre. This is important to note, since a premises that receives 10 complaints in four months is more problematic than a premises that receives only one complaint. In Dalston, noise complaints were received in relation to eight different premises in the area. One premises received 12 separate complaints over the four-month period, one premises received five complaints and six premises received between two and four complaints each. In Stoke Newington, six premises received complaints, all of which had four or fewer complaints each. Four of the six premises were located on Stoke Newington High Street and only one premises was in Stoke Newington Church Street. In Hackney Central, only four premises received complaints, however, two of these premises had over 10 complaints each. Only one of the premises was located in the study area, and this premises only received one complaint during the four-month period. It should be noted, however, that the largest venue in the area, namely Ocean, was not included in the analysis.

* These venues include off licenses and cover slightly wider areas than the survey areas for this study.

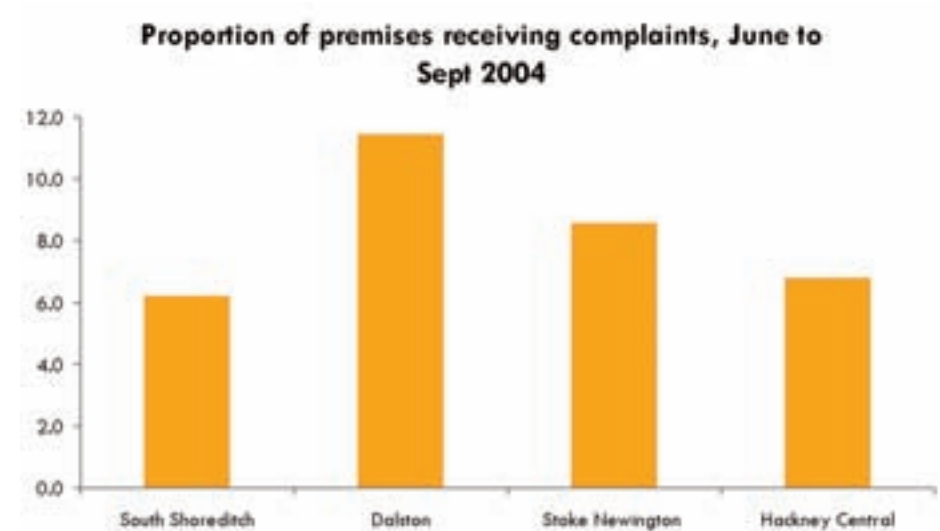


Figure 5.18 Proportion of premises receiving noise complaints

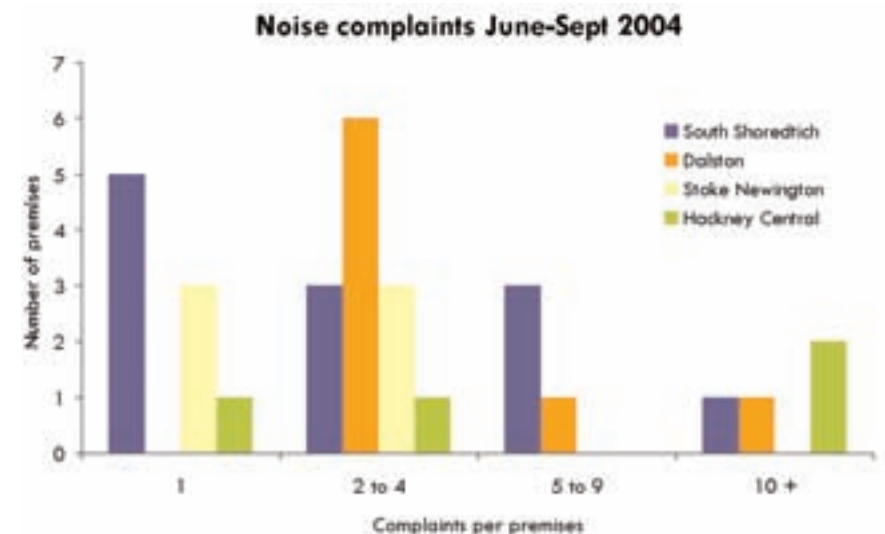


Figure 5.19 Noise complaints in Shoreditch, Dalston, Stoke Newington and Hackney Central

6 OPERATIONS AND RESOURCES

INTRODUCTION

This section considers the way in which the night time economy across the borough is supported and managed, and the resources that are allocated to managing the night time economy. The information has been gathered through the police site visits, individual meetings with Council officers and workshops with Council officers in the planning, licensing, environmental health and community safety departments, held on Friday 8 October 2004.

POLICE OPERATIONS AND RESOURCES

Police operations in Hackney are divided between two sub-command units, Hackney North and Hackney South. The Hackney North sub-command unit is based in Stoke Newington and covers Stoke Newington and North East Neighbourhoods, including Dalston. The South sub-command unit is based in Shoreditch and covers Shoreditch and Hackney Central. In addition, there are local police stations in Hackney Central and in Dalston (in the Kingsland Shopping Centre). At the Hackney Central Station, the number of officers operating from this station has reduced significantly in recent years and there is no coverage after 10pm.

In general, there has been a reduction in night-time police coverage, particularly neighbourhood policing. For example, after 10pm, there is limited neighbourhood police coverage on foot and police operations are covered by a rapid response team, with between 10 and 20 officers in each of the north and south teams, which are car-based.

These officers do not provide local patrol in the centres at night, and resources can be diverted to major incidents. It was noted that Hackney is not identified as a priority borough at present within the Metropolitan Police.

The number of police officers on patrol in Shoreditch varies. One team of officers patrols the night time economy area on foot, operating on a rolling shift pattern with approximately 50% of their shifts starting at either 2pm or 4pm. There are typically two or three pairs of officers on patrol in the area. In addition, core response shifts and robbery task force patrols operate during the early hours. However, they are not restricted to the Shoreditch area and would be most likely to be in the area in response to a specific call from a member of the public.

The Metropolitan Police is seeking to address this issue of neighbourhood policing through the establishment of Safer Neighbourhoods teams, to address issues that make people feel unsafe including anti-social activities such as graffiti, abandoned cars, minor criminal damage and nuisance neighbours. The Safer Neighbourhoods team includes a Sergeant, two Constables and three Police Community Support Officers (PCSOs). However, late night coverage in Hackney Neighbourhoods is limited to the response teams at present.

The licensing department, based in Stoke Newington police station, covers the whole borough and usually there will be one officer on duty from this department covering the borough on any one night, with a support officer.

The licensing officer expressed some concern that the Police no longer receive training in

licensing and are only provided with basic information and information on police powers. There was also a query about how the Council and Police would work together in the future when the responsibility for licensing is fully transferred to the Council. It was suggested that integrated working, where possible, should be promoted. In particular, an integrated GIS database with information on premises, closing hours and conditions was suggested.

The police expressed concern regarding the growth of licensed premises and night-time activity in the Shoreditch area and indicated that the police would object to the granting of further licenses in the area due to resourcing issues. However, it was also noted that there had been no substantial reallocation of resources to the South Shoreditch area as a result of the growth of licensed premises that had taken place to date. Crime committed in South Shoreditch associated with the night-time economy was not considered by the police to warrant a reallocation of resources from other parts of Hackney, where the types of crimes committed were considered to be more serious.

Hackney's Community Safety team indicated that demands on 999 calls has increased, particularly between 10pm and 6am, which is placing significant pressure on police and ambulance services.

CCTV

CCTV is in operation in Hackney Central, Dalston and Stoke Newington and coverage is considered by the Police to be wide. Additional potential locations for CCTV cameras have been identified through observational site visits as part of this study

6 OPERATIONS AND RESOURCES

(see Figures 5.17, 5.18 and 5.19). The police indicated that additional CCTV around the Church Yard area in Hackney Central would be welcomed.

There is no Council-operated CCTV in the Shoreditch area at present, however funding has been secured for CCTV to be installed in the Shoreditch Triangle later in 2005. There are private CCTV systems in operation in Shoreditch and several of the licensed venues interviewed as part of the consultation process stated that they used their own CCTV in the operation of their venue. Hot-spot areas for the location of cameras are currently being identified by the Council. Potential locations for CCTV cameras have been identified through observational site visits as part of this study (see Figure 4.13).

CRIME PREVENTION SCHEMES

The Hackney Community Safety team operates a radio-link scheme in Hackney Central and the scheme has been very successful in targeting retail crime in Mare Street. There could be an opportunity to extend the scheme further to include bars and clubs in the area. A similar scheme has recently been set up in Shoreditch - Shoreditch Night Owl Watch (SNOW) scheme - which is a radio-link scheme between retailers, licensees and the police, which targets off-licenses, late supermarkets, takeaways, pubs and clubs. The Community Safety team believes it will have a significant impact on crime in the South Shoreditch area.

In addition, there are three Crime Prevention Design Advisors that cover the Shoreditch area,

and a Crime Prevention Design Advisor that covers the Hackney Central area, who should be consulted on design schemes and planning applications. Resources do not appear to exist for Dalston or Stoke Newington.

Pubwatch schemes are in operation in Shoreditch, Hackney Central, Dalston and Stoke Newington. Pubwatch is a community based crime prevention scheme, which is organised by the licensees themselves to afford each other confidence and support, as well as some form of protection. The objective of the scheme is to combat violence and other criminal activity, however, it also provides better communication between licensees and police and provides a forum for the discussion and solution of problems relating to licensed premises. An officer from the licensing department attends all pubwatch meetings, which are in operation in all four centres. However, the licensing officer indicated that attendance in Dalston is low and that attendance in Stoke Newington is limited mostly to venues on Stoke Newington High Street, with poor attendance from venues on Church Street.

In Hackney Central, a ban on street drinking (a 'designation order') has been implemented, which has been successful in addressing street drinking problems on Mare Street, and in the Town Hall square area in particular.

Hackney Borough Police also operates the Dalston Partnership Policing Project, which is a Home Office funded scheme (under the 'Targeted Policing Initiative') set up to tackle drug-related crime within the Dalston area of Hackney.

Shoreditch Our Way (ShOW) operates a wardens scheme throughout the NDC area, which has been successful. However, the wardens focus their activities north of Old Street and do not cover the Shoreditch Triangle area.

The Community Safety team has considered the introduction of a ban on street drinking (a 'designation order') in South Shoreditch, however, this was not pursued as it was considered too difficult to police or enforce.

Medical support

The London Borough of Hackney's Community Safety department identified a concern regarding the number of licensed premises operating in Shoreditch in relation to the availability of safety resources such as ambulances and paramedics.

Lighting

The provision of lighting can have a significant impact on crime and the fear of crime, an important issue for any successful evening economy. A recent Home Office research report (Effects of improved street lighting on crime: a systematic review - Home Office Research Study 251, August 2002) has identified the positive effects that lighting can have on crime in certain areas. The research conducted found that the provision of improved lighting schemes reduced crime by approximately 20%, a highly significant figure.

The financial savings resulting from the reduction in crime were also found to out-weigh the cost of providing an improved lighting scheme considerably. It was found that a case

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study in Dudley led to a cost benefit ratio of 121:1 in terms of the resources saved from dealing with crime and the resources spent on installing the lighting scheme. The results of the research indicated that improved lighting was the most successful and cost-effective method for reducing crime in stable homogeneous communities and that the crime was not displaced.

Shoreditch Our Way New Deal for Communities (NDC) has expressed an interest in developing improved lighting in order to reduce crime in the area. A recent creative lighting scheme has been developed in Hoxton Street, and the NDC has expressed an interest in developing a similar scheme in Hoxton Square, in partnership with licensees. The NDC attended a recent Pubwatch meeting and is progressing a proposal to licensees for this project.

CLEANSING AND REFUSE COLLECTION

The issue of cleansing is particularly important to the night time economy as much litter can be generated by the large volume of people concentrated in a relatively small area over a short period of time. Most litter associated with the evening economy comes from drink receptacles that have been brought out of licensed venues and onto the street, and from discarded take-away packaging. There are also issues associated with anti-social behaviour including street urination and vomiting which have a negative impact on the environment. Refuse generated by licensed venues can be considerable in volume and has to be disposed of quickly.



Flyposting and graffiti, Shoreditch

6 OPERATIONS AND RESOURCES

The Council currently operates its contracts for street cleansing and refuse collection in-house rather than contracting-out, and services are limited to the statutory requirements. Cleansing operations start at 5am and finish at 10pm - there is no dedicated night time operation in the borough. Independent monitoring of standards is undertaken by the Capital Standards Scheme led by the GLA.

The Council uses a street-by-street breakdown arrangement to schedule street cleansing and refuse collection. For example, the area south of Great Eastern Street is swept daily along with all major routes in the area. Other areas that are predominantly residential receive two refuse collection and street cleansing visits per week.

Some businesses in the Shoreditch area are contracted to the Council's 'trade rounds' refuse collection. The frequency and times of these collections is dependent upon the contract drawn up between the business and the Council whereby venues can provide evidence that collection takes place in accordance with standards set out by the Council.

As observed during the site visits, there are considerable issues of waste obstructing the footway in all centres, however in Dalston, Hackney Central and Stoke Newington, this appears to be associated with commercial premises generally, rather than the night time economy in particular. The exception to this is in Shoreditch. The Council has identified a lack of substantial additional resources or resources for specialist services, such as graffiti and chewing gum removal.

In Shoreditch, residents have also made complaints about the presentation of waste and bins in Hoxton Square and of licensed venues placing bottles into recycle bins between 1am and 2am. As recycling is viewed by the Council as a positive activity that they wish to encourage they will soon be installing bins with sound attenuation in Hoxton Square in order to try and reduce the level of noise disturbance. There has been an identified conflict between the desire of residents to have areas such as Hoxton Square cleaned on a regular basis but also not wishing to be disturbed by cleansing operations taking place in the early hours.

Despite the significant growth of the night time economy in Shoreditch, any changes to Hackney's cleansing and refuse strategies have been Borough-wide with no specific strategy for Shoreditch. However, the Council is currently considering identifying specific areas within the Borough as 'hotspot areas' that may require a bespoke strategy. Hoxton Square was identified by the Council as a area where street cleansing was a particularly important issue and the Council is currently considering potential future initiatives to manage the issue in this area.

A number of venues in the Shoreditch area do take positive action to remove litter and glass from the street once they have closed, for example the Bricklayers Arms' staff sweep the area of Charlotte Street between Rivington Street and Old Street every night. As mentioned previously, licensees in Hoxton Square also operate a rota to collect rubbish in the Square after they close. Attempts have been made to close Hoxton Square after dark, however, the entrance gate has been damaged and this has proved difficult to enforce.

The Council's Planning department reported that they do not have the powers to place planning conditions on any activities taking place outside a venue.

OUTDOOR SEATING

The Council's market and street trading department is currently responsible for issuing licenses to allow the location of tables and chairs outside licensed premises.

These particular licenses can only be issued in areas that have been pre-designated by Hackney Council. There are approximately 40 of these areas throughout Hackney although there are none in the South Shoreditch area. The exclusion of the South Shoreditch area is understood to be due to a lack of resources in the street cleaning department, and the Council is currently investigating the potential to license certain streets in the Shoreditch area.

The current conditions for the provision of an on-street tables and chairs license include the retention of a minimum of 1.5m of pavement space for pedestrians and that the tables and chairs should take up no more than 1m. If the application is on a designated "Red Route" then the Council must consult Transport for London (TfL) when assessing the license application. The Council does not generally consult the Planning department when awarding licenses but does sometimes consult with Environmental Health, the Enforcement department and TfL. In certain cases, where there are particular queries, the Council may involve the Planning department or the Legal department in the decision to award a license.

6 OPERATIONS AND RESOURCES

NOISE MONITORING AND ENFORCEMENT

The Council is currently only responsible for awarding Public Entertainment Licenses (PELs) and, as such, only collects figures on noise complaints in relation to these venues. At present, the Council works proactively with venues that are granted PELs in order to minimise noise disturbance from the venue. It is anticipated that, when the Council assumes responsibility for all licensed venues under the Licensing Act 2003, that the Council will be able to work more proactively with all venues in order to achieve satisfactory noise attenuation standards. This will, however, depend on sufficient resources being allocated to the licensing department during the first year of operation of the new licensing system, during which time all licensed venues will need to apply to the Council for a new license.

PLANNING AND LICENSING

As discussed in Section 3 of this document, the lack of distinction between the operation of a bar and a restaurant within the A3 use class is a significant problem for the night-time economy throughout the UK. Hackney's Planning department has limited powers to ensure that a restaurant that has received planning permission continues to operate as a restaurant and does not become a bar as the venue will not have changed use class and therefore 'development' cannot be considered to have occurred. The Planning department does have certain powers to impose conditions that with the aim of ensuring the premises does not become a bar, such as the requirement for

tables and chairs to occupy 70% of the floor space, however, these powers are limited.

The implementation of the new Licensing Act 2003 was identified in discussion with the Licensing department as a potential tool for controlling this issue of changing use within A3 use class. The licensing department could potentially impose conditions on factors such as venue capacity, sound levels and table service to ensure that there is more control over the impact of a particular venue on the night-time economy.

DATA COLLECTION AND COMMUNICATIONS

The licensing department has not historically collected data in relation to licensed premises, which is accessible and possible to analyse, which has made it difficult to quantify the growth in licensed premises in South Shoreditch and elsewhere.

It was noted in the workshop with Council officers that the Community Safety department is undertaking a significant amount of work that the licensing department is unaware of and that improved communications between the departments would be beneficial.

The Council has recently set up a new data system - Panorama - which has been designed to enable information to be shared between the planning, building control and licensing departments. However, it was apparent at the workshop that this was not yet being used to its maximum benefit and that some departments were not using the system on a day to day basis at all.

Westminster operations

Westminster City Council operates a dedicated night-time service for waste collection and street cleansing, which is in the region of £3million per annum, and primarily targets the West End, where the largest concentration of evening and night-time activity occurs in the borough.

In addition, the Council has set up a Street Environment Management (SEM) service, to provide a one-stop service for dealing with problems on the streets in Westminster. A team of 10 staff work during the night to supplement the 35 day and evening officers, providing a 24-hour a day, 7-day a week service.

The Street Environment Managers are responsible for monitoring the City's environmental contractors, including the Street Cleansing and Waste Collection Services and for enforcing street littering and illegal rubbish dumping. The SEM service also acts to enforce the City's licensing regulations, carrying out inspections of cafes and restaurants that place tables and chairs on the public highway, and inspections of night cafes. The service is joined up with the Council's Noise Team and the Council. The night-time SEM service costs £420,000 per annum.

7 CONCLUSIONS AND RECOMMENDATIONS

INTRODUCTION

This section sets out some conclusions from the research, survey work and analysis work that has been undertaken in relation to Shoreditch, Hackney Central, Stoke Newington and Dalston. This is followed by a series of recommendations for the future management of the night-time economy in the borough, with specific recommendations for each centre, where appropriate. The recommendations include planning and licensing policy recommendations, and recommendations for future management and partnership working.

CONCLUSIONS

Managing saturation

The research and survey results for Shoreditch indicate that there has been a growth in the evening economy in the area and that the impacts of the evening economy are having a negative impact on the overall resident and visitor experience, for example rising crime, environmental degradation and noise pollution. These are issues that need to be addressed for the benefit of residents and licensees alike, since it is important that South Shoreditch remains both an attractive destination to visit and a place to live.

The Licensing Act 2003 allows local authorities to declare 'special policy' areas, provided that they can demonstrate that these areas are suffering from higher levels of crime, disorder and public nuisance than others due to an accumulation of licensed premises. The statistics provided by the police, which provide a comparison between Old Street and Mare

Street, provide evidence to support this claim, as do the observational data collected through the site surveys. The noise monitoring studies undertaken in 2004 also show significant noise impacts in and around the core study area.

However, a clear difficulty arises over the extent or boundary of the special policy area to be declared. This study provides evidence through site surveys that there are primary clusters of evening uses and late opening around the Shoreditch Triangle and Hoxton Square areas, and observational evidence suggests that these areas are primarily suffering from noise pollution and environmental impacts. On the other hand, there is evidence of secondary clusters outside the proposed saturation area, with associated environmental degradation. These areas, however, do not have as high concentrations of late night uses as the proposed saturation area.

This study also provides some further evidence that there is a demand for later opening from existing customers and for a greater diversity of venues from local residents, which suggests that the growth of licensed premises in the area and the trend towards later opening will continue. Given this continuing demand, it is possible to predict a potential scenario whereby a special policy area were declared and the future growth in licensed premises simply occurred on the fringes of the proposed saturation area, say along Leonard Street, or further up Hoxton Street or Kingsland Road. This could be counter-productive given the concentrations of existing residential uses outside the proposed saturation area, and may be more difficult to manage from a police resource point of view.



Old Street, Shoreditch

7 CONCLUSIONS AND RECOMMENDATIONS

There is also a need to identify suitable areas for future residential development, in order for the Council to meet London Plan housing targets, and at present it would seem sensible to focus new residential development in quieter areas, for example south west of Great Eastern Street around Leonard and Paul Streets. The South Shoreditch Area Action Plan presents an opportunity to clearly identify character areas, each with its own specific policies, which could help to counteract pressures for a growth in licensed premises in the Leonard Street/Paul Street area.

It should also be noted that experience from the West End, where 'stress areas' were declared by Westminster City Council, suggests that this led to rising property values and rents in the stress areas, which helped to drive out many of the smaller, independent operators, who contributed to the special character of the area. This has contributed to an erosion of the perception of the quality of the experience of going out in the West End. It is suggested that this would be a potential risk in South Shoreditch, which is characterised by predominantly independent operators, who tend to have more of a commitment to the local area.

However, it is acknowledged that the Council faces considerable pressure in the short-term to minimise the impacts of the night-time economy on residents, and that some of the measures proposed in this report will take some time to implement.

A staged approach to addressing saturation is therefore recommended, whereby a saturation zone is declared in the short-term. In the medium to long-term, it is suggested that the Council adopts an approach whereby all

applications to the planning department for new A3 or D2 uses and all applications to the licensing department under the new Licensing Act are subject to strict controls according to clear criteria, which will be set out in the next section. In addition, it is proposed that the South Shoreditch area becomes an 'Entertainment Management Zone' (as described in the London Plan), whereby a co-ordinated partnership approach to planning, licensing, enforcement and management is adopted, and extra police, cleansing and enforcement resources are targeted on the area, in order to ensure that the impacts of the existing licensed premises in the area are managed and the quality of life for residents improved. There is an opportunity at present to capitalise on the goodwill that is being demonstrated by licensees who attend the Shoreditch Pubwatch, who are largely independent operators, and work to develop a partnership approach to the management of the area.

Identifying opportunities

It is clear from the analysis in Shoreditch that it is extremely important that the impacts of the night time economy are addressed. One way of reducing the pressure for further growth in Shoreditch could be to actively promote growth in other areas of Hackney, which might benefit from increased vitality and where evening uses could help to bring economic benefits and make these areas feel safer.

In Stoke Newington, it is suggested that there are limited opportunities for significant further new growth on Church Street, where the balance of retail and evening uses appears to work well at the moment. However, it is suggested that there is an opportunity to promote improvements to the environment on

Stoke Newington High Street, combined with the introduction of new evening uses. It should be noted that, in Stoke Newington, the survey demonstrated the greatest opposition from residents to further growth in the night time economy - 15% of residents in Stoke Newington did not want further growth to occur, compared to 12% in Shoreditch and 7% in both Dalston and Hackney Central.

It is suggested that some carefully managed growth in Hackney Central and Dalston could be accommodated and could help to bring economic benefits. In both these centres, there was strong support from residents (18% in each centre) for a greater diversity of venues. This compares to 10% of residents suggesting a greater diversity of venues in Stoke Newington. Night time uses in Hackney Central, in particular, could help to increase perceptions of safety in the centre at night - 19% of residents surveyed in Hackney Central wanted safety in the area to be improved as part of future changes to the night time economy. In Dalston, noise from licensed premises and the quality of venues were considered priorities by residents, which should be considered in the context of future growth.

However, it is extremely important that future growth of the night time economy elsewhere in the borough outside Shoreditch is carefully managed from the outset to ensure that there is a good balance between day and evening uses, that the design of both residential and commercial buildings considers adequately the need for noise insulation, and that consideration is given to the resources available to manage any further growth.

7 CONCLUSIONS AND RECOMMENDATIONS

VISION

The vision for Hackney's night time economy is that there will be a vibrant but well-managed nightlife in key centres, namely Shoreditch, Stoke Newington, Hackney Central and Dalston, which contributes to the economic vitality of these centres and to the borough as a whole, provides active street life and improves perceptions of safety, serves local residents and employees, and helps to attract visitors to the borough. Any future growth that occurs will be carefully managed to minimise conflicts between uses, maintain a balance of uses and to ensure that there are adequate resources available to support the growth. Where the growth of the night-time economy is currently considered to be having a negative impact on the environment and residential amenity, such as in Shoreditch, measures will be taken in both the short and the long-term to minimise further impacts and focus police, cleansing, enforcement and other resources on these areas.

Shoreditch

Shoreditch is Hackney's primary night-time economy attraction and it has a unique character, which is characterised by its history as the centre of the furniture trade. The area has developed a cutting-edge reputation for its bars, clubs and music offer. The vision for Shoreditch is to preserve and enhance its special character and reputation, manage future growth of the night time economy and develop a mixed use character with more retail and local services for residents and employees, particularly concentrated on Shoreditch High Street.

Stoke Newington

Stoke Newington has a village-like atmosphere, particularly on Church Street and has more of a residential character than the other centres. The vision for the area is to retain this character and the current balance of uses along Church Street, ensuring that it continues to serve its local population. However, given the different character on Stoke Newington High Street and the comparative lack of investment there, there is scope to improve shopfronts and the environment and to carefully introduce new evening uses, particularly north of the junction with Church Street.

Hackney Central

Hackney Central is the borough's civic centre and has the potential to become the civic and cultural heart of Hackney. The growth of the night-time economy in Hackney Central in recent years can largely be attributed to the refurbishment of Hackney Empire and the Ocean bar, night-club and music venue. However, given the recent announcement regarding Ocean's closure, a positive strategy needs to be developed for this site, and the potential for smaller-format venues to open could be explored. The accessibility of the site should be explored in future plans. In addition, there may be potential to promote growth in the café and restaurant sector - in particular, a pre-theatre dining culture could be developed.

Dalston

Dalston town centre has the widest shopping appeal of all the four centres, and has a distinctive multi-cultural character, with a wide variety of cuisines available, in particular there are several renowned Turkish restaurants in Dalston. The area is potentially poised for greatest change, given the proposals to extend the East London Line to Dalston Junction, which would improve the accessibility of the area substantially. At present, the night-time offer is relatively limited, however, it is considered that there is potential for growth in both A3 and D2 uses in Dalston, to complement the cinema. This potential, coupled with the fact that Dalston is geographically the closest to South Shoreditch of the four centres, suggests that it could be an attractive alternative location for licensed operators to consider in the future. However, in order to capitalise on this potential, it is suggested that there would need to be increased investment in environmental quality.



The Railway Tavern, Hackney Central

7 CONCLUSIONS AND RECOMMENDATIONS

THEME ONE MANAGING SATURATION

The recommendations outlined in this theme are designed to manage the existing high levels of night-time activity in Shoreditch and provide a framework to prevent future saturation occurring in the other centres whilst encouraging the development of sustainable night-time economies.

It is suggested that a staged approach is considered to address the issue of saturation in Shoreditch.

1.1 Saturation zone (short-term) [Shoreditch]

As a short-term, interim measure, it is recommended that the Council declares a saturation zone based on the core area of the Shoreditch study (see Figure 4.1). In the saturation zone, all premises that apply for a variation in hours will be required to demonstrate that they will not contribute to any further impacts on the environment or residential amenity. Operators will be required to identify specific measures in their operating schedules to mitigate any negative impacts, to the Council's satisfaction. This will put the onus on licensees to prepare a convincing case, which is important since it is understood that the Council will have limited resources in the initial period of the new licensing regime. During this initial period, there should also be a moratorium on new A3 and D2 permissions in the zone.

1.2 Shoreditch Entertainment Management Zone (Medium-term)

The survey work undertaken in this study clearly identifies Shoreditch as Hackney's major night-

time destination. Its cutting-edge reputation has grown considerably in the past five years and as a result there are significant pressures on the resources available to deal with the high concentration of night-time activity in the area.

An Entertainment Management Zone (EMZ) is defined in The Mayor's *Ambient Noise Strategy* as **an area where agencies work together to tackle issues associated with the evening and night-time economy. An EMZ can be designated in areas where there is a concentration of entertainment activities, or in locations where growth of entertainment uses is planned.** The use of an EMZ is currently being piloted in Camden, an area with a similarly vibrant night-time economy to that of Shoreditch and the success of this approach should be monitored to inform the implementation of this recommendation in Shoreditch.

The findings of this study outlined in Section 4 identify part of Shoreditch as an area that would benefit from designation as an EMZ (see Figure 7.1). This area is broader than the core study area and includes secondary clusters of activity. It contains a high concentration of evening uses and as a result was observed to have associated issues of cleansing, noise disturbance and general high levels of activity. These factors combine to create a need for the area to be given special consideration in terms of its management and future development.

It is recommended that an Entertainment Management Zone is developed in Shoreditch. This area should become the specific focus for joined up working between Licensing, Planning, Enforcement, Cleansing, Transport, Shoreditch Our Way, Police, and venue operators. The aim of the EMZ is to focus additional resources in the area, share information where possible through shared databases and hold regular

working meetings, reporting to the Night-time Economy Implementation Group.

In the EMZ, it is suggested that a dedicated night-time cleansing operation is set up, which is developed in consultation with local residents. In addition, applications for A3/D2 uses and licenses within or in the vicinity of the EMZ could be made subject to specific conditions. Section 106 agreements could also be negotiated on planning applications to contribute to a 'pool' for additional resources to be deployed in the EMZ area. Funding for additional resources could be supplemented through a partnership with the private sector. It is recommended that a BID is set up as a pilot in Hoxton Square (see 6.1) and that this could be rolled out to the wider EMZ if successful.

Activity associated with the night-time economy in Shoreditch also impacts on the residents,



Figure 7.1 Entertainment Management Zone for Shoreditch

7 CONCLUSIONS AND RECOMMENDATIONS

transport systems and infrastructure of a wider area. It is recommended that the neighbouring local authorities of Tower Hamlets and Islington are involved with and consulted on the work of the Night-time Economy Implementation Group.

1.3 Saturation criteria (Long-term) [All centres]

In the long-term is recommended that a number of criteria are adopted at a borough-wide level, some of which are applicable to planning applications, and some to licensing applications. The criteria are designed to prevent saturation of night time uses in all areas, and to restrict or place strict conditions on further entertainment uses in areas that are considered to already be 'saturated' - for example Shoreditch. This policy is designed to promote a sustainable approach to the future mix of uses in the borough. For example, although a proposed A3/D2 use might not be close to sensitive uses at present, this could change in the future. Considering proximity to other entertainment uses is therefore suggested as a long-term sustainable approach to managing the mix of uses.

This policy is designed to become a management tool for Shoreditch in the longer term as it is considered that a policy based on clear defined criteria would be a more flexible tool over time, helping the Council to use the same tool in a wider area or other areas in the borough as the night time economy grows and develops.

It should be noted that criteria for planning applications will only be applicable to new developments or applications for change of use. Criteria for license applications will be applicable to all applications under the new Licensing Act 2003, however, premises with existing liquor or public entertainment licenses have 'grandfather rights' regarding their new

application, whereby they have the right to retain their existing opening hours and activities. These can only be altered if there is a specific objection to a particular licensed premises, which requires the licensee to renew the license. This means that if no conditions are attached to the license at present and the venue is not seeking to vary its hours, the Council has no opportunity to impose new conditions.

The licensing department will take into consideration the following criteria when determining applications for premises licenses:

- the combined capacity of licensed premises within a 350 metre radius of premises* applying for a license will be considered when determining all licensing applications, and will be refused or subject to special conditions if it is considered that there will be a negative cumulative impact on the area as a result of the new license being granted.

More specifically:

- an application for a new license will not be granted if there is another licensed premises selling hot food or alcohol within 50 metres of street frontage on either side of the road from the proposed development [**licensing**]; and
- for existing licensed premises applying for a variation of hours under the new Licensing Act - if the licensed premises is located in an area where there is already another licensed premises within 50 metres, then the licensee will have to demonstrate that adequate steps have been taken to minimise the impacts of the licensed premises [**licensing**].

The planning department will take into consideration the following when determining applications for new A3 and D2 uses:

- the combined capacity of A3 and D2 uses within a 350 metre radius of a proposed new A3 or D2 use; and
- the specific uses of A3 and D2 uses within a 350 metre radius of a proposed new A3 or D2 use, and whether these uses are subject to specific conditions limiting their operations, for example as a restaurant only;

More specifically:

- an application for an A3 or D2 use will not be granted if there is another A3 or D2 use within a 50 metre radius of the proposed development, unless it can be demonstrated that no alternative use for the unit can be found, for example on a retail frontage, where there is no demand for A1 units [**planning**];
- an application for an A3 or D2 use will not be granted planning permission in a property where there are residential uses on the upper floors or in an adjoining building, unless planning conditions restrict the terminal hours to 11pm [**planning**]; and
- an application for residential or hotel use (class C1, C2 or C3) will not be granted planning permission in a property where there are existing A3 or D2 uses, or if there are A3 or D2 uses in an adjoining property, unless those A3 or D2 uses have existing restrictions on their opening hours to 11pm [**planning**].

*Further work on assessing criteria would need to be undertaken)

7 CONCLUSIONS AND RECOMMENDATIONS

It should be noted that special policies and conditions designed to minimise the negative impact on the environment and residential amenity will be considered for all applications for A3 or D2 uses or licenses within or in the vicinity of the South Shoreditch EMZ. These are considered further in the next theme.

1.4 Enforcement

In order to manage the high concentration of uses and activity located in the EMZ successfully it is necessary to ensure that strategies operating within the zone are enforced. It is recommended that enforcement in the EMZ will include partnership working between the existing enforcement teams within the planning, licensing and environmental health departments. This will involve regular observational patrols of the area during the day and night-time and a framework for communication between the various enforcement teams who should use their powers to deal quickly and efficiently with any incidents. In particular, it is recommended that an integrated database is created for use by all the enforcement teams (see 8.1).

1.5 Night-time Economy Implementation Group

The Shoreditch Pubwatch scheme has been very successful as a forum allowing evening venue operators to discuss issues affecting their businesses and the local area and has provided a basis for the development of a good working relationship between evening venue operators and the police. However, need for improved relations between the evening venue operators and the Council and local residents has been identified.

It is recommended that a Night-time Economy Implementation Working Group is established for all key stakeholders to work in partnership and improve communication. The principal task of the Working Group should be to implement the policies from the evening economy action plan and to meet on a regular basis to discuss issues arising from evening economy activity. In order for the partnership to be successful it is important that Working Group meetings are attended by senior Council officers. The group should focus in particular on the issues affecting the Shoreditch Entertainment Management Zone and all night-time economy venues within this area should be kept informed of issues discussed by the Working Group and have the opportunity to participate in discussions where this is appropriate.

THEME TWO MANAGING THE IMPACTS OF THE NIGHT-TIME ECONOMY

2.1 Residential uses [Shoreditch]

It is acknowledged that the quality of life for residents in the Shoreditch area is adversely affected by the various impacts of the night time economy. In order to prevent further conflicts between residents and licensed premises, it is suggested that the Council seeks to restrict permissions for new residential or hotel uses in the core area defined for the study. It is suggested that the area south-west of Great Eastern Street, which has a few evening economy uses but is generally quieter, would be a more suitable location for new residential, and hotel uses. It is recommended that this policy is clearly defined in the South Shoreditch AAP. [planning]

2.2 Noise and vibration [All centres]

Residential disturbance caused by the night-time economy affects local people throughout the borough. 33% of residents surveyed stated that the night-time economy was regularly disruptive in Shoreditch along with 24% in Stoke Newington, 21% in Hackney Central and 26% in Dalston. As such it is necessary to apply recommendations designed to minimise the impact of noise and vibration of night-time economy activity throughout the borough.

Residential disturbance caused by the night-time economy can be reduced through the implementation of conditions attached to planning permission for any new residential or live-work development. It is recommended that the Council requires planning permission for all new residential development within the study areas of the four centres to be subject to the provision of adequate and effective noise insulation, and that the design of the building minimises the escape of noise and fumes from doors and windows.

Through the licensing application process, conditions should be attached requiring the position of machinery, outlets and amplified equipment to be located away from residential uses and the installation of equipment that limits fumes, noise and vibration. [licensing]

For new A3 and D2 uses, the Council should also seek to ensure that conditions relating to noise attenuation are included, such as the installation of an acoustic lobby at entrances and exits to the premises, acoustic glazing and acoustically treated ventilation. In addition, planning conditions can seek to restrict the hours of operation of outside drinking areas with particular consideration given to whether the

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premises is in a narrow street, where noise reverberations may be greater. **[planning]**

Licensing conditions can be added to provide additional control. All venues should be required to submit a noise impact report. Other conditions could include the prohibition of the external playing of amplified music and the installation of sound limiters linked to sound amplification equipment. It should also be noted that, for venues that are not applying for a change of use under the planning system, the licensing process will be the only opportunity for conditions to be imposed. In this case, it is therefore recommended that as many of the above conditions are imposed through the license application process as possible. **[licensing]**

Through the licensing application process, conditions should also be imposed that seek to minimise noise outside the premises, caused by customers and staff leaving the premises.

Conditions could include:

- the provision of prominent notices and staff announcements, encouraging people to leave the premises quietly;
- the identification of a specified member of staff to patrol the vicinity immediately outside the door to the premises; and
- the nomination of a dedicated member of staff, who is personally responsible for dealing with complaints. **[licensing]**

2.3 Crime, disorder and anti-social behaviour **[All centres]**

Shoreditch currently suffers from a lack of investment in CCTV and lighting, which could

help to minimise crime, disorder and anti-social behaviour. Stoke Newington, Hackney Central and Dalston have more extensive CCTV coverage and as such require less investment in this particular area than Shoreditch.

The Council has recently approved the budget for the installation of CCTV in Shoreditch. To complement this, it is recommended that, for new A3 and D2 development uses in the Shoreditch area, the Council should seek to include a condition requiring the installation and monitoring of CCTV of a wide area outside the venue. **[planning]**

Developers should also be required to seek the advice of Crime Prevention Design Officers in the design of the new A3 and D2 developments in Shoreditch and the design should seek to minimise the opportunity for crime. In addition, a legal agreement could be used to provide a contribution either to the Business Improvement District (if appropriate - see Theme seven) or to the provision of wardens (see 7.4) **[planning]**

Through conditions attached to the license, the local authority can require the submission of a Crime Prevention Strategy, a risk assessment of criminal activity, the installation and monitoring of CCTV, internal designs that minimise the opportunity for crime and appropriate training of staff and door supervisors. **[licensing]**

2.4 Environmental impacts **[All centres]**

The negative environmental impact that can be associated with night-time economy activity in terms of litter and increased volumes of refuse needs to be managed throughout the borough. However, there are specific recommendations designed to manage the particularly high level of refuse and litter produced by the night-time

economy in Shoreditch.

In order to address issues of litter dropped outside premises, the Council should seek to enter into a legal agreement for new A3 and D2 developments, requiring that contributions are made to the provision of a targeted night time cleansing operation in the Shoreditch area. In addition, a legal agreement could be used to provide litter bins. **[planning]** Under Section 93 of the Environmental Protection Act 1990, The Local Authority can introduce a condition attached to the license that requires operators to collect litter and waste from a defined area outside their premises, at specified times of the day or night. **[licensing]**

In order to address the borough-wide issue of refuse bags being placed on the street, the granting of planning permission for new developments should require the design of the building to include adequate space for refuse storage and recycling facilities within the curtilage of the premises. **[planning]**

Consideration should be given to proximity of residential uses throughout the borough, particularly with regard to the design and location of these areas, where glass-recycling activity could create substantial noise disturbance. **[planning]** For existing premises that do not require a change of use, it is recommended that conditions are attached to the granting of the license that require the operator to allocate space within the curtilage of the building for refuse storage, if the design of the building permits. **[licensing]**

In order to address issues of street urination, a legal agreement could be used for applications for A3 and D2 uses, requiring contributions towards the provision and maintenance of a public toilet or street urinals. **[planning]**

7 CONCLUSIONS AND RECOMMENDATIONS

2.5 Impacts on transport and movement [All centres]

The likely impacts of new development on the use of public transport, congestion, stopping and parking by cars and taxis, and blocking of pavements could be addressed through the planning system. For example, major proposals should be required to submit a Transport Impact Statement. In addition, a legal agreement could be used to provide a Green Travel Plan (including details of delivery arrangements and private hire vehicle collection points) and contributions towards the funding of enhanced public transport, for example improved night bus provision. Furthermore, the design of the building should include indoor waiting areas for customers that are waiting for private hire vehicles at the end of the evening. [planning]

Through the license application process, conditions could be imposed requiring the operator to clearly publicise information on public transport in the premises and requiring a formal arrangement to be set up with a local licensed private hire taxi firm. [licensing]

It should be noted that the use of s106 agreements might be limited if new night-time uses are restricted in the future and therefore voluntary funding agreements would need to be sought. There is also an opportunity to introduce an extra levy through the introduction of a Business Improvement District (see 7.1).

THEME THREE IDENTIFYING OPPORTUNITIES

The four centres considered in this study all have their own unique character and

opportunities for future development, which were set out in the visions for each centre at the beginning of this section. This section sets out specific recommendations to achieve the vision in each centre.

3.1 Establishing a balance of uses [Shoreditch]

The balance of land uses in Shoreditch has been identified as a significant issue for the area and as such it requires a specific recommendation in order to ensure it is managed sensitively. It is suggested that the South Shoreditch Area Action Plan (AAP), which will become the development plan document for the area, should seek to promote a mix of A1, A2, A3 and D2 uses which would create a more balanced environment. It is suggested that the focus for the A1 and A2 uses in particular should be along Shoreditch High Street, which has the potential to rediscover its role as a traditional High Street. [planning]

3.2 Enhancing vitality [Shoreditch]

The dominance of evening uses in Shoreditch, in an environment that has historically been the focus for warehouses and other employment uses, has led to issues of lack of activity at street level in some parts of the study area. Some bars and night time uses are also open during the day as well as the evening and provide a positive aspect to the street. However other uses, in particular night clubs, do not present a positive image. In order to address this, it is recommended that applications for new A3 and D2 developments are required to be designed so as to provide visual interest at street level, for example a window display or lighting. [planning]

3.3 Environmental enhancement [Stoke Newington, Dalston, Hackney Central]

Theme six outlines recommendations for environmental enhancements throughout the borough. However, Stoke Newington High Street, Dalston and Hackney Central have been identified as areas where environmental enhancements are required in order to improve the quality, range and diversity of the night-time economy. It is recommended that a specific focus is adopted in enhancing the environment in these areas, perhaps through the development of pilot BID schemes (see Theme seven). These areas would benefit from improvements to shopfront design and enhanced lighting schemes. In Hackney Central, a specific focus on the area north of the railway is required in order to improve perceptions of safety.

3.4 Promoting night-time uses [Stoke Newington, Hackney Central, Dalston]

This study identified Stoke Newington High Street, Hackney Central and Dalston as areas with night-time economies that would benefit from the location of more A3 and D2 uses. It is recommended that the development of A3 and D2 uses in these areas is encouraged, however, any new development should be assessed with consideration to the saturation criteria set out in Theme two. Hackney Central has been identified as an area that would benefit in particular from more restaurants and cafés in order to provide further facilities for those visiting the Hackney Empire theatre.

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3.5 Building on cultural success

[Hackney Central]

Hackney Central has been identified as the borough's cultural and civic centre and the recent closure of the Ocean music venue needs to be handled carefully in order to ensure that the area's recent culturally-led regeneration is able to continue. The closure of Ocean has highlighted the need for the development of a positive strategy for the future of the site. It is recommended that a development brief for the site is created which could explore the potential for it to accommodate a greater variety of uses. This could contribute towards the growth of the restaurant and café sector in Hackney Central and complement the activity created by the Hackney Empire.

3.6 Gillet St development opportunity

[Dalston]

The vision for Dalston highlighted the need to encourage more A3 and D2 night-time uses into the area. A development opportunity has been identified between Bradbury Street and Gillet Street. It is recommended that a detailed planning brief is developed for this site that ensures that any new activity will make a positive contribution to Dalston's night-time economy. This could include the opportunity for the location of cafés, outdoor seating and environmental enhancements through the creation of a new public square.

3.7 Stoke Newington High Street development opportunity

[Stoke Newington]

This study identified the area north of the junction between Stoke Newington High Street and Church Street as lacking in night-time activity. The vacant building on the High Street

just north of Bar Lorca would benefit from substantial refurbishment. It is recommended that a planning brief is developed for the site that promotes uses that will make a positive contribution to the night-time economy in Stoke Newington.

3.8 Further investigation

[All centres]

Hackney's licensing policy identifies seven key licensed areas in the borough, four of which have been considered in this study. It is recommended that further data gathering and survey work is conducted in order to develop recommendations for the areas with smaller night-time economies; Broadway Market; Victoria Park and Clapton. The monitoring process (see Theme Eight) will provide a basis on which future emerging night-time economies within the borough can be identified and any such emerging centres should also be investigated further.

THEME FOUR PRESERVING/ENHANCING SPECIAL CHARACTER

Both Shoreditch and Stoke Newington have been identified as areas with unique and special characters that should be preserved and enhanced through the development of the night-time economy. All of the centres would benefit through increased diversity in their night-time economies, something that was welcomed through the survey of residents in Hackney.

In Shoreditch, where there is significant pressure for a variety of new development, the preservation of this character is one of the most important issues currently facing the area, particularly in the light of potential new

planning applications from larger commercial evening operators. Stoke Newington also needs to ensure that the 'village character' that has begun to flourish and make Church Street an attractive night-time destination is preserved and enhanced.

4.1 Retention of building plot sizes

[Shoreditch and Stoke Newington]

The preservation of the character of both Shoreditch and Stoke Newington through the retention of predominantly independent operated venues would benefit the night-time economy. This would counter the threat of low priced drinks offers often associated with the larger commercial evening operators and prevent the area's character from being eroded by a predominance of national chains. Whilst many evening economies throughout the UK are currently suffering from problems associated with price-led competition, binge drinking and the associated anti-social behaviour, Shoreditch and Stoke Newington have managed to avoid many of these issues and need to ensure that they preserve their current position. The prevention of the amalgamation of historic properties into larger plots would prevent chain operators from achieving the large floor space they desire. It is recommended that building plot sizes are retained in order to preserve the original character of the area and discourage the location of large 'super pubs' and nightclubs. The pressure for plot amalgamation is likely to be greatest in Shoreditch.

The South Shoreditch AAP currently being developed by the Council provides an opportunity for steps to be taken to preserve the area's special character. This could include planning policies directed at retaining the existing small building units in order to preserve

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an independent character through discouraging the arrival of larger 'super-pubs' and nightclubs that could impact negatively on the area in a number of ways. [planning]

4.2 A diverse evening economy [All centres]

The need to encourage diversity in London's evening economy is identified in the Mayor's Late Night London report (reviewed in Section 2 of this document). The development of a more diverse evening economy would help to reduce the risk of anti-social behaviour and noise disturbance associated with alcohol-based evening economy activities. The survey of residents in Hackney also suggested that greater diversity would be welcomed, particularly in Dalston and Hackney Central.

The unique character of the Shoreditch area has benefited from a strong cultural sector and the influence of the artistic community in the area. It is recommended that other cultural uses, such as art galleries and specialist theatres, cinemas and music venues, are encouraged by the Council in order to provide more non-alcohol based activities that will benefit a wider section of the community and allow Shoreditch to retain its special character, focused on cultural industries and activities. [planning]

It is also recommended that Hackney Central build upon its existing status as an emerging cultural centre within the borough. The recently re-opened Hackney Empire theatre has the potential to act as a catalyst for further cultural developments, such as art galleries, live music venues and restaurants that complement the centre's enhanced cultural status. [planning]

A balance between restaurants, bars and clubs should also be encouraged through attaching conditions to planning permissions for new A3 or D2 uses, so that they remain as a restaurant, bar or club, depending on the original application. This policy could, however, prove difficult to enforce, given the increasing tendency for a significant overlap between bars/restaurants and bars/clubs. Conditions relating to the internal layout of the venue might provide an alternative way of achieving this balance. For example, planning permission could take into account the internal arrangement of tables and chairs, with seating areas and standing areas clearly defined. There is an opportunity to implement the recommendation through the forthcoming South Shoreditch AAP. Area Action Plans are also being prepared in Dalston and Hackney Central. [planning]

THEME FIVE IMPROVING SAFETY AND SECURITY

Safety and security are important issues for visitors and residents throughout Hackney during the evening and night-time. However, the rapid expansion in the evening economy in Shoreditch and the number of licensed venues in the area has resulted in a significant increase in the number of people in the area during the evening and late at night. As a result crime figures in Shoreditch are higher now than they were before the evening economy began to expand in 1997. However, it should be noted that 73% of people who go out in Shoreditch stated that they did feel safe in the area.



Hackney Central - route to station

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5.1 On-street drinking [Shoreditch]

The issue of over-crowding caused by people drinking outside was identified by the police in Shoreditch, and through the site visits undertaken as part of the study. This can create an unsafe environment where people can be forced to walk in the road and broken glass and bottles can be left in the street, potentially causing injury. However, there are benefits from encouraging people to socialise outside licensed venues, particularly as this can improve natural surveillance and reduce the fear of crime. Whilst on-street drinking is a main issue in Shoreditch it should be monitored in other centres in order to ensure that if any problems associated with over-crowding from drinking outside develop they can be managed appropriately.

It is recommended that Hackney Council exercises powers under the Criminal Justice and Police Act 2001 to designate key areas within the Shoreditch EMZ as 'no-drinking zones'. The Shoreditch Night-time Economy Implementation Group should work closely with Police, the Council's planning and street trading departments and Shoreditch Our Way to develop a plan for designated drinking areas and other areas where on-street drinking is permitted. It is recommended that venues with a designated on-street drinking area should be encouraged to provide outdoor seating with waiter service, where pavement space allows. Where this is not suitable, venues should serve drinks in plastic containers to customers who wish to drink outside, and cordon a designated area outside the venue for people to drink. It is noted, however, that plastic is a less sustainable material than glass and as such the operation of this policy should be limited to the summer

months when people are most likely to drink outside. The policy might also be supported by a plastic recycling initiative.

5.2 Outdoor seating [All centres]

The provision of tables and chairs outside licensed venues proved to be a contentious issue in Shoreditch with many venue operators stating that they would like to provide the facility for customers wishing to drink outside. It is recommended that the Council carry out an audit of the pavement space in the Shoreditch EMZ and produce a street-by-street plan to illustrate where it would be appropriate for tables and chairs to be placed outside licensed venues. Tables and chairs should only be allowed where pedestrian through traffic is not impeded.

The study also identified opportunities for more outdoor seating to be developed in Dalston and Stoke Newington High Street despite the high level of traffic on these roads. Outdoor seating has been successfully developed elsewhere in London, particularly on Edgware Road, which could be used as a model for development along Kingsland High Street in Dalston and on Stoke Newington High Street. The Council should also carry out an audit of pavement space on Kingsland High Street and Stoke Newington High Street to identify suitable areas for outdoor seating during the day and night-time. It should be noted that the location of outdoor seating on Stoke Newington Church Street may be difficult as pavements here are particularly narrow. In Dalston, outdoor seating could be encouraged on Bradbury Street and Gillet Street. In Hackney Central, there could be an opportunity for more outdoor seating around the Town Hall and



Outdoor seating, Shoreditch High Street

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opposite on Mare Street. It should be noted that any proposals by TfL to narrow pavement widths along Kingsland High Road and Stoke Newington High Street would impact on the suitability of outdoor seating in these locations.

The plan produced by the Council should be made widely available to all licensed venue operators in order to provide clear guidance to private sector operators. Venue operators situated within the designated area could then apply to the Council for a license to place tables and chairs outside their venue. The conditions of the license should include the clear delineation of the area where tables and chairs can be placed.

5.3 Dynamic traffic management [Shoreditch]

The large volume of people congregating on small paved areas in Shoreditch can cause considerable pedestrian and vehicular conflict, particularly on Old Street and Rivington Street. It is recommended that the Council commission a detailed traffic study in order to assess potential options for the pedestrianisation of key routes during certain hours. Some pedestrianised areas combined with the tighter controls on drinking on the street and the use of glass and bottles will create a safer environment for pedestrians in Shoreditch during the evening.

5.4 Police resources [All centres]

The recent increase in activity during the evening in Shoreditch highlights a requirement for the provision of police and security resources in Hackney to be re-allocated in order to take into account the increasing number of people that are now in the area

during this time. It is recommended that the Metropolitan Police reconsider the allocation of resources within Hackney to take into account the volume of people in Shoreditch during peak times. There is a significant demand for increased Police resources within the Shoreditch Entertainment Management Zone. In addition, resources to manage the night-time economies in Dalston, Stoke Newington and Hackney Central should be monitored carefully.

THEME SIX ENHANCING THE ENVIRONMENT

6.1 Lighting [All centres]

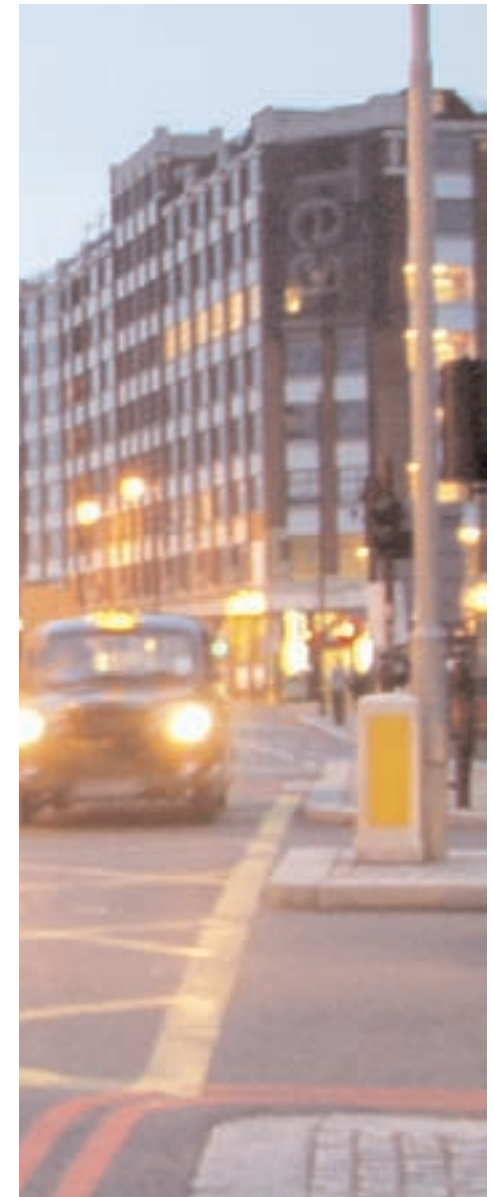
The provision of lighting can have a significant impact on crime and the fear of crime, and are important issues for any successful night-time economy. It is recommended that detailed lighting audits are carried out in Shoreditch, Stoke Newington, Hackney Central and Dalston that will build upon the environmental observation survey work outlined in Sections 4 and 5 of this study. The areas identified as requiring specific lighting improvements through this study were as follows:

Shoreditch

- New Inn Yard;
- Small lanes between Curtain Road and Shoreditch High Street;
- Hoxton Square;
- Bateman's Row; and
- Luke Street

Stoke Newington

- Church Street, car park between Woodlea Road and Martin Road;



Traffic management, Shoreditch

7 CONCLUSIONS AND RECOMMENDATIONS

- Church Street, public space at the corner of Yoakley Road; and
- Church Street, edge of Abney Park Cemetery.

Hackney Central

- Vicinity of Hackney Central station;
- Alley immediately to the south of rail viaduct leading eastward from Mare Street;
- Mare Street from Bohemia Place northward; and
- The junction between Kenmure Road and Mare Street.

Dalston

- Junction between Miller Street and Kingsland Road;
- Derelict site on the north side of Dalston Lane; and
- Some dark recessed along Ridley Street.

It is recommended that a more detailed lighting audit is carried out to identify further hot-spot areas that require lighting improvements. There should be an emphasis on the use of creative lighting schemes throughout the borough as this can significantly enhance the night-time environment not only through reducing the fear of crime but also creating a dynamic night-time destination. Where possible local artists should be involved in the development of creative lighting schemes in order to further build upon Hackney's current status as a cutting edge area for new art projects.

6.2 Cleansing and refuse [All centres]

The issue of cleansing is particularly important for the night-time economy as a considerable amount of litter can be generated by a large volume of people concentrated in a relatively small area over a short period of time.



On-street refuse, Mare Street, Hackney Central

It is noted that considerable improvements have been made during 2004 through the implementation of the Council's Environmental Action Plan. To build on this, it is recommended that the Council identifies a series of 'hotspot areas' within in the borough that will require specific strategies for cleansing and refuse

operations. Recommendation 2.4 outlines some more detailed measures for addressing cleansing and refuse issues through the planning and licensing departments. Cleansing and refuse arrangements are also considered in Theme Seven which focuses on the potential introduction of Business Improvement Districts.

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THEME SEVEN BUSINESS IMPROVEMENT DISTRICTS

This study has identified a series of areas within the borough where the night-time economy requires a specific management focus if it is to be developed to its full potential. There is a potential opportunity for these areas to act as ideal locations for designation as Business Improvement Districts (BID). Hoxton Square, in particular, has been identified as a particularly problematic area in terms of complaints from residents and issues related to cleansing and as such could provide an ideal opportunity for the designation of a pilot BID.

7.1 Hoxton Square BID [Shoreditch]

It is recommended that a pilot BID is developed for Hoxton Square that will enable local licensed venue operators and other businesses to invest in a series of improvements for the area. Local businesses would make financial contributions to the BID programme according to their size and capacity and would be responsible for the development of a series of projects that would improve the area and reduce conflict with local residents. The recommended area for the Hoxton Square BID is illustrated in Figure 5.2 and potential projects contained within the BID are listed below.



Figure 5.2 Proposed area for the Hoxton Square BID

HOXTON SQUARE PILOT BID

7.2 Creative lighting

The desire of the Shoreditch Our Way NDC to develop creative lighting schemes in Hackney was identified during the consultation for this study. The NDC expressed a direct interest in the development of a creative lighting scheme in Hoxton Square, in partnership with licensees, and have tabled the idea at a recent Pubwatch meeting.

It is recommended that the Shoreditch Our Way NDC becomes affiliated to the Hoxton Square BID and provides advice that will enable the implementation of a creative lighting project for Hoxton Square. The area was found to be currently poorly lit during the evening and would benefit considerably from a creative lighting scheme. It is also recommended that the creative lighting scheme involves local artists in order to maximise an opportunity to further develop the original art-led special character of Shoreditch.

7.3 Cleansing and refuse collection

The development of a BID in Hoxton Square has the potential to provide funding for dedicated teams for cleansing and the collection of refuse, particularly at certain times during the week. It is recommended that the Hoxton Square BID develops a bespoke cleansing and refuse collection schedule to be implemented through a newly developed contract with a local cleansing and refuse operator.

7.4 Warden patrol

The Hoxton Square BID could also provide funding for a team of wardens to patrol the area ensuring that environmental damage is kept to a minimum and monitoring illegal activities such as fly-posting and mini-cabs touting for business. It is recommended that a review of available resources and the area covered by the Shoreditch Our Way wardens is carried out in order to inform the provision of a dedicated and visible warden presence in Hoxton Square.

The Hoxton Square wardens should develop good working relationships with licensed venues and should attend the Evening Economy Action Plan Implementation Working Group meetings. Close links with the police will enable the wardens to help improve security in Hoxton Square.

7.5 Public conveniences

On-street urination is a common problem associated with any evening economy, and has been identified as a particular issue in Hoxton Square where most venues are closing by midnight. It is recommended that the Hoxton Square BID provides mobile plastic 'pissiors' in Hoxton Square as extra public conveniences for males in order to reduce street urination. The provision of public conveniences in Hoxton Square has already been discussed at Pubwatch meetings and has received positive feedback.

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7.6 BID potential [All centres]

There is potential to introduce BIDs in other areas in the borough in order to provide extra funding to manage the night-time economy. Pilot BID schemes in Stoke Newington, Hackney Central and Dalston could involve retailers and improve linkages between activities associated with the day-time and night-time economies of these areas with benefits being mutually beneficial for the areas. It is recommended that the development of pilot BIDs in these areas is considered and that schemes including environmental enhancements, lighting, the provision of wardens and improvements to cleansing and refuse collection are considered.

Business Improvement Districts

A BID is a partnership arrangement between the local authority and local business community to take forward and fund schemes that will benefit the local community, subject to the agreement of ratepayers. Subject to a local vote, ratepayers will agree to pay an additional levy on their rate bill to finance a BID. A business plan will be developed through which ratepayers will decide how the money is to be spent. A BID can be established in any place where additional services to those which the local authority provides are desired by the local business community. BIDs can cover town centres, neighbourhoods, or a few streets.

BIDs have been operating successfully in the USA since the 1970s and voluntary partnerships have been set up in the UK in recent years. The statutory framework for BIDs in the UK was set out in the Local Government Act 2003. Regulations for Business Improvement Districts have been the subject of a consultation exercise this year and the draft regulations are currently going through parliament. BIDs will be able to operate once the regulations come into force, which is anticipated in April 2005. In advance of this date, BID partnerships can be established and proposals worked up, so that a vote can take place when regulations come into force.

THEME EIGHT TRANSPORT AND DISPERSAL

The provision of safe and accessible transport is vital to the development of the night-time economy in Shoreditch.

8.1 Taxi pick-up points [All centres]

Unlicensed mini-cabs illegally touting for business is a particularly significant issue for the night-time economy in Shoreditch as there are such a large number of people wishing to leave the area during the night. However, the problem of unlicensed mini-cabs is borough wide. The lack of provision of identified areas for people to access a licensed Hackney cab was identified during this study. It is recommended that the Council undertake an audit of the Shoreditch, Stoke Newington,

Hackney Central and Dalston areas to determine possible options for the location of Hackney cab pick up points. These pick up points should be well publicised.

8.2 Publicising the night bus service [All centres]

Shoreditch, Stoke Newington, Hackney Central and Dalston all currently benefit from a good service of night bus routes to a variety of destinations in London. The London Borough of Hackney's Transport Department stated that there was little requirement for the introduction of any new routes and that publicising existing routes would be beneficial. It is recommended that the routes on the existing night bus service are well publicised inside licensed venues and on the street in Shoreditch, Stoke Newington, Hackney Central and Dalston. This could include providing large printed maps of bus routes inside licensed venues and venue operators making their customers aware of the service provided.

8.3 Night bus service - nightclub deal [All centres]

There is potential to increase awareness of and encourage people to use the night bus service more frequently through partnership working between licensed venues with an entry fee and the night bus service. It is recommended that licensed venues with an entrance fee work with TfL to offer a free journey on the night bus inclusive of the cost of entry to the venue. This proposal could be taken forward in Shoreditch through the Shoreditch Night-time Economy Implementation Group, and in other centres through the Pubwatch schemes.

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8.4 Bus stop location review [All centres]

The night-bus service is particularly heavily relied upon in Hackney due to poor accessibility to the underground network. As such, night-bus pick up points can become particularly busy during certain times during the night. This has occurred outside the Ocean music venue in Hackney Central where people congregate just outside the venue whilst waiting for buses and over-crowding can occur. The problem could be minimised if the bus stops were moved slightly further along Mare Street.

This over-crowding has the potential to conflict with recommendations for more outdoor seating (outlined in 5.2). It is, therefore, recommended that an audit of night-bus pick up locations in the Shoreditch, Stoke Newington, Hackney Central and Dalston areas is carried out to ensure conflicts with other initiatives, such as outdoor seating and on-street drinking areas, are minimised.

THEME NINE MONITORING

The Hackney night-time economy study has identified a significant need for improvements to data collection methods within and between Council departments in order to ensure effective monitoring systems can be developed. The provision of effective monitoring systems is vital to ensure that the management of the night-time economy remains flexible and can be responsive to an environment that can frequently undergo rapid change.

9.1 Licensed premises database

Consultation with Council officers and the police identified a need for effective access to a range of information regarding night-time venues. It is recommended that a licensed premises database is developed that is accessible by the planning, licensing, community safety and environmental health departments in the Council, as well as the police and any other appropriate parties. The database should include the following information about each licensed premises:

- Trading name;
- Address;
- Nominated premises supervisor;
- Capacity;
- Opening hours;
- Type of license;
- Licensing conditions;
- Use Class (planning);
- Planning conditions; and
- Complaints.

The consultation undertaken during this study also revealed that whilst different departments

do collect some of the data listed above they often use different data sets to categorise and identify licensed venues. It is recommended that each licensed premises is allocated a unique reference number that will be recognised across all departments.

9.2 Effective data collection

Effective and frequent collection of relevant data is vital to ensure that robust evidence is available to allow the Night-time Economy Implementation Group to evaluate changes that are occurring within the Shoreditch night-time economy and to develop appropriate strategies for future management.

It is recommended that a series of integrated data collection systems are developed for information relevant to the night-time economy in Shoreditch, Stoke Newington, Hackney Central and Dalston. This should involve Planning, Licensing, Environmental Health, and Community Safety departments from the London Borough of Hackney as well as crime statistics from the Police and information from Transport for London.

There are a variety of indicators that can be monitored to provide information on the night-time economy in Shoreditch, Stoke Newington, Hackney Central and Dalston. The following data should be recorded for monitoring purposes:

Planning department

- Applications and decisions for A3/D2 developments;
- Locations of all A3/D2 uses;

7 CONCLUSIONS AND RECOMMENDATIONS

- Planning conditions for A3/D2 uses;
- Section 106 agreements; and
- Complaints regarding A3/D2 uses.

Licensing department

- Applications and decisions for personal and premises licenses;
- Opening hours of licensed venues;
- Locations of all licensed premises;
- Complaints regarding licensed premises; and
- Conditions applied to licenses.

Environmental Health department

- Complaints regarding noise disturbance from the night-time economy;
- Ambient noise monitoring studies (annual); and
- Street cleansing monitoring data from the GLA (annual).

Community safety department

- Location of CCTV cameras;
- Pedestrian flow surveys (annual); and
- Ambulance call-outs.

Metropolitan Police

- Record of reported crimes

Transport Department / TfL

- Passenger usage for bus routes servicing Shoreditch, Stoke Newington, Hackney Central and Dalston; and
- Loading data at pick-up points

Other

- Residents surveys;
- Users surveys; and
- Licensee surveys.

9.3 Monitoring review

The monitoring data collected above should be collected in order to provide a clear picture of emerging trends within the four main centres comprising Hackney's night-time economy. The data should be collected on a regular basis in order to ensure that the Council can review its planning and licensing policies accordingly. Data should be shared with the Shoreditch Night-time Economy Implementation Group.

8 ACTION PLAN

Proposal No.	Recommendation	Key partners	Next steps
THEME ONE: MANAGING SATURATION			
1.1 Saturation zone (short-term)	It is recommended that the Council declares a saturation zone based on the core area of the Shoreditch study (see Figure 4.1). In the zone, all premises that apply for a variation in hours will be required to demonstrate that they will not contribute to any further impacts on the environment or residential amenity.	London Borough of Hackney	Agree policy for inclusion in the Licensing Strategy.
1.2 Shoreditch Entertainment Management Zone (medium-term)	It is recommended that, in the medium term, the area of Shoreditch identified in Figure 7.1 is designated as an Entertainment Management Zone (EMZ) where a specific focus for joined up working between a variety of Council departments, the police and venue operators is required.	London Borough of Hackney The Metropolitan police Licensed venues Shoreditch Our Way	Establish Night-time economy implementation group to implement policies within the action plan with a particular focus on issues affecting the Shoreditch EMZ
1.3 Saturation criteria (long-term)	It is recommended that a number of criteria applicable to planning and licensing applications are adopted at a borough-wide level, to prevent saturation of night time uses in all areas.	London Borough of Hackney	Identify guidelines for assessment of planning and licensing applications according to criteria.
1.4 Enforcement	It is recommended that an integrated enforcement strategy is developed for the EMZ (see 1.1) and that partnership working between enforcement teams in the planning, licensing and environmental health departments is facilitated.	London Borough of Hackney	Set up an integrated database for use by all enforcement teams
1.5 Shoreditch Night-time Economy Implementation Group	It is recommended that a Night-time Economy Implementation Group is established, building on the Pubwatch group and including senior Council officers and Police.	Licensed venues London Borough of Hackney Hackney Police Shoreditch Our Way	Set up a meeting with Shoreditch Pubwatch to suggest proposal.

8 ACTION PLAN

Proposal No.	Recommendation	Key partners	Next steps
THEME TWO: MANAGING THE IMPACTS OF THE NIGHT-TIME ECONOMY			
2.1 Residential uses	It is suggested that, through the South Shoreditch Area Action Plan, the Council seeks to restrict permissions for new residential or hotel uses in the core area defined for the study and that the area south-west of Great Eastern Street would be more suitable for residential uses.	London Borough of Hackney	Consult on recommendation through the South Shoreditch AAP.
2.2 Noise and vibration	It is recommended that a number of different conditions are attached to planning and licensing conditions, in order to mitigate the impact of noise on residents.	London Borough of Hackney Developers Licensed venues	Develop a list of standard planning and licensing conditions for entertainment and residential uses in night time economy centres.
2.3 Crime, disorder and anti-social behaviour	It is recommended that a number of different conditions are attached to planning and licensing consents in order to reduce crime and the fear of crime. It is also recommended that Crime Prevention Design Officers are consulted on any new A3 or D2 development.	London Borough of Hackney Developers Licensed venues	Hackney Crime Prevention team and Hackney Police to agree conditions.
2.4 Environmental impacts	It is recommended that contributions for managing litter and refuse are obtained through legal agreements for new A3 and D2 developments. It is also recommended that planning applications make provisions for addressing issues related to litter and refuse, such as refuse storage.	London Borough of Hackney Developers Licensed venues	Seek to include policy in the Council's Core Policies in the Local Development Framework and Area Action Plans, as appropriate.
2.5 Impacts on transport and movement	It is recommended that major proposals are required to submit a Transport Impact Statement and that new developments are designed, where appropriate, to provide indoor waiting areas for customers and to clearly publicise public transport information.	London Borough of Hackney Developers	Seek to include policy in the Council's Core Policies in the Local Development Framework and Area Action Plans, as appropriate.

8 ACTION PLAN

Proposal No.	Recommendation	Key partners	Next steps
THEME THREE: IDENTIFYING OPPORTUNITIES			
3.1 Establishing a balance of uses	It is recommended that a mix of land uses, particularly A1, A2, A3 and D2, are promoted in Shoreditch through the South Shoreditch Area Action Plan.	London Borough of Hackney	Seek to include a policy on the mix of land uses in the South Shoreditch Area Action Plan.
3.2 Enhancing vitality	It is recommended that applications for new A3 and D2 development are required to be designed so as to provide visual interest at street level, for example a window display or lighting.	London Borough of Hackney Developers	Seek to include policy in the Council's Core Policies in the Local Development Framework and Area Action Plans, as appropriate.
3.3 Environmental enhancement	It is recommended that a specific focus for environmental enhancement, particularly in terms of improvements to shopfronts and enhanced lighting schemes, is adopted on Stoke Newington High Street, Dalston and Hackney Central.	London Borough of Hackney Landowners	Undertake an audit of shopfronts, lighting and street furniture in Dalston, Stoke Newington High Street and Hackney Central.
3.4 Promoting night-time uses	It is recommended that the development of A3 and D2 uses is encouraged on Stoke Newington High Street, in Dalston and Hackney Central, as long as consideration is given to the saturation criteria set out in Theme two.	London Borough of Hackney	Seek to include policy in the Council's Core Policies in the Local Development Framework and Area Action Plans, as appropriate.
3.5 Building on cultural success	It is recommended that a development brief for the Ocean music venue site is created which explores the potential for a greater variety of uses.	London Borough of Hackney Developers	Convene a meeting with the owners of the Ocean site, the Council and other key parties, as required.
3.6 Gillet St development opportunity	It is recommended that a detailed planning brief is developed for the site between Bradbury Street and Gillet Street that will ensure that any new activity will make a positive contribution to Dalston's night-time economy.	London Borough of Hackney Landowners	Investigate the development opportunity further as part of the preparation of the Dalston Area Action Plan. Prepare planning brief.

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Proposal No.	Recommendation	Key partners	Next steps
3.7 Stoke Newington High Street development opportunity	It is recommended that a planning brief is developed for the site north of the junction between Stoke Newington High Street and Church Street that promotes uses that will make a positive contribution to the night-time economy in Stoke Newington.	London Borough of Hackney Landowner	Prepare planning brief.
3.8 Further investigation	It is recommended that further data gathering and survey work is conducted to develop recommendations for the areas with smaller night-time economies; Broadway Market, Victoria Park and Clapton.	London Borough of Hackney	Undertake site visits to determine scope of further research required.
THEME FOUR: PRESERVING/ENHANCING SPECIAL CHARACTER			
4.1 Retention of building plot sizes	It is recommended that the South Shoreditch AAP contains planning policies directed at retaining the existing small building units in order to preserve an independent character through discouraging the arrival of larger 'super-pubs' and nightclubs.	London Borough of Hackney	Seek to include a policy on building plot sizes in the South Shoreditch Area Action Plan.
4.2 A diverse evening economy	A series of recommendations have been designed to encourage Shoreditch and Hackney Central to expand on their cultural offer and for the balance between restaurants, bars and clubs to be managed through the use of planning conditions for new A3 and D2 to ensure their use remains the same as that of the original application.	London Borough of Hackney	Seek to include policy in the Council's Core Policies in the Local Development Framework and Area Action Plans, as appropriate.

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Proposal No.	Recommendation	Key partners	Next steps
THEME FIVE: IMPROVING SAFETY AND SECURITY			
5.1 On-street drinking	It is recommended that Hackney Council designates key areas within the Shoreditch EMZ as 'no-drinking zones'.	London Borough of Hackney Hackney Police Shoreditch Night Time Economy Implementation Group	Consult with the police on appropriate designated areas.
5.2 Outdoor seating	It is recommended that the Council carries out an audit of the pavement space in the Shoreditch EMZ and produces a street-by-street plan to illustrate appropriate locations for tables and chairs to be placed outside venues. It is also recommended that opportunities for more outdoor seating are identified in Dalston, Hackney Central and on Stoke Newington High Street.	London Borough of Hackney	Representative from the Environmental Services department to attend Pubwatch meeting to discuss future plans and proposals. Identify resources and a project plan for the audit.
5.3 Dynamic traffic management	It is recommended that the Council commissions a detailed traffic study in order to assess potential options for the pedestrianisation of key routes in Shoreditch during certain hours.	London Borough of Hackney	Commission traffic study.
5.4 Police resources	It is recommended that the Metropolitan Police reconsiders the allocation of resources within Hackney to take into account the volume of people in Shoreditch during peak times. Resources to manage the night-time economies in Dalston, Stoke Newington and Hackney Central should be monitored carefully.	Metropolitan Police London Borough of Hackney	Co-ordinate discussion with police to review growth of visitor numbers and crime levels to determine allocation of resources.

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Proposal No.	Recommendation	Key partners	Next steps
THEME SIX: ENHANCING THE ENVIRONMENT			
6.1 Lighting	It is recommended that detailed lighting audits are carried out in Shoreditch, Stoke Newington, Hackney Central and Dalston in order to build upon the environmental observation work carried out in this study.	London Borough of Hackney	Undertake audits.
6.2 Cleansing and refuse	It is recommended that the Council identifies a series of 'hotspot areas' within the borough that will require specific strategies for cleansing and refuse operations.	London Borough of Hackney	Review resources required to deliver additional resources to these areas.
THEME SEVEN: BUSINESS IMPROVEMENT DISTRICTS			
7.1 Hoxton Square BID	It is recommended that a pilot BID is developed for Hoxton Square that will enable local licensed venue operators and other businesses to invest in a series of improvements for the area.	Licensed venues Local businesses South Shoreditch Night Time Economy Implementation Group London Borough of Hackney	Define BID area and undertake an audit of existing businesses within the defined area. Convene a meeting between businesses to assess support for the BID. Prepare brief for BID set up procedures in line with good practice developed by the LDA.
7.2 Creative lighting	It is recommended that the Shoreditch Our Way NDC works in partnership with the Hoxton Square BID and provides advice that will enable the implementation of a creative lighting project for Hoxton Square.	Hoxton Square BID Shoreditch Our Way NDC	Develop a costed proposal for the creative lighting project.
7.3 Cleansing and refuse collection	It is recommended that the Hoxton Square BID develops a bespoke cleansing and refuse collection schedule to be implemented through a newly developed contract with a local cleansing and refuse operator.	Hoxton Square BID London Borough of Hackney Local cleansing and refuse operator	BID partners to agree top-up cleansing schedule with the Council and draw up a contract for private operators.

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Proposal No.	Recommendation	Key partners	Next steps
7.4 Warden Patrol	It is recommended that the Hoxton Square BID includes the appointment of wardens to operate as required throughout the week to manage activity in Hoxton Square.	Hoxton Square BID, The Metropolitan Police Shoreditch Our Way NDC	BID partners to liaise with police and Shoreditch Our Way to develop job description and person specification, in order to appoint wardens.
7.5 Public conveniences	It is recommended that the Hoxton Square BID provides mobile plastic 'pissoirs' in Hoxton Square as an extra public convenience for males in order to reduce street urination.	Hoxton Square BID	BID partners to view examples of locations where mobile pissoirs have been successfully introduced, and develop a costed proposal for action.
7.6 BID potential	It is recommended that the development of pilot BIDs is considered in Stoke Newington, Hackney Central and Dalston and that schemes including environmental enhancements, lighting, the provision of wardens and improvements to cleansing and refuse collection are considered.	London Borough of Hackney Licensed venues	Define BID area and undertake an audit of existing businesses within the defined area. Convene a meeting between businesses to assess support for the BID. Prepare brief for BID set up procedures in line with good practice developed by the LDA.
THEME EIGHT: TRANSPORT AND DISPERSAL			
8.1 Taxi pick-up points	It is recommended that the Council undertake an audit of the Shoreditch, Stoke Newington, Hackney Central and Dalston areas to determine possible options for the location of Hackney cab pick-up points and that these points are well publicised.	London Borough of Hackney Transport for London	The Council to convene a meeting with Transport for London to agree consultants brief.
8.2 Publicising the night bus service	It is recommended that the routes on the existing night bus service are well publicised inside licensed venues and on the street in Shoreditch, Stoke Newington, Hackney Central and Dalston.	South Shoreditch Night Time Economy Implementation Group/Pubwatch groups Licensed venues London Borough of Hackney Transport for London	Design an attractive information leaflet and poster and liaise with licensed venues to agree publicity arrangements.

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Proposal No.	Recommendation	Key partners	Next steps
8.3 Night bus service - nightclub deal	It is recommended that licensed venues work with TfL to offer a free journey on the night bus inclusive of the cost of entry to the venue.	Licensed venues Transport for London Shoreditch Night-time Economy Implementation Group/Pubwatch groups London Borough of Hackney	Review existing examples of similar successful schemes, for example in Reading. Convene a meeting with key representatives from the Working Group, Pubwatch groups and Transport for London to progress proposal.
8.4 Bus stop location review	It is recommended that an audit of night-bus pick-up locations in the Shoreditch, Stoke Newington, Hackney Central and Dalston areas is carried out to ensure conflicts with other initiatives, such as outdoor seating and on-street drinking areas, are minimised.	Transport for London Shoreditch Night-time Economy Implementation Group Pubwatch groups London Borough of Hackney	Undertake audit.

THEME NINE: MONITORING

9.1 Licensed premises database	It is recommended that the a licensed premises database is developed with each licensed premises allocated a unique reference number. The database should be accessible by the planning, licensing, community safety and environmental health departments in the Council, as well as the police and any other appropriate authorities.	London Borough of Hackney Metropolitan Police	Convene a meeting with key Council departments and the Police to agree framework for database.
9.2 Effective data collection	It is recommended that a series of integrated data collection systems are developed for information relevant to the night-time economy in Shoreditch, Stoke Newington, Hackney Central and Dalston.	London Borough of Hackney Transport for London Metropolitan Police	Council to approve monitoring approach.
9.3 Monitoring review	It is recommended that monitoring data identified in 9.2 should be collected on a regular basis in order to ensure that the Council can review its planning and licensing policies accordingly.	London Borough of Hackney Transport for London Metropolitan Police	Council to approve monitoring approach.