

MAYOR OF LONDON

Culture and the night time economy

SUPPLEMENTARY
PLANNING GUIDANCE

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Foreword

London is a city that comes to life after dark. Indeed, it's fair to say our nightlife is renowned. Our diverse night time offer, from theatres and pubs, to restaurants, music venues and nightclubs is second to none.

Yet I believe we can do even more. In fact, I want to make London the world's leading light for nightlife. But to do this we've got to keep everyone happy. That means balancing the needs of those who work at night, those who want to party and those who just want a good night's sleep.

The business case for the night time economy is obvious. It brings a staggering £26.3bn to London's economy every year. It employs one in eight people in our city too.

Londoners love to go out at night. Unsurprisingly, they've embraced the Night Tube with gusto. There have already been over four million journeys since it was launched, far exceeding expectations. The Night Tube is not only a safe way to get home for workers and revellers alike, but it has also transformed the nightscape of our city for everyone.

Our capital is the most visited city of the world. And culture is the number one reason people come here. No wonder when there's such a range of great things to see and do every day of the week. You can catch an Olivier award winning West End show. See an up and coming musician play an intimate venue. Watch the latest blockbuster or indie movie. Dance the night away in a club. Soak up the atmosphere in a pub. Or simply enjoy a sunset stroll along the Thames.

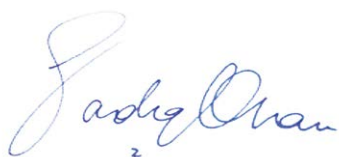
Life at night in London is unforgettable, and is becoming more so as nightlife in London embraces more possibilities. Restaurants, food markets, gyms, hairdressers, libraries and museums are waking up to the fantastic opportunities of London's life at night.

London's nightlife isn't just confined to the West End. It takes place across our neighbourhoods from Walthamstow to Croydon, Kingston to Hackney. In fact, London has 70 night time clusters across the city. The night time economy and culture can help bring town centres to life. It can create new jobs and leisure activities for local communities and visitors.

We now have a huge opportunity to make London's night time economy and culture an even richer proposition. But there are challenges to harnessing the full benefits of this part of our economy. We must work with local authorities, residents, revellers, police, local businesses and transport providers. A balanced approach is the key to our success. This document brings together London Plan policies to support the night time economy and culture. It encourages a proactive approach to managing our town centres and cultural clusters. That way we can protect the heartbeat of London's nightlife our pubs, music and cultural venues and nightclubs.

Since becoming Mayor, I've appointed the UK's first Night Czar, and appointed a new Chair of the Night Time Commission. We are running a series of night surgeries and have set up a borough Champions Network for the night time.

Let's work together to make London the world's best 24 hour city.

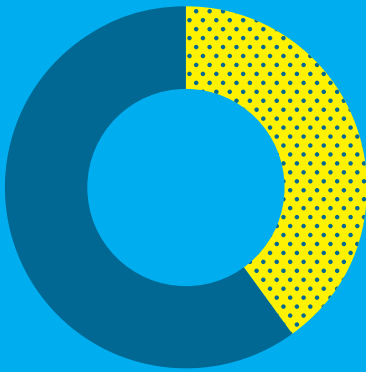
A handwritten signature in blue ink that reads "Sadiq Khan". The signature is fluid and cursive, with a small number "2" written below the name.

Sadiq Khan
Mayor of London



Night time culture – factsheet

LONDON'S NIGHT TIME ECONOMY

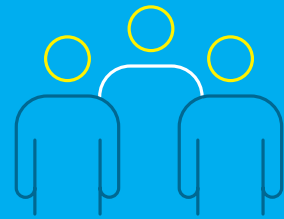


40%

of the £66bn estimate for the total UK night-time economy is represented by London

723,000

night-time workers are directly supported by the night-time economy



BIG NIGHT-TIME EMPLOYERS INCLUDE

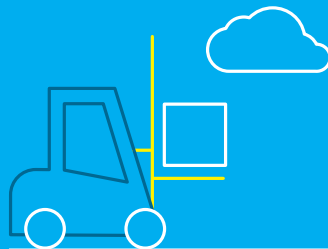
97,125

people are employed in the hotels and restaurants industry



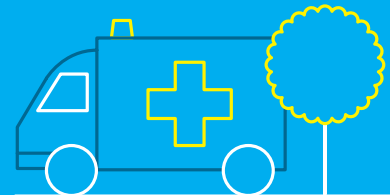
107,136

people are employed in the transport and storage sector



101,282

people are employed in health and social work



1.26m

jobs overall exist because of the night-time economy



THE NIGHT TUBE

£40.1bn

is the Gross Value added (GVA) by the night-time economy



£2bn

growth added each year by 2030



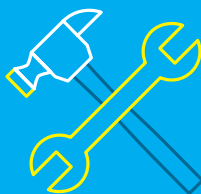
£77m

a year will be added to London's economy by 2029 because of the Night tube



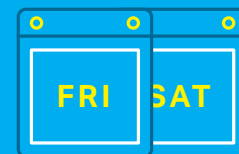
2,200

new jobs could be added to the services



100,000

people predicted to travel on the Night Tube on both Friday and Saturday nights.



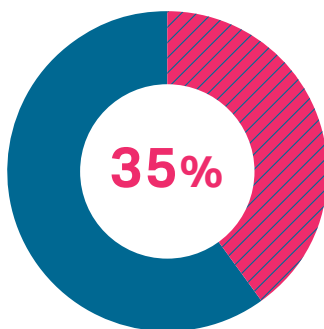
CHALLENGES TO THE NIGHT-TIME ECONOMY

London has 103 fewer nightclubs and live music venues than it did in 2007, a decline of almost a third. London has lost 35% of its grassroots music venues.

According to the Campaign for Real Ale, London continues to lose pubs at a rate of 140 every year.

Wandsworth local authority has published Article 4 Directions to safeguard 121 pubs.

According to University College London, London's LGBT+ nightlife spaces have seen a recent intensity of closures. Particularly at risk are longstanding venues and those catering to women and Black, Asian and minority ethnic groups.



35% of London's grassroots music venues have been lost.

MAYOR OF LONDON INITIATIVES

In 2018, the Mayor will publish a Cultural infrastructure Plan. This will set out how to support and sustain London's venues, places and spaces.

The new London Plan will go out to consultation in the autumn. The Mayor wants the new plan to be the most pro-cultural London Plan yet.

The Mayor has appointed Amy Lamé, as the UK's first-ever Night Czar to champion the city's night time culture and economy. She works with the night time industries, local authorities, Metropolitan Police, Transport for London and the public to ensure London thrives as a 24-hour city.

The Mayor has established a Night Time Commission to create a vision for London as a 24-hour city. They will build on opportunities such as the Night Tube to diversify and grow London's night time economy.



Executive summary

PROTECTING PUBS

Permitted development rights allow certain types of development to go ahead without planning permission. Article 4 Directions remove some or all of these permitted development rights. As such, they may be used to protect pubs. Boroughs should manage, improve and retain pubs where there is sufficient evidence that the pub is a viable and valued community asset.

SUSTAINING EXISTING VENUES AND PROVIDING NEW FACILITIES

Planning policies and decisions should guard against the unnecessary loss of valued social, recreational and cultural facilities and services. They should ensure these facilities can develop and modernise, and are kept for community benefit. For existing venues, boroughs should enhance and protect creative work and performance spaces and related facilities in areas of defined need.

Facilities that meet the needs of particular groups (for example, LGBT+ community) should be protected. The loss of these facilities should be resisted.

Boroughs should generally encourage a wide range of night time activities. This includes expanding existing culture and leisure venues.

A WIDER RANGE OF EVENING AND NIGHT TIME ACTIVITIES

The benefits of broadening the range of evening and night time activities in a centre should be explored. This includes extending opening hours of existing daytime facilities like shops, cafes, medical facilities, libraries and theatres. Integrating leisure and other uses can promote customer cross-over and create bridges between the day and night-time economy.

It can also involve introducing new activities, for example, by creating new cultural quarters.

Proposals for development should be designed so that disabled people can enjoy the opportunities on offer. Developments should be flexible and responsible and ensure they can be used safely, easily and with dignity by all. They should be convenient and welcoming with no disabling barriers to participation so that everyone can use them independently without undue effort, separation or special treatment.

Boroughs should use travel plans to help anticipate the needs of disabled people travelling to and from venues.



Late at Tate Photo: © Richard Eaton

“Boroughs should generally encourage a wide range of night time activities. This includes expanding existing culture and leisure venues.”

AGENT OF CHANGE

Development proposals should seek to manage noise without placing unreasonable restrictions on development or add unduly to the costs and administrative burdens of existing businesses.

Cultural venues should remain viable and continue in their present form, without the prospect of neighbour complaints, licensing restrictions or the threat of closure.

CENTRAL ACTIVITIES ZONE

The Mayor, boroughs and other agencies should recognise, improve and manage the country's largest concentration of night time activities in Soho/Covent Garden. Other strategic clusters are located in and around the central activities zone (CAZ), including those in Shoreditch, Knightsbridge, Angel and Kings Cross.

Boroughs should develop sensitive mixed use policies to ensure that housing does not compromise CAZ strategic functions.

STRATEGIC CULTURAL AREAS AND CULTURAL QUARTERS

The special characteristics of the West End, South Bank/Bankside/ London Bridge, Barbican, Wembley, and the South Kensington Museums/ Royal Albert Hall should be promoted, enhanced and protected. When implementing this policy, regard should be paid to how night time activity contributes to these characteristics. The emphasis should be on how to promote, enhance and protect this.

In outer London, boroughs should identify cultural quarters. They should promote/manage the night time economy as part of their approach to supporting the economic contribution of leisure, arts, cultural and tourism activities.

PLANNING AND LICENSING

Boroughs should take into account the role that such uses can play in creating Lifetime Neighbourhoods. In particular, how belonging to a strong community can foster diversity, social interaction and social capital.

TRANSPORT

Travel at night time must be safe and convenient. For night time venues, this means ensuring they are in locations well-served with adequate, safe and visible night time transport.

SAFETY AND SECURITY

Boroughs and others should seek to create safe, secure and accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion.

ENVIRONMENTAL SERVICES

Boroughs should manage and coordinate refuse collection, cleansing services and other environmental services to protect the amenity of local residents and businesses.



01

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LONDON'S NIGHT TIME CULTURE

- 1.1** The night-time economy is worth £26bn and accounts for 1 in 8¹ jobs and 10% of employment in town centres². The night-time economy contributes to jobs, growth and prosperity, which is likely to increase with the arrival of the night tube. Two million people have used the Night Tube in its first few months³.
- 1.2** London's night time cultural activities are one part of a growing night time economy. Research by Ernst & Young and London First⁴ cites a number of reasons for this. They include a growing, younger population, reform of UK licensing laws, increasing two-worker families, globalisation and many other factors. This has resulted in a long-term expansion of working hours towards a 24-hour economy. They estimate that over 100,000 new night-time jobs were created in London between 2004 and 2016. Now over 700,000 people work in London's night time economy. These broader economic forces provide an important context for boroughs when planning for night time cultural activities.
- 1.3** London's cultural infrastructure encompasses a vast range of activities and venues. From the world-leading theatres, museums, concert halls, cinemas, galleries, sports and music venues to the artist's studios, restaurants, pubs and busking pitches throughout the capital, London's rich mix of cultural offerings is unmatched. There can be no strict definition of what London's dynamic culture comprises. It includes all of the above, and much more besides.
- 1.4** Culture is important to London not only in defining the character of the city but also in economic terms. In 2015, these cultural industries⁵ in London accounted for over 500,000⁶ jobs – an increase of some 100,000 over the 2009 figure. GVA for these industries in 2015 is estimated to have been £16.2bn⁷. That is nearly a quarter of the estimated UK total for the sector. Many of these activities in London operate partly or wholly at night and together make up London's night time cultural economy.
- 1.5** The indirect economic benefits are difficult to quantify but go much wider. London's cultural capital is one of the reasons the capital attracts and retains the world's talent in many sectors.

- 1.6** Many of London's cultural activities take place in the evening and night time, not only in central London but also across some 70 other clusters across the city. These clusters, which are listed on page 67, include places like Dalston, Ilford, Twickenham, Crouch End and Acton, as well as parts of the West End.
- 1.7** Cultural activities can range from organised entertainment, leisure and sport to informal social gatherings and spontaneous creative events. In all forms, balances must be struck and activities coordinated so culture and the night time economy can flourish and co-exist with other uses. It can also guarantee the safety of all night time users. That is the subject of this supplementary planning guidance.

"Most importantly, the leisure economy is where, after the stresses of ever longer working days, we meet, eat, socialise, drink, dance, learn, laugh, fall in love, celebrate, and behave as we were born to behave, as social animals."

Manifesto For The Night Time Economy (2016) Philip Kolvin

PURPOSE OF THE SPG

1.8 This supplementary planning guidance (SPG) provides guidance on implementing London Plan policies⁸ that have a bearing on London's culture and the night time economy. These policies include:

Policy no.	Policy name
2.7	Outer London Economy
2.10	Caz - Strategic Priorities
2.11	Caz - Strategic Functions
2.12	Caz - Predominantly Local Activities
2.13	Opportunity Areas And Intensification Areas
2.15	Town Centres
3.1	Ensuring Equal Life Chances For All
4.5	London's Visitor Infrastructure
4.6	Support For And Enhancement Of Arts, Culture, Sport And Entertainment
4.7	Retail And Town Centre Development
4.8	Supporting A Successful And Diverse Retail Sector And Related Facilities And Services
6.1	Strategic Approach Integrating Transport And Development
6.13	Parking
7.1	Lifetime Neighbourhoods
7.2	An Inclusive Environment
7.3	Designing Out Crime
7.13	Safety, Security And Resilience To Emergency
7.15	Reducing And Managing Noise, Improving And Enhancing The Acoustic Environment And Promoting Appropriate Soundscapes

WHO THIS DOCUMENT IS FOR

1.10 This supplementary planning guidance gives practical advice for those preparing, scrutinising or contributing to planning policy, masterplans or planning applications relating to London's Culture and the Night Time Economy. It aims to give local authorities and other strategic and local partners matters to consider, as a starting point for finding individual solutions to address local situations.

STATUS OF THE SPG

1.11 As SPG, this document cannot and does not introduce new policy. Rather it explains how policies in the London Plan should be carried through into action. It will assist boroughs when preparing Local Plans and will also be a material planning consideration when determining planning applications. It will also be of interest to landowners, developers, planning professionals and others concerned with development relating to London's night time culture. This SPG does not form part of the development plan. However it can be taken into account as a further material consideration when considering planning applications. It therefore has weight as a formal supplement to the London Plan.

NATIONAL PLANNING POLICY CONTEXT

1.12 The National Planning Policy Framework (NPPF)⁹ sets out the Government's planning policies for England with a presumption in favour of sustainable development at its heart¹⁰. The framework sets out policy guidance relevant to night time culture including:

Para 9
making it easier for jobs to be created in cities; improving the conditions in which people live, work, travel and take leisure

Para 23
town centres management and growth; town centres at heart of communities; allocate sites in town centres for leisure, cultural, community uses

Para 26
impact assessments for leisure development outside town centres

Para 37
minimise journey lengths

Para 70
plan positively for meeting places, cultural buildings, pubs

Para 123
existing businesses should not have unreasonable restrictions placed on them because of changes in nearby land uses

Para 156
strategic policies in Local Plans to deliver leisure development and cultural infrastructure

Para 161
assess need for land/floorspace for economic activity including leisure

1.13 This SPG is also prepared in the context of associated National Planning Practice Guidance (NPPG), published in March 2014 and periodically updated.



Street Feast, Hawker House, Canada St © London Union



Anchor pub on the Bankside © Mickey Lee Photography

02

Protecting pubs

- 2.1** Public houses are unique to British culture. As such, they play an important role in the social and cultural fabric of many communities across London. In many ways, pubs are as characteristic of city culture as the coffee houses of Vienna or the Flemish Béguinages. Across London, many pubs are steeped in history and are part of London's heritage.
- 2.2** An individual pub can be at the heart of a local community's social life. It can provide a local meeting place, venue for entertainment and a focus for social gatherings. Pubs can also be amongst the special ingredients that make a cluster of cultural activities successful. Whether alone or as part of a mix, pubs are often an integral part of an area's evening and night time culture and economy.
- 2.3** However, recent research ¹¹ has highlighted the rate of closures of pubs in London over the past decade. Between 2003 and 2012, when London's population increased by nearly 800,000 people, some 900 London pub sites changed to other uses and over 400 pubs were demolished ¹². The latest data from the Campaign for Real Ale (CAMRA) shows that since 2012 London has continued to lose pubs at a rate of some 140 per year. This is a slightly higher figure than the Office for National Statistics which shows that 1,220 pubs and bars have closed down between 2001 and 2016 – an average of 76 a year ¹³.
- 2.4** The importance of pubs is recognised in national planning guidance. The NPPF ¹⁴ advises that planning policies and decisions should plan positively for the provision and use of community uses including pubs. They should guard against the loss of such valued facilities especially where this would reduce the community's ability to meet its day to day needs.

- 2.5** Policy 4.8Bc of the London Plan promotes a proactive approach to planning for retailing and related services. That includes developing policies to prevent the loss of valued local community assets including public houses.
- 2.6** Para 4.48 recognises that the availability of local services including public houses is important in securing lifetime neighbourhoods. Para 4.48A gives explicit recognition of the role that pubs can play in the social fabric of communities. This role is connected to Policy 3.1B which protects and resists the loss of facilities that meet the needs of particular groups and communities.
- 2.7** In addition, para 70 of the NPPF requires local planning authorities to guard against the unnecessary loss of valued facilities and services.

“The London pub is an institution. From the famous haunts of historical figures to quiet discoveries on side streets, these stalwarts of the British streetscape cater to a broad clientele with a diverse range of needs: quick drinks after work, a family lunch at the weekend, somewhere to while away an evening with friends.”

Keeping Local: How to save London's pubs as community resources (2013) Steve O'Connell

HOW PUBS CAN BE PROTECTED

2.8 There are planning tools available to implement national and London Plan policies which promote and protect pubs. These operate within the framework of the Use Classes Order¹⁵.

2.9 Public houses fall within class A4 (Drinking Establishments) of the Order. Permitted development rights¹⁶ allow change of use without the need to apply for planning permission. This applies to class A4 to classes A1 (shops), A2 (financial and professional services) and A3 (restaurants and cafes). There are also permitted development rights for temporary changes from class A4 to certain other uses for periods of up to two years.

2.10 A local planning authority can remove these permitted development rights for all or part of its area by using an Article 4 Direction. This means that in areas subject to the Direction¹⁷, local authority planning permission is needed for changes of use no longer enjoying permitted development rights.

2.11 Boroughs may wish to consider the use of Article 4 Directions to help implement policies relating to the protection of pubs. An example of how this has been done is described in Case Study 1: LB Wandsworth Article 4 Direction.

2.12 Permitted development rights for change of use from class A4 are also affected if the building in question is a community asset or has been nominated to become one. **Once a building is added to a borough's list of Assets of Community Value (see below), permitted development rights do not apply for a period of five years.**

2.13 An example of a successful application for a pub to have community asset status which led on to it being acquired by the local community is described in Case Study 2: Antwerp Arms, LB Haringey.

2.14 Boroughs should also ensure that 'agent of change' principles are applied when considering applications for new uses near to a pub (see chapter 5). This includes change of use of the upper floors of a pub building to residential use. Such floors often accommodate uses ancillary to the pub including accommodation for those working in the pub. **This type of ancillary residential use is integral to the pub operation. It is not the same as independent residential use whose occupants are likely to have different expectations of amenity, particularly at night.**

2.15 Many pubs are popular because they have intrinsic character. This is often derived from their architecture or their longstanding historic use as a public house. However the value of a much loved local or community pub cannot always be quantified. In developing strategies and policies to enhance and retain public houses, boroughs can draw on both London Plan policies and the NPPF. Many boroughs are already addressing the loss of pubs through Article 4 Directions and listing pubs as assets of community value.

Asset of Community Value (ACV) designation gives voluntary and community groups and organisations the opportunity to bid for local buildings and public spaces if they are put up for sale. In London, ACVs range from pubs to youth clubs, playing fields to skate parks. To be designated an asset, it must further the social wellbeing or social interests of the local community. Each local authority considers all nominations on this basis and publishes a list of successful sites. Should the asset ever come up for sale, ACV designation means that community groups have six weeks to submit an expression of interest to the local authority. They then have a further six months to put in an offer to the owner. This is a 'right to bid' not a right to buy. Owners have to consider bids from community interest groups, but they don't have to accept them. The onus is on community groups to assess the likelihood of their bid being accepted.

Case study 01: Wandsworth

RECOGNISING THE IMPORTANT SOCIAL ROLE OF PUBLIC ASSETS

Example of:

Article 4 Direction

Also relevant for:

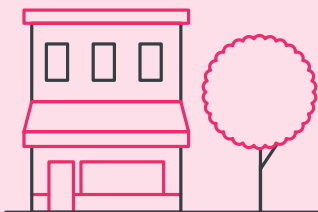
Supplementary Planning

Summary:

How a local authority is attempting to create area wide policy protection for certain categories of venues.

135

Pubs In Wandsworth, many of which are historic and listed. Wandsworth Council has set out to give pubs a greater level of protection.



Wandsworth

In Wandsworth, there are around 135 pubs¹⁸, many of which are historic and listed. Wandsworth Council has set out to give pubs a greater level of protection. Deputy Council Leader Jonathan Cook explains more:

“We’ve taken a two stage approach to safeguarding our pubs. First, a new supplementary planning document (SPD) was published which recognises the special community and heritage value of local pubs. Next, Article 4 Directions were issued which will remove permitted development rights from 121 pubs which meet the SPD criteria. This has brought them under the protection of the council’s new ‘pub friendly’ planning policy. We are the first council to act on this scale and we’re happy to share our learning with other authorities. This is a London-wide problem we can’t afford to ignore.”

Supplementary Planning

In May 2015, after a public consultation, Wandsworth brought its 'Town Centre Uses Supplementary Planning Document' into force. This builds upon the policies in Wandsworth's Local Plan.

Planning permission will not be given to redevelop a pub if it is deemed important historically or architecturally, or is important to the local community. Guidance sets out the determining criteria:

(i) located in a Conservation Area; (ii) Listed Status; (iii) Of Historic Value; and also (iv) Community Value Criteria, including whether it had a licence for entertainment / events / performance or sports; whether it had rooms / areas for hire; whether it held non-licensed events; and whether it had its own sports club or team.

Article 4 Directions

'Article 4 Directions' have been published covering 121 pubs. This will require owners of those pubs to apply for planning permission before demolishing them or changing them into shops or other uses. The council could then use its new supplementary planning documents as grounds for refusal.

Outcomes

Wandsworth is also taking swift action where planning rules are broken. In 2015 The Alchemist pub in Battersea, which is within a conservation area, was demolished without planning consent.

The council took immediate action and subsequently refused a retrospective planning application from the developer who must now rebuild the property brick by brick. Planners ruled that the developer's application should be refused because the loss of a local landmark and prominent historic building in a conservation area would be against the public interest.

Case study 02: The Antwerp Arms

RECOGNISING THE IMPORTANT SOCIAL ROLE OF PUBLIC ASSETS

Example of:

Community ownership

Also relevant for:

Asset of Community Value

£226,000

successfully raised through
Microgenius, an online
community shares platform.
Some 349 funders invested
an average of £650 in shares
in the pub.



The Antwerp Arms

The Antwerp Arms has been a pub for the last 130 years and is the oldest surviving in Haringey. It is part of the Bruce Castle Conservation Area, one of the largest and most important conservation areas in the borough.

It is part of an area undergoing significant redevelopment. The historic High Road nearby is being dramatically changed to accommodate the new 75,000 seat Tottenham Hotspur stadium. At the same time, Haringey Council is keen to support a greater mix of high street and independent shops. In 2013, the freeholder at the Antwerp – Enterprise Inns – put the pub up for sale.

The Antwerp Arms Association (AAA) was founded in 2013. It was set up to bring the pub back into local ownership, refurbish and protect it to become a hub for the local community.

The AAA believed the area didn't need "top down, consultant-driven, speculative building" regeneration. Rather it required 'small, sustainable initiatives that are community driven and provide activities and opportunities for residents and new people moving into the area.'

The pub had already been designated an Asset of Community Value following a successful application by the Bruce Castle Village Association (BCVA).

After an online fundraising campaign and securing a Social Investment Business (SIB) capital assets grant, the AAA took over the pub on 21 March 2015.

Asset of Community Value

Many ACV designations in London are given to pubs, recognising their valuable and well-loved role in communities. Alongside their social function, many pubs also have a distinct 'cultural' use, as venues for live music or comedy.

Community ownership

The AAA's strategy was to raise enough funds to buy the pub for the community. ACV status gives community groups six weeks to put in an expression of interest to the local authority. They then have a further six months to put in an offer to the developer.

Outcomes

The AAA put in an application to the local authority, setting out why the Antwerp furthered the social well-being of the area. ACV status was awarded in September 2013.

AAA successfully raised £226,000 through Microgenius, an online community shares platform. Some 349 funders invested an average of £650 in shares in the pub. In return, investors were offered a range of incentives.

The AAA also successfully applied for a SIB capital grant of £285,000.



Blood Orange at KOKO, Camden © Carolina Faruolo

03

Sustaining existing venues and providing new facilities

3.0. London has lost 103 nightclubs and live music venues since 2007¹⁹, a decline of almost a third. The capital is set to lose 3,500 artist studios²⁰ by 2019. That equates to a loss of a third of the capital's creative workspace. The latest data from the Campaign for Real Ale (CAMRA) shows that since 2012 London has continued to lose around 140 pubs a year. This is slightly higher than ONS figures which show that 1,220 pubs and bars shut between 2001 and 2016 – an average of 76 a year²¹.

3.1. Between 2007 and 2015, London lost 35 per cent of its grassroots music venues. It has declined from 136 spaces programming new artists to just 88 today²². Iconic names like the Marquee Club, the 12 Bar Club and Madame Jojo's have disappeared from the map.

WHY ARE WE LOSING SO MANY VENUES?

3.2. There are a number of reasons for the loss of these venues. A significant and often common factor is the rising price of London property, fuelled by a growing population and London's popularity as a place in which to live, work and study. Non-cultural uses, particularly housing, often command much higher values making changes of use and development options attractive to landowners.

3.3. The introduction of Permitted Development rights, initially in 2013, allowing offices to be converted into homes without the need to apply for full planning permission has also had an effect. Venues that have happily existed alongside office space for years are now facing residents moving in who – quite reasonably - expect quiet enjoyment of their homes in the evening. This can become a factor acting against retention of a venue when a change of use is proposed.



Songhoy Blues at KOKO, Camden © Carolina Faruolo

WHAT'S AT STAKE?

3.4. A phenomenal rate of growth puts London in danger of falling victim to its own success. Sustainable growth means placing importance on those facilities and services that help make London so attractive in the first place. Cultural venues are one such example.

HOW CAN THE PLANNING SYSTEM HELP?

3.5. Planning policies and their implementation have an important role to play in helping to correct these market imperfections.

3.6. In line with the NPPF²³, boroughs should recognise town centres as the heart of their communities and allocate a range of suitable sites to meet the needs of uses including leisure, tourism and cultural. Planning policies and decisions should guard against the unnecessary loss of valued social, recreational and cultural facilities and services. They should ensure that such facilities are able to develop and modernise and are retained for the benefit of the community²⁴.

3.7. Policy 4.6 of the London Plan sets out the Mayor's approach to supporting London's arts, cultural, sporting and entertainment enterprises. Policy 4.7 provides principles for assessing the need and capacity for culture and leisure development in town centres. **For existing venues, boroughs should enhance and protect creative work and performance spaces and related facilities in areas of defined need (4.6Ca).**

3.8. Under Policy 3.1B, facilities and services that meet the needs of particular groups and communities should be protected. Loss of these facilities without adequate justification or replacement should be resisted. **Boroughs should ensure that this protection includes meeting the needs of those groups and communities who make use of cultural facilities in the evening and night time. This includes, but is not limited to, younger people and the LGBT community.** An exceptional example of a cultural venue associated with a particular community is described in Case Study 3: Royal Vauxhall Tavern, LB Lambeth. Protection of the premises included a grade II listing as a 'living monument' to the development of gay identity over 150 years.

3.9. The cultural identity and activities of an area can also have heritage significance which boroughs can protect and enhance. Case Study 4: Denmark Street, LB Camden shows how an area known as Tin Pan Alley was designated a conservation area. This has enabled the London Borough of Camden to protect and promote the activities that help make up the area's cultural identity.

3.10. For new premises, site selection should follow the sequential approach, focusing on sites within town centres (4.6B and 4.7B). New arts, culture, sport and entertainment facilities should address deficiencies. Developments should provide a cultural focus to foster more sustainable communities (4.6Bc).

3.11. Boroughs should develop policies for existing and new cultural facilities. This includes designating cultural quarters to accommodate new activities as well as providing arts and cultural facilities in major mixed use developments. Boroughs should also promote and develop both existing and new cultural attractions especially in outer London where they can contribute

to regeneration and town centre renewal. They should identify, manage and coordinate strategic and more local clusters of evening and night time entertainment activities (4.6C).

3.12. The extent to which night time activities should be encouraged to develop in a specified area or be spread more widely will depend on local circumstances. **However, boroughs should generally encourage a diverse range of night time activities including the expansion of existing culture and leisure venues other than eating and drinking (London Plan para 4.39).**

The Mayor's Town Centres SPG provides further guidance on the implementation of London Plan policies for live music venues. This includes recognising live music venues²⁵ as part of a broader cultural offer which contributes to night time diversity in town centres.

Case study 03: Royal Vauxhall Tavern

Example of:

Listed Building

Also relevant for:

Asset of Community Value

Summary:

The Royal Vauxhall Tavern is the first UK listing of an LGBT venue. This case study raises interesting questions about what cultural value means, and to whom. How do we protect informal assets that have acquired heritage value over time?

Royal Vauxhall Tavern, Lambeth

The Royal Vauxhall Tavern (RVT) is a pub on Kennington Lane, Vauxhall built between 1860 and 1862.

Today, it is one of the UK's oldest gay venues and the oldest LGBT venue in London. The pub has a long history of hosting alternative cabaret and drag acts, including Lily Savage who performed there during the 1980s.

The Royal Vauxhall Tavern site is next to, but falls outside, the strategic Vauxhall Nine Elms Battersea Opportunity Area Planning Framework. In development terms it is an isolated site. Therefore it best performs a beneficial function in its current form and use.

Asset of Community Value

Vauxhall has undergone a great deal of development over the past few years. In 2014, a campaign to protect the pub was created. The group – RVT Future – submitted an ACV application to Lambeth Council in 2014 which was successful. The Council recognised the pub's range of community activities, including performance, arts, burlesque, cabaret and music hall.

Listing status

In early 2015, RVT Future applied to Historic England to list the RVT. City Hall backed the application as the RVT was the last surviving London venue with a documented gay history pre-dating the 1960s:

“As the only continuously working gay pub that has survived the 19th and 20th century, the Royal Vauxhall Tavern is a ‘living monument’ to the development of gay identity over the past 150 years - from its links to the Vauxhall Pleasure Gardens, to its history of drag performance, to its role during the AIDS crisis of the 1980s.

Other previously marginalised communities have, with the help of public and lottery funding, established museums in order to preserve their histories and educate others, for example, the Jewish Museum in Camden and the Black Cultural Archives in Brixton. No such museum exists for the LGBT community. The Royal Vauxhall Tavern, with its long standing links to LGBT lives in the past, has a comparative social and communal value as a museum. It should be safeguarded for future generations.”

Outcomes

In September 2015, the pub was given a Grade II listing, recognising the pub’s architectural significance and symbol of the gay community in London. The listing coincided with Historic England’s Pride of Place research project, looking at the history of the UK’s LGBT venues.

Case study 04: Denmark Street, Camden

Example of:
Conservation Areas

Also relevant for:
Asset of Community Value

Denmark Street, Camden

Denmark Street sits within the parish of St Giles, which has been developed since at least 1117. After 1800, ground floor shops became increasingly prevalent, with the first music publishers establishing themselves in the 19th century.

Between the 1930s and 1960s music publishers flourished and Denmark Street became known as 'Tin Pan Alley'. Small recording studios appeared that were used by the Rolling Stones, the Kinks, Jimi Hendrix and Elton John. Alongside, a cluster of record companies, agents, managers and the music press grew up in the street.

Today, specialist musical instrument shops and workshops are on Denmark Street, with related businesses on the upper floors, keeping the street's long history of musical uses.

Conservation Area (CA) history

Denmark Street conservation area was originally designated as an extension to the Bloomsbury CA in January 1984. It was extended in 1991 and 1998.

In 2009, Historic England – then English Heritage – included Denmark Street on its 'At Risk' register. It cited the poor condition of some of the properties, and risks associated with the nearby Crossrail Development.

Supporting and enhancing Denmark Street

In 2010, Camden Council published a Conservation Area Appraisal and Management Strategy for Denmark Street.

Camden's Strategy acknowledges that Denmark Street is "renowned as a centre of popular music instrument retailing, and it also houses associated music industry uses such as instrument repair workshops, studios etc. This concentration of uses creates a unique and vibrant atmosphere, which is particularly distinctive, and contributes significantly to the area's special interest and character."

The strategy sets out the Council's approach to the preservation and enhancement of Denmark Street. The Council uses it to inform the assessment of all development proposals affecting the street. This is done in conjunction with the Council's Development Policies, which are part of the Local Development Framework.

Development policy towards Conservation Areas in Camden

Camden Council will only grant planning permission for development within a conservation area if it preserves and enhances the special character or appearance of the area.

The policy recognises that the character of conservation areas derives from the combination of a number of factors. This includes scale, density, pattern of development, landscape, topography, open space, materials, architectural detailing, and uses²⁶.

In Camden, Design and Access Statements need to include an assessment of local context and character, and set out how the development has been informed by it and responds to it.

In Denmark Street – as in other conservation areas – it is important that, whenever possible, uses which contribute to the character of a conservation area are not displaced by redevelopment.

Outcomes

In July 2015, a Section 106 agreement was signed including protections for 'Tin Pan Alley' uses. Under the terms of the Section 106, rents must be kept at affordable market rents for Tin Pan Alley businesses. Empty properties must be marketed to Tin Pan Alley businesses for a year before marketing more widely.



The Pink Dancers performing at a special Duckie LGBT heritage event at Bishopsgate Institute. © Holly Revell

04

Creating a more diverse and inclusive night time culture and economy

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Making London's night time culture more diverse goes hand in hand with ensuring a wide range of evening and night time activities are on offer to London's diverse population.

- 4.1.** Making London's night time culture more diverse goes hand in hand with ensuring a wide range of evening and night time activities are on offer to London's diverse population.
- 4.2.** Along with creating physically accessible environments, local authorities, land-owners, investors and operators can work together to remove management and perceived barriers. They can change people's perceptions of town centres and lure back those who may otherwise avoid or feel they cannot access centres at night.
- 4.3.** Business Improvement Districts can play an important role in this process – see for example Case Study 5: This is Clapham BID.

Case study 05: Clapham Business Improvement District (BID) – This is Clapham

AN INTEGRATED PLANNING AND LICENSING STRATEGY

This is Clapham BID was set up in October 2014. It is based in a lively part of Lambeth with a thriving hospitality industry.

This is Clapham raises funds through the BID levy and spends money against four priority areas: promote, enhance, safe and connect. Its main aim is to improve Clapham as a place to work, live, visit and do business.

A key priority for This is Clapham was to improve the management of Clapham High Street at weekends. The aim was to reduce crime and anti-social behaviour, and promote the area as a lively, fun and safe area to visit.

This is Clapham and its partners run a range of projects. This includes an evening warden service, which operates between 9pm and 5am every Friday and Saturday. Their role is to tackle low level crime and enable communication between businesses and public agencies.

This is Clapham supports The Hub, a safe haven located at Clapham Methodist Church. It is staffed by St John's Ambulance personnel and volunteers from Churches Together in Clapham. On average 400 people a year receive some form of medical supervision and ambulance callouts have reduced on average by five per month.

Licensed premises attend a briefing every Friday night. In partnership with Safer London they have access to a radio and intranet system, which allows businesses to share intelligence with police. Volunteer Special Constables also patrol Clapham regularly.

Outcomes

Anti-social behavior in Clapham has reduced by 22 per cent since 2014 while many other crimes have either fallen or remained stable.

In 2016 the work of the partnership was recognised by a silver award at the annual Met Police Problem Orientated Partnership Awards. In 2017 Clapham was recognised as the Best New Best Bar None Programme in the UK.

DIVERSIFYING THE RANGE OF EVENING AND NIGHT TIME ACTIVITIES

- 4.4.** Under London Plan policy 2.15Dc, boroughs should proactively manage the changing roles of town centres, especially those with surplus retail and office floor space, and consider the scope for consolidating and strengthening them by encouraging a wider range of services and promoting diversification. High density, residential-led mixed use development is seen as one way of doing this. However, care should be taken in the location, design and management of town centre housing in relation to night time activities (para 2.72A).
- 4.5.** Policy 4.8Bg seeks clusters of uses to be managed having regard to their positive and negative impacts on London Plan priorities which include the broader diversity of offer. Such clusters include the 70 strategically important clusters of night time activities listed on page 67.
- 4.6.** Diversification of uses and opening times can enable a night time mix of activities in the public realm. This can help attract a wider range of visitors, including those who feel excluded from alcohol-driven entertainment activities. It can also decrease crime, anti-social behaviour and the fear of crime.
- 4.7.** Taking into account this policy basis, **the benefits of diversifying the range of evening and night time activities in a centre should be explored. This can include extending opening hours of existing daytime facilities such as shops, cafes, medical facilities, libraries and theatres to integrate leisure and other uses. This can promote customer cross-over and build bridges between the day and night time economies.**



EMPIRE

EMPIRE

4.8. Diversification can also involve introducing new activities including by creating cultural quarters (London Plan Policy 4.6Cc). This may be associated with an anchor activity, like a theatre, cinema, or artist studios or specialist retail functions like galleries, antiques or craft markets. It can extend across a whole town centre to create mutual benefits for other town centre activity.

Part of the mix can also include positive city centre events like late night shopping, night markets, food markets, civic celebrations, light nights, illuminated park nights, carnivals and fairs.

4.9. Opportunities for diversification can also arise through the temporary, flexible and 'meanwhile' use of vacant or under-used buildings and by re-purposing buildings. Extending activities beyond the normal working day can also mean premises are better used, particularly those that would otherwise remain idle for most of a 24 hour period.

4.10. The NPPF²⁷ refers to planning positively for the provision and use of shared space. London Plan Policy 4.6Cb supports the temporary use of vacant buildings for performance and creative work. Case Study 6: The Printworks, Canada Water, LB Tower Hamlets provides an example of a major repurposing of a building into a cultural events space with evening and night time use.

INCLUSIVE ACCESS

- 4.11.** The Mayor's Accessible London SPG²⁸ highlights the aim that everyone should be able to take part in and enjoy all that London has to offer. All Londoners, including disabled people, should have the same opportunities to experience and participate in arts, culture and entertainment in London, whether during the day or experiencing the night time offer. **Development proposals should be designed to ensure that disabled people can enjoy barrier free participation in the opportunities on offer.**
- 4.12.** Under London Plan policy 7.2, the Mayor requires the highest standards of inclusive design. **Developments should seek to ensure they can be used safely, easily and with dignity by all. They should be convenient and welcoming, flexible and responsive with no disabling barriers. Everyone should be able to use them independently without undue effort, separation or special treatment.** The policy also states **boroughs should develop policies and proposals that ensure the physical environment meets the highest standards of accessibility and inclusive design.**
- 4.13.** Policy 4.6 translates this general requirement to the Mayor's support for arts, culture, sports and entertainment enterprises. Under 4.6c developments should be accessible to all sections of the community, including disabled people.
- 4.14.** Barriers to disabled people participating fully in night time culture can include inaccessible premises and venues, a lack of accessible toilets and facilities within the venue, along with attitudinal and staff awareness issues. The freedom to take part in night time leisure and cultural activities can also be constrained by worries about personal safety. **Local authorities should ensure that policies and practices take account of inclusion and access for disabled and older people as well as particular vulnerabilities and risks that some sections of the community may face in accessing local night time culture.**

4.15. Boroughs should continue to encourage leisure, arts and culture providers to undertake access audits of their facilities. They should identify and act on any improvements that could be made in terms of inclusive design and access for disabled people.

These improvements may include removing physical barriers to their premises, and the services they offer (for example lowered bar areas), providing accessible viewing areas, wheelchair accessible toilets, disability equality training for staff, Blue Badge parking, and improved access to 'backstage' or 'behind the scenes' areas for disabled performers and staff²⁹.

4.16. To allow a range of people including disabled people to access a venue, issues to consider include the provision of dropped kerbs to access the venue, appropriate transport arrangements including access to taxis and taxi ranks with suitable footway and kerb arrangements (including raised kerbs to allow the use of ramps) and designated disabled persons parking (see London Plan Table 6.2, Parking Addendum to Chapter 6).



Blood Orange at KOKO, Camden © Carolina Faruolo

Case study 06: The Printworks

DEVELOPERS WORKING WITH LOCAL COUNCILS AND CULTURAL OPERATORS TO SUPPORT NIGHT TIME USE

Example of:

Temporary use of buildings

The Printworks at Surrey Quays Road in Canada Water was a printing press from 1981 for newspapers including the Evening Standard. In 2012 the business moved to Thurrock. Today it is a new 5,000-capacity cultural, music and arts venue, with two printing presses left in situ.

The SE16 Printworks site is part of the 47.5 hectare Canada Water Opportunity Area. The aim is to turn Surrey Quays Shopping Centre, Surrey Quays Leisure Park, and SE16 Printworks, into a new town centre for the area.

The site is managed by Venue Lab part of The Vibration Group. Together with developer / leaseholder British Land and landowners Southwark Council, they developed the cultural use of the building on a five-year temporary lease. The model was tested through events such as Secret Cinema screenings and space hire for film and photography shoots.

It has been such a success that The Printworks is now running its own programme of events from January 2017. The mixed use centre showcases cross-cultural activity from art shows, classical concerts, dining events and gigs.

Outcomes

British Land was granted change of use from Southwark Council in December 2016. This is on a five year lease.

Vibration Group is working with Global Generation to explore the development of a community space on site and with Good People to recruit locally.

To support initial programming, events will end earlier with potential for later licenses discussed in close consultation with local residents





Smithfield market at night © Phil Starling, TFL Images

05

Agent of change

- 5.1** 'Agent of Change' refers to the principle that the person or business responsible for the change is responsible for managing the impact of the change. This means that a residential development to be built near a live music venue, for example, would have to pay for soundproofing. While a live music venue opening in a residential area would be responsible for the costs. Responsibility for noise management is therefore placed on the 'agent of the change'.
- 5.2** This principle is included in national planning guidance. The NPPF³⁰ advises that planning policies and decisions should recognise that existing businesses should not have unreasonable restrictions put on them because of changes in nearby land uses. The associated NPPG³¹ further advises that the potential effect of new residential development being located close to an existing business that gives rise to noise should be carefully considered. Appropriate mitigation measures should be considered. This includes optimising the sound insulation from the new development's building envelope.
- 5.3** The Government is consulting³² on amending the NPPF to emphasise that planning policies and decisions should take account of existing businesses when locating new development nearby. This includes community pubs and music venues. Where necessary, the impact of noise and other potential nuisances arising from existing establishments should be mitigated.
- 5.4** Under London Plan policy 7.15Bb, **development proposals should seek to manage noise. This includes through mitigating and minimising adverse impacts without placing unreasonable restrictions on development or adding unduly to the costs and administrative burdens of existing businesses.** Policy 4.6Ca makes specific reference to protecting creative work and performance spaces and related facilities particularly in areas of defined need.
- 5.5** **New noise sensitive development, such as residential, should be separated from major noise sources, including cultural venues. This can be achieved through the use of distance, screening or internal layout (7.15Bd). Where this is not possible, adverse effects should be controlled and mitigated through applying good acoustic design principles (7.15Be).**

- 5.6** London Plan policy 4.8Bg also refers to taking a proactive approach to planning for retail and 'related facilities and services'. This involves managing clusters of uses, having regard to their positive and negative impacts on London Plan priorities. This includes a centre's broader competitiveness, quality and diversity of offer.
- 5.7** In relation to the Central Activities Zone, London Plan policy 2.12a refers to developing sensitive mixed use policies outside predominantly residential neighbourhoods. This will ensure that housing does not compromise CAZ strategic functions. These functions include the night time activities in Soho/ Covent Garden, other strategic clusters and the strategic cultural areas³³.
- 5.8** Sustaining and protecting noise generating cultural venues such as theatres, concert halls, pubs and live music venues thus requires a sensitive approach to managing change in the surrounding area. **Adjacent development and land uses should be brought forward and designed in ways which ensure that established cultural venues remain viable and can be continued in their present form, without the prospect of neighbour complaints, licensing restrictions or the threat of closure³⁴.**
- 5.9** **Housing proposed near to an existing cultural venue should include necessary acoustic design measures. This will ensure residential units have effective sound insulation to mitigate and minimise potential noise impacts or neighbour amenity issues. Mitigation measures should be explored at an early design stage, with necessary and appropriate provisions secured through planning obligations.** The Mayor's Housing SPG also requires the impact of noise to be considered in the layout and placement of dwellings, rooms and private open spaces within new development³⁵.
- 5.10** **Boroughs should also refer to further guidance on managing and mitigating noise in mixed uses, town centres and the late night economy in the Mayor's Ambient Noise Strategy³⁶.**

5.11 Since April 2016, developers are required to seek prior approval from the local planning authority to change a use from office to residential under permitted development rights. This means local planning authorities have to take account of national planning policy and guidance on noise, in a similar way to a planning application. It is also a way to raise any material concerns by owners of music venues in relation to noise. This will help ensure that before residents move into new housing near to well-established businesses, the applicant must put in place appropriate noise mitigation measures.

5.12 Noise impact assessments should be carefully tailored to local circumstances. That way the noise characteristics of existing uses can be properly captured and assessed. Cultural venues can have peaks of noise at different times of the day and night and on different days of the week. It will therefore be important for acoustic surveys to be carried out and their results assessed accordingly. Boroughs should pay close attention to the assumptions made and methods used in noise impact assessments. That way they can ensure they give a full, accurate assessment.

5.13 Consideration should also be given to informing new residents of an area that there are activities nearby that create noise at night time. One way of doing this is to attach informatives to new residential planning permissions in the area advising that there are noise generating activities nearby. Potential purchasers of the accommodation will be made aware of any such informative when a land charge search is carried out during the buying process. See Case Study 7: City of London Planning Informatives and Case Study 8: Ministry of Sound.

Case study 07: City of London Planning Informatives

FINDING SOLUTIONS FOR CULTURE IN A GROWING URBAN ENVIRONMENT

Example of:

Agent of Change

Smithfield area, the City of London

The Smithfield area of the City of London is home to activities that run all night. Most notably, this includes those associated with the Smithfield wholesale meat market. In recent years, many night clubs, bars and restaurants have sprung up in the area.

When granting planning permission for new residential accommodation in the area, the City Corporation attaches an informative to the decision notice. This advises that the area operates 24 hours per day and that home units will need acoustic, vibration and sound insulation treatments.

“The proposed residential units are located in a busy City area that operates 24 hours a day and there are existing road sweeping, deliveries, ventilation plant and refuse collection activities that go on through the night. The units need to be designed and constructed to minimize noise disturbance to the residents. This should include acoustic treatment to prevent noise and vibration transmission from all sources. Sound insulation treatment needs to be provided to the windows and either air conditioning provided or silent ventilation provided to enable the windows to be kept closed yet maintain comfortable conditions within the rooms of the flat. This may need additional planning permission.”

Outcome

By being attached to a planning permission, the informative becomes part of the public record. That allows it to be identified in a land charge search for the property to which it relates. This would bring to the attention of potential residents the area’s 24 hour nature.



Case study 08: Ministry of Sound

FINDING SOLUTIONS FOR CULTURE IN A GROWING URBAN ENVIRONMENT

Example of:

Agent of Change

Ministry of Sound, Southwark

The Ministry of Sound (MoS) has run for almost 25 years and attracts 300,000 visitors a year. It is the last remaining 'superclub' in London, and has nurtured the talents of generations of DJs and musicians.

MoS is a flagship business in the Elephant & Castle Enterprise Quarter alongside London South Bank University, London College of Communications, MORI and the Salvation Army Headquarters. It is the leading business in Southwark's night time economy and one of the top local growth firms.

Eileen House

Between 2009 - 2013, Englewood Limited and architect Allies and Morrison submitted a planning application for a residential development comprising a 41 storey building and separate eight storey building. The proposal contained 270 private flats, retail and office space, and public realm improvements including the creation of a resident's garden and University Square.

Due to the site's proximity to the club, MoS raised objections to the inclusion of residential accommodation as a potentially sensitive receptor of noise emanating from the premises.

Accordingly, the architects amended the design to incorporate acoustic glazing, sealed windows and winter gardens to the elevations identified as most vulnerable to such noise. Openable windows and winter garden doors were also fitted with acoustic glazing, on the remaining elevations.

The Mayor of London's Housing SPG advocates the use of winter gardens as a form of acoustic mitigation in noise environments like this.

Outcomes

The alterations in the original design have helped the landowner and the MoS find a way to happily co-exist.



THE SCREEN

ON THE GREEN

BY FRANK BRIDGEMAN
BURN BURN BURN

06

Places

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TOWN CENTRES

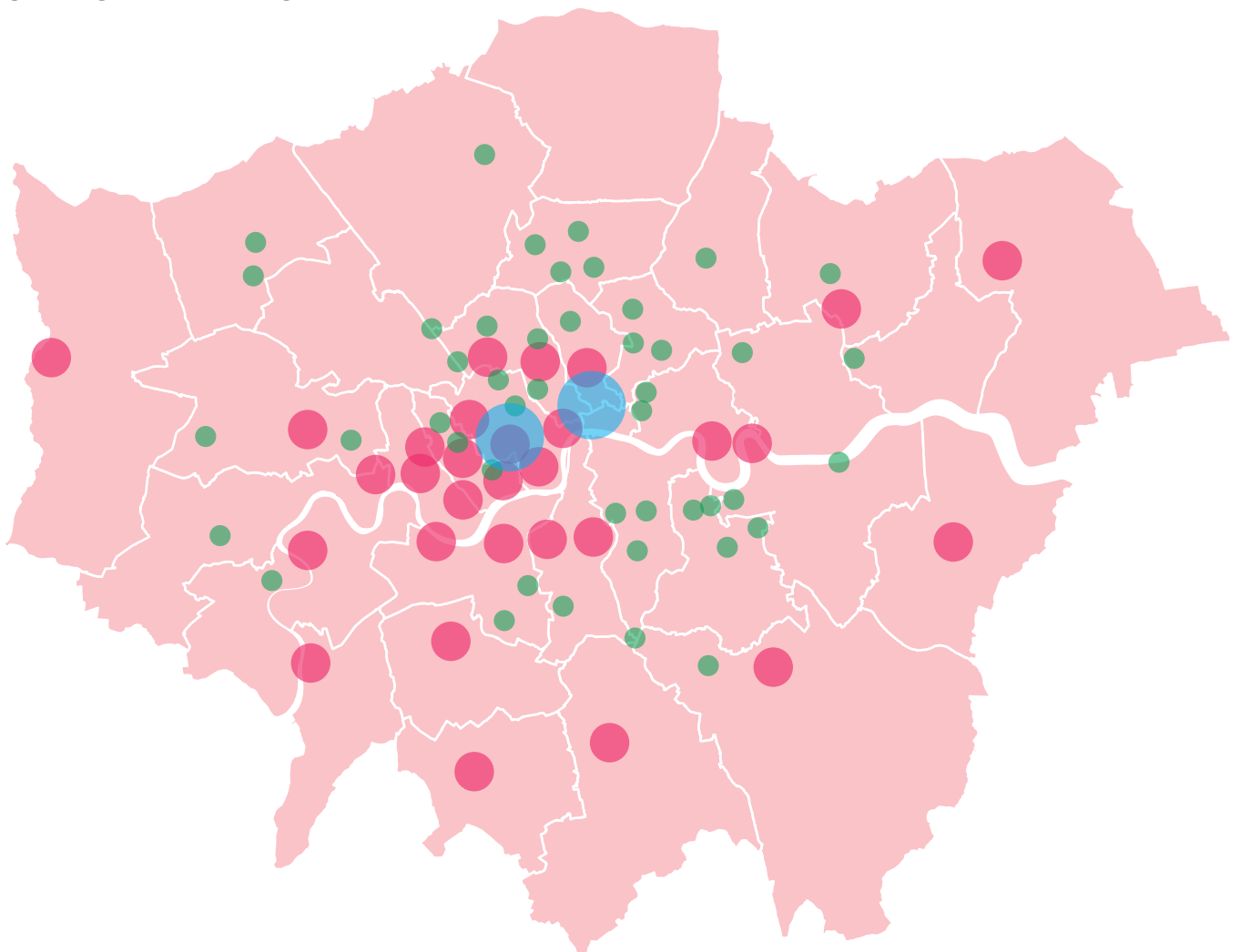
- 6.2.** Along with local neighbourhoods, town centres should provide a sense of place and identity. Town centres are melting pots where culture, sport, leisure, business, and residential come together.
- 6.3.** In the UK, the evening and night-time economy accounts for between 10 and 16 per cent of a town centre's employment³⁷.
- 6.4.** Policy 2.15, Map 2.6 and Annex 2 of the London Plan identify a network of 221 town centres. These should provide a focus for commercial development. There should be a competitive choice of goods and services conveniently accessible, particularly by public transport, cycling and walking.
- 6.5.** The evening and night time economy can make a major contribution to the vitality and viability of these town centres. It generates jobs and improves incomes from leisure and tourism activities. This adds both to the vitality of the town centre and makes it safer by increasing activity and providing 'passive-surveillance'.
- 6.6.** However, it can also be associated with noise, crime, anti-social behaviour, community safety problems and detrimental effects on public health. Without appropriate management and mitigation, this can affect the quality of life of local residents, workers and customers. Boroughs should develop strategies to address place based crimes near venues, food outlets and transport hubs by working with police, businesses and other partners in the area. Full use should be made of voluntary membership schemes such as BIDs, Business Crime Reduction Partnerships and local alcohol partnerships such as Best Bar None and Purple Flag.
- 6.7.** London Plan policy 4.6 provides a framework for local plans and other local strategies to manage adverse impacts and maximise benefits. It can help maintain an atmosphere in which facilities are accessible and the public realm feels safe and open to everyone. Under policy 4.6Cf **boroughs should identify, manage and coordinate clusters of evening and night time entertainment activities to: address need; provide public transport, policing and environmental services; and minimise the impact on other uses including through cumulative impacts and saturation levels.**

- 6.8. In line with Policy 4.8Bg boroughs should also take a proactive approach to planning for retail and related facilities. This includes managing clusters of uses, such as those forming the night time economy.** It should have regard to the positive and negative impacts of such clusters on London Plan priorities including a centre's broader vitality and viability; competitiveness, quality, diversity; sense of place/identity; and community safety/security especially the impact of anti-social behaviour (ASB) on local residents.
- 6.9.** Culture and the night-time economy have an important part to play in fueling regeneration and encouraging multiple benefits from the use of land in urban areas. They can also promote the value of our main urban areas in line with the National Planning Policy Framework.
- 6.10.** Annex 2 and Map 4.3 of the London Plan identify 70 strategically important clusters of night time activities where these policy considerations will be particularly relevant.

"The successful high streets of the future will be where people live, use services, and spend their leisure time, including in an evening economy, as well as shop."

The future of high streets: progress since the Portas Review, Department for Communities and Local Government, 2013

**MAP 1 – STRATEGIC CLUSTERS
OF NIGHT TIME ACTIVITY**



Strategic clusters of night time activity

- International importance
- Regional/sub-regional importance
- Specialist provision of more than local importance

**THE NIGHT TIME ECONOMY
CLUSTERS ARE LISTED BELOW
AND SHOWN IN MAP 1.**

NT 1 International Charing Cross Rd part, Tottenham Ct Rd part, West End

NT1/2 International/Regional
Covent Garden/Strand

NT2 Regional/sub-regional Angel,
Bexley Heath, Brixton, Bromley, Camden Town, Canary Wharf, Chiswick, Clapham High Street, Clapham Junction, Croydon, Ealing, Fulham, Fulham Rd west, Hammersmith, Ilford, Kensington High Street, Kings Rd east, Kings Rd west, Kingston, Knightsbridge, Putney, Queensway/Westbourne Grove, Richmond, Romford, Shepherd's Bush, Sutton, Swiss Cottage/Finchley Rd, Uxbridge, Victoria Street, Wimbledon

NT3 More than local importance

Acton, Balham, Barking, Beckenham, Bethnal Green, Blackheath, Borough High Street, Brick Lane, Camberwell, Cricklewood, Crouch End, Dalston, Deptford, Dulwich Lordship Lane, Earls Court Rd, Edgware Rd South, Edgware Rd/Church St, Elephant and Castle, Gants Hill, Green Lanes, Greenwich, West Hampstead, Harrow, Hounslow, Kilburn, Lewisham, Mare Street, Muswell Hill, Nags Head, New Cross, Notting Hill Gate, Peckham, Portobello Rd, Praed St/Paddington, South Kensington, Southall, St John's Wood, Stoke Newington, Stratford, Streatham, Tooting, Twickenham, Walthamstow, Wealdstone, Whetstone, Wood Green, Woolwich

6.11. Guidance on implementing policy 4.6 in relation to the night time economy in town centres is already provided in the Mayor's Town Centres SPG³⁸. The guidance, which is also referenced in the relevant sections of this SPG, advises in 'SPG Implementation 1.2' that **boroughs and town centre partners should manage the night time economy, reconciling economic benefits and the concerns of residents, drawing on the SPG checklist of integrated actions³⁹. The checklist of actions advises that local authorities should:**

- a** gather a local evidence base on the issues/opportunities of the local night time economy
- b** coordinate management and pursue integrated action with local partners
- c** consider the cumulative impact of density/high concentrations of different types of licensed premises
- d** manage saturation areas using licensing-based policies
- e** explore the benefits of diversifying the range of night time activities including extending opening hours of existing daytime facilities such as shops, cafes, libraries and theatres
- f** improve inclusive access and safety for all night time users
- g** consider development of night time economy 'quarters' in a specific zone or spread more widely depending on local circumstances
- h** undertake realistic appraisals of the viability and roles of pubs to put their offer to communities on a sounder basis
- i** ensure night time venues are well-served with adequate, safe and convenient night time transport
- j** make the urban realm welcoming and safe for night time users
- k** promote excellence in the management of town centres at night

CENTRAL ACTIVITIES ZONE

6.12. The Central Activities Zone (CAZ) is London's vibrant centre and one of the world's most attractive and competitive business locations. It contains the seat of national government and is renowned worldwide for its shopping, culture and heritage. Planning for the CAZ requires striking a careful balance between its strategic functions – including business, culture, entertainment, shopping and tourism – and more local activities including housing.

6.13. The CAZ covers London's geographic, economic and administrative core. As a cultural centre it includes theatres, concert halls and other facilities of national and international significance as well as the base for a range of cultural industries.

6.14. A diverse range of day-time and evening leisure uses including restaurants, cafes, pubs, bars, cinemas, and performing arts venues plays an important role in generating the vibrant and 'mixed' character of much of the CAZ. This generates substantial numbers of jobs and expenditure. The London Plan also recognises that central London's evening economy makes an important contribution to

London's world city offer, helping to sustain the capital's position as a major visitor destination. A range of day and evening amenities can also be an important attractor for business and employees, especially within the creative sector. This encourages the clustering of creative businesses as seen around Soho, Old Street and London Bridge.

6.15. Policy 2.10 of the London Plan sets a strategic priority to enhance and promote the unique international, national and London wide roles of the CAZ. Under the associated policy 2.11Ae, **the Mayor, boroughs and other agencies should recognise, improve and manage the country's largest concentration of night time activities in Soho/Covent Garden as well as other strategic clusters in and around the CAZ such as those in Shoreditch, Knightsbridge, Angel and Kings Cross in line with policy 4.6.**

6.16. Boroughs should identify and manage these clusters of evening activities within the CAZ to address need. They should also seek to minimise potential impacts on other land uses and take into account any cumulative effects of particular concentrations of night time uses (Policy 4.6Cf). Addressing cumulative effects does not necessarily require boroughs to reduce or restrict evening uses within existing or emerging clusters. **Sensitive management is, however, required to ensure that a balanced and complementary provision of day and evening uses is provided. This can help to sustain the social and economic strategic functions of the CAZ.**

6.17. As part of this approach for areas outside mainly residential neighbourhoods, under policy 2.12Aa **boroughs should develop sensitive mixed use policies to ensure that housing does not compromise CAZ strategic functions.** Such functions include those clusters of night time activities identified in policy 2.11Ae.

6.18. To support a diverse evening economy in the CAZ, **boroughs are also encouraged to promote a range of non-food/drink related evening activities. This includes cultural and entertainment uses and through later opening hours for retail and leisure uses.** Boroughs may on a case by case basis also consider the need to distinguish particular late night uses from other evening uses. In particular, where the nature of these activities and hours of operation would necessitate more tailored management, taking into account location and context.

STRATEGIC CULTURAL AREAS AND CULTURAL QUARTERS

6.19. The London Plan identifies clusters of cultural activity which should be designated as Strategic Cultural Areas and Cultural Quarters. Some of these clusters are characterised by or include evening and night time activities.

- 6.20.** Strategic Cultural Areas are areas with internationally important cultural institutions and which are also major tourist attractions. **They include: the West End, South Bank/Bankside/London Bridge, Barbican, Wembley, and the South Kensington Museums/Royal Albert Hall⁴⁰.**
- 6.21.** Under policy 4.5Af, **the special characteristics of these major visitor attractions should be promoted, enhanced and protected. When implementing this policy, regard should be paid to how night time activity contributes to the special characteristics and how this should be promoted, enhanced and protected.**
- 6.22.** Cultural Quarters are areas where a critical mass of cultural activities and related uses are emerging, usually in historic or interesting environments. They can contribute to urban regeneration⁴¹.
- 6.23. Boroughs are encouraged to develop and promote clusters of cultural activities and related uses as cultural quarters (London Plan Policy 4.6Cc) and secure their contribution to regeneration (Policy 2.14).** This may be associated with an anchor activity, such as a theatre, cinema, artist studios or specialist retail functions like galleries, antiques or craft markets. It can also extend across a whole town centre to create mutual benefits for other town centre activity.



07

An integrated approach to managing night time culture

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6.24. In Outer London, boroughs should identify cultural quarters. They should promote/manage the night time economy as part of their approach to supporting the economic contribution of leisure, arts, cultural and tourism activities (policy 2.7Ak). Under policy 4.6Cd, boroughs should also promote and develop existing and new cultural attractions in Outer London.

6.25. Where boroughs are developing and promoting cultural quarters, regard should be paid to the role of night time cultural activities in achieving the aims.

6.26. Further guidance on cultural quarters is included in the Mayor's Town Centres SPG⁴².

PLANNING AND LICENSING

7.1. In considering policies for, and decisions on, night time cultural uses, **boroughs should take into account the role such uses can play in achieving the aims of Lifetime Neighbourhoods in Policy 7.1 of the London Plan. In particular, belonging to a cohesive community which fosters diversity, social interaction and social capital⁴³.**

7.2. In accordance with policy 7.1F, **boroughs should plan across services to ensure the nature and mix of existing and planned infrastructure and services. Those associated with night time culture are part of this mix. They should be complementary and meet the needs of existing and new communities. This should include integration of planning and licensing policies.** The aim is to manage the cumulative impacts and saturation levels of night time cultural uses as sought by policy 4.6Cf and para 4.37. It will also positively recognise the importance of the area to leisure provision and cultural activities to the life of the community. Boroughs should be aiming for holistic placemaking, drawing on all the different services and influences that shape an area.

- 7.3.** The importance of a balanced integrated approach to managing the night time economy is stressed in the Mayor's Town Centres SPG⁴⁴. The SPG refers to the importance of considering the economic benefits of clustering night time activities when considering any disadvantages of concentration and cumulative impacts⁴⁵.
- 7.4.** It also advises local authorities to adopt a partnership approach. This should involve planning, licensing, environmental services and transport functions along with residents, businesses and external services including police and health care trusts. **Management groups should be balanced reflecting both the benefits and costs of the night time economy along with strategic as well as local concerns.** Appendix A of the Town Centres SPG includes a checklist of internal and external partners to involve in managing and planning for the night time economy⁴⁶. It also has a table listing the elements of an integrated approach to managing the night time economy with cross references to key areas of responsibility⁴⁷.

TRANSPORT

- 7.5.** Along with the Mayor's Transport Strategy (MTS)⁴⁸, Policy 6.1 of the London Plan sets out the Mayor's strategic approach for integrating transport and development. This includes encouraging patterns of development that reduce the need to travel, especially by car, and supporting development that generates high levels of trips at locations with high levels of public transport accessibility.
- 7.6.** Policy 4.8Bg also promotes a proactive approach to managing clusters of uses. This includes applying a strategic approach to transport and land use planning, increasing scope for linked trips.

- 7.7. Travel at night time must be safe and convenient. For night time venues, this means ensuring they are in locations well-served with adequate, safe and visible night time transport. Night time public transport needs to be coordinated between different stakeholders. These include night time venues, local authority planning and transport, TfL, the taxi trade, private hire and local minicab businesses. Emphasis should be placed on ensuring suitable scope and capacity for public transport to convey customers away from night time venues at closing time. Consideration should also be given to those who work during the night and have to travel overnight or early in the morning. Policing and supervision of transport hubs and embarkation points including taxi marshalling should be actively considered in plans. This will help ensure safe transport for the public and staff working in the night time economy.**
- 7.8. Locations served by the Night Tube, introduced in 2016, may have become more attractive and viable as places for night time cultural activities. Boroughs should also take this into account in their strategies for promoting and managing these uses and keeping transport safe.**
- 7.9. Night buses are another vital part of London's night time transport infrastructure. Their routes, timings and facilities should be integrated with other night time travel modes including the Night Tube. It is particularly important that bus stops for night buses should be accessible, well-lit and easy to find.**
- 7.10. In planning areas for night time activities, support should be given to the provision of taxi (black cab) ranks and licensed minicab operators. These should be well-lit, visible and easy to find. In all instances, information should be made available about how to book a licensed taxi or minicab.**
- 7.11. There have been dramatic changes in the taxi and private hire industry through the use of smartphone apps. This has enabled companies like Gett, Hailo, Addison Lee, Uber etc to provide**

new types of services. This has led to the number of private hire licensees almost doubling in recent years. There are now over 100,000 private hire drivers and almost 80,000 PHVs in London (up from around 50,000 in 2013/14). While these new services can help provide convenient travel for those participating in night time activities, they can also cause congestion at popular spots, particularly in central London. The Mayor and TfL are looking at measures to address this⁴⁹.

7.12. The Mayor's Healthy Streets⁵⁰ initiative promotes the benefits of walking, cycling and public transport. It shows how to achieve healthy streets both at a network level and at a local level. Much of the guidance is relevant to planning including how people use streets at night time. For example, helping people feel safe and relaxed and providing interesting and stimulating journeys where other people are using the street. For night time activities, this may include exclusion of vehicles for all or part of an area and for all or certain times of the day or week. In considering their plans for placemaking and night time activities, boroughs should pay close attention to the Healthy Streets principles.

SAFETY AND SECURITY

7.13. Safety is a major consideration for developing a flourishing night-time economy. This can involve the physical design of a public place. It can also involve preventing crime and disorder through cooperation between local authorities, the police and other partners. For venues and operators, it is very important to get counter-terrorism advice given the current threat levels.

7.14. London Plan policy 2.15Cf promotes safety, security and lifetime neighbourhoods in development proposals for town centres. Policy 4.8Bg advocates a proactive approach to managing clusters of uses having regard to a centre's community safety or security. Under policy 7.3, **boroughs and others should seek to create safe, secure and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.**

- 7.15. National Planning Practice⁵¹**
Guidance advises that designing out crime and designing in community safety should be central to the planning and delivery of new development. NPPG points out that Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder. They must also do all they reasonably can to prevent crime and disorder.
- 7.16. Safety and security should therefore permeate through all strategies, policies and management plans for night time areas and those participating in London's night time culture.**
Account should be taken of ways to minimise crime and anti-social behaviour (ASB). The impact on police resources and public health assets can be limited for example by reducing the need for ambulance call-outs. Successful approaches will include engaging with voluntary schemes involving businesses, police, public health bodies and other partners.

- 7.17. Development should contribute to a sense of security and reduce opportunities for criminal behaviour without being overbearing or intimidating. London Plan policy 7.3B lists considerations that should be taken into account. These include: routes and spaces being legible and well maintained; a clear indication of whether a space is private or public with natural surveillance of publicly accessible spaces; a level of human activity and mix of uses to maximise activity throughout the day and night; incorporation of appropriately designed security features.**
- 7.18.** In considering night time activities, **boroughs and developers should include safety and security measures early in the design process in consultation with Police Architectural Liaison Officers, Crime Prevention Advisors or Designing Out Crime officers to meet Secure By Design⁵² standards.** Account should also be taken of the need to limit the threat from terrorism by consulting police Counter Terrorism Security Advisors.

7.19. Full use should be made of partnership approaches to promote safety and minimise crime and ASB. Local authorities, police and local businesses can join schemes like Business Crime Reduction Partnerships. Use can also be made of voluntary alcohol partnerships such as street pastors and place-based schemes like Purple Flag to increase levels of safety.

7.21. Policy 4.6Cf requires **boroughs to identify, manage and coordinate strategic and more local clusters of evening and night time entertainment activities to provide environmental cleansing services.** Strategies can include requiring owner/occupiers of food and takeaway outlets to clear their area of litter, require litter to be placed in bins and put bins in locations to complement borough refuse and cleansing services.

ENVIRONMENTAL SERVICES

7.20. Night time activities can result in large amounts of litter left outside venues and late night takeaways, particularly in busy areas of night time entertainment. This can create tension with local residents and businesses in areas where refuse collection and cleansing services are not managed or coordinated properly to clean up after night activities.

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- ⁶ GLA Economics calculations using ONS BRES, Workforce Jobs, APS, ASHE and Regional GVA releases
- ⁷ GLA Economics calculations using ONS BRES, Workforce Jobs, APS, ASHE and Regional GVA releases
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- ¹³ Office for National Statistics, Inter-Departmental Business Register, Number of Public Houses and Bars in London, 2001 to 2016
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- ⁴¹ Mayor of London, London Plan (2016), Glossary p.410
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CONSULTATION

How to give your views on the Draft Culture and the Night Time Economy Supplementary Planning Guidance (SPG) Public consultation on this draft SPG is open from 19 April 2017 to 31 May 2017.

Please respond in writing by email or by post.

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